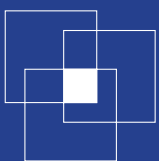




International
Labour
Organization

GOOD PRACTICES AND LESSONS LEARNED

Converging against child labour: Support for India's model



ILO Decent Work Team for South Asia and Country Office for India

International
Programme on
the Elimination
of Child Labour
(IPEC)

GOOD PRACTICES AND LESSONS LEARNED

Converging against child labour: Support for India's model

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

**ILO Decent Work Team for South Asia and Country Office for India
International Labour Organization**

Copyright © International Labour Organization 2013
First published 2013

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions) to International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

ILO-IPEC

Good practices and lessons learned - Converging against child labour: Support for India's model / International Labour Organization, ILO International Programme on the Elimination of Child Labour (IPEC); ILO DWT for South Asia and ILO Country Office for India – New Delhi: ILO, 2013.

ISBN: 978-92-2-127186-4 (Print); 978-92-2-127187-1 (WEB PDF)

International Labour Organization; ILO International Programme on the Elimination of Child Labour; ILO DWT for South Asia and ILO Country Office for India

child labour / child worker / vocational education / vocational training / good practices / India - 13.01.2

ILO Cataloguing in Publication Data

NOTE

This study has been elaborated by Mr Brajesh Pandey and Ms Mini Thakur from Kaarak Enterprise Development Services for ILO-IPEC, and coordinated by the team of the ILO-IPEC's Converging against child labour Project in New Delhi and Wahidur Rahman from ILO-IPEC Geneva Office.

Funding for this publication was provided by the United States Department of Labor (Project IND/08/50/USA).

This publication does not necessarily reflect the views or policies of the United States Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org or visit our website: www.ilo.org/publns.

Visit our website: www.ilo.org/ipec

Cover photographs © International Labour Organization 2013.

Photocomposed by IPEC Geneva, Switzerland.

Printed in India.

CONTENTS

	<i>Pages</i>
Abbreviations.....	ix
A brief overview	xiii
1. Operationalization of convergence model for elimination of child labour	1
1.1 When did the practice start and end?	1
1.2 Brief description of the practice	1
1.2.1 Purpose	2
1.2.2 Key elements of the convergence model	2
1.2.3 District level processes.....	3
1.2.4 State level processes.....	4
1.2.5 National level processes.....	5
1.3 What makes this practice good?.....	7
1.3.1 Demonstration, operationalization and acceptance of the convergence concept	7
1.3.2 Integration of efforts of the key stakeholders.....	7
1.3.3 Provisioned educational services to withdrawn/prevented children.....	7
1.3.4 Access to vocational training services under SDI-MES, a national scheme	8
1.3.5 Access to livelihood options through family linkages initiatives	8
1.4 Necessary conditions for replication.....	8
1.5 How was the practice carried out?	9
1.5.1 District level.....	9
1.5.2 State level.....	9
1.5.3 National level	9

2.	Stakeholders consultations to create stakeholder ownership	11
2.1	When did the practice start and end?	11
2.2	Brief description of the practice	11
2.2.1	Elements of stakeholder consultations	12
2.3	What makes this practice good?	13
2.3.1	Enhanced stakeholder ownership and participation.....	13
2.3.2	Establishment of the tone for decentralized implementation mechanism of the project.....	13
2.3.3	Output orientation.....	14
2.3.4	Standardised of consultation process.....	14
2.3.5	Replicable processes	14
2.4	Necessary conditions for replication	14
2.5	How was the practice carried out?.....	15
3.	Institutional framework for operationalization and sustainability of the convergence model	17
3.1	When did the practice start and end?	17
3.2	Brief description of the practice	17
3.2.1	Purpose	18
3.2.2	Elements of institutional framework	18
3.2.3	Role of SRC in the convergence model.....	20
3.3	What makes this practice good?	20
3.3.1	Established ECL as a priority issue of all stakeholders and created momentum.....	21
3.3.2	Led to key strategic decisions to operationalize the convergence model	21
3.3.3	Smoothened operational mechanisms for delivery of the convergence processes.....	22
3.3.4	Sensitized and developed the capacities of key stakeholders	22
3.3.5	Sustainable changes in the overall attitude of state and institutional systems	23
3.4	Necessary conditions for replication	23
3.5	How was the practice carried out?.....	24
4.	Direct Beneficiary Monitoring and Reporting (DBMR)	25
4.1	When did the practice start and end?	25
4.2	Brief description of the practice	25
4.2.1	Step 1: identification.....	26
4.2.2	Step 2: monitoring	28
4.2.3	Step 3: reporting	28

4.3	What makes this practice good?.....	28
4.3.1	Peer monitoring of education and work status	28
4.3.2	A “waves” approach to monitoring.....	29
4.4	Necessary conditions for replication.....	29
4.5	How was the practice carried out?	30
5.	Quality learning through life skills training, work education and educational resource centres.....	31
5.1	When did the practice start and end?	31
5.2	Brief description of the practice	31
5.2.1	Purpose	32
5.2.2	Nature of the practice	32
5.3	What makes this practice good?.....	34
5.3.1	Improved retention of children in schools.....	34
5.3.2	Increased employability and exposure to formal methods of training	35
5.3.3	Sustainable attitudinal changes	35
5.4	Necessary conditions for replication.....	35
5.4.1	Identification and listing of the child labourers by age	35
5.4.2	Presence of programmes and schemes (e.g. NCLP, SSA).....	36
5.4.3	Presence of institutional structure at the state and district levels	36
5.4.5	Presence of technical agencies	36
5.4.6	Consultations and sensitization	36
5.5	How was the practice carried out?	36
6.	Vocational training to enhance economic opportunities for adolescents, with a focus on the girl child	39
6.1	When did the practice start and end?	39
6.2	Brief description of the practice	39
6.2.1	Purpose	40
6.2.2	Nature of the practice	41
6.3	What makes this practice good?.....	42
6.3.1	Access to formal skill upgrading and training	42
6.3.2	Innovation in imparting vocational skills training.....	42
6.3.3	Replication of the alternate strategy	43
6.3.4	Breaking the gender stereotype in skills training	43
6.4	Necessary conditions for replication.....	43
6.5	How was the practice carried out?	44

7. Linking families of child labourers with social welfare and protection schemes of the government	47
7.1 When did the practice start and end?	47
7.2 Brief description on the practice	47
7.2.1 Purpose	48
7.2.2 Nature of practice	49
7.3 What makes this practice good?	49
7.3.1 Demonstration of the convergence model.....	49
7.3.2 Realisation of benefits by families through a diverse set of schemes	49
7.3.3 Flexibility and improvisation at district level.....	51
7.4 Necessary conditions for replication	51
7.5 How was the practice carried out?.....	52
7.6 Lessons learned.....	53
7.6.1 Profiling of families should be part of the initial baseline survey .	53
7.6.2 It is easier to link families with Labour Department schemes	53
7.6.3 Eligibility and documentation issues play a key role in linking families with different schemes	53
8. Jharkhand State Action Plan (J-SAP).....	55
8.1 When did the practice start and end?	55
8.2 Brief description of the practice	55
8.2.1 Purpose	56
8.2.2 Need for the J-SAP	56
8.2.3 Elements of the J-SAP	57
8.2.4 Envisioning convergence between different state departments ..	58
8.3 What makes the practice good?.....	59
8.4 Necessary conditions for replication	60
8.5 How was the practice carried out?.....	61
9. School safety guidelines	63
9.1 When did the practice start and end?	63
9.2 Brief description of the practice	63
9.2.1 Purpose	64
9.2.2 Elements of the school safety guidelines	64
9.3 What makes this practice good?	66
9.3.1 Creation of safe environment for learning.....	66
9.3.2 Adaptability to specific needs of the location	66
9.3.3 Offers simple monitoring of safety compliances.....	66
9.3.4 Snapshot of findings from school monitoring	67

9.4	Necessary conditions for replication.....	68
9.5	How was the practice carried out?	68
10.	Comprehensive capacity building of stakeholders facilitates convergence for elimination of child labour.....	69
10.1	When did the practice start and end?	69
10.2	Brief description of the practice	69
10.2.1	Purpose	70
10.2.2	Elements of the capacity building strategy.....	70
10.3	What makes the practice good?	72
10.3.1	Knowledge management and dissemination.....	72
10.3.2	Development of context specific knowledge products/tools.....	73
10.3.3	Strengthening convergence	74
10.4	Necessary conditions for replication.....	74
10.5	How was the practice carried out?	74
10.6	Lessons learned.....	75
10.6.1	Engaging with national level agencies with subject matter experts facilitates better functioning of the project.....	75
10.6.2	Engaging with a reputable institution assists in building trust	75
10.6.3	Efficient utilization of existing resources assures sustainability... ..	75
10.6.4	Creating provisions to engage with institutional set ups of this nature	75
10.6.5	Strengthening a multiple layered relationship	76
11.	The Joint Action Forum for trade unions for elimination of child labour	77
11.1	When did the practice start and end?	77
11.2	Brief description of the practice	77
11.2.1	Purpose	78
11.2.2	Elements of the Joint Action Forum.....	78
11.3	What makes the practice good?	79
11.3.1	Positioning child labour as a priority agenda for TUs and their affiliates at the state level	79
11.3.2	Collective action and coordination through convergence to address child labour issues	79
11.3.3	Taking direct action.....	79
11.4	Necessary conditions for replication.....	80
11.5	How was the practice carried out?	81

12. Lessons learned 1: Baseline survey to identify beneficiaries 83

12.1	Location and duration of baseline survey.....	83
12.2	Brief description of the baseline survey	83
12.2.1	Purpose	84
12.2.2	The survey tools.....	84
12.3	Events leading to the lessons learned	85
12.4	Lessons learned from the baseline survey process	85
12.5	Who can use the lessons learned	86

List of tables

Table 1.	Topics covered during technical working group sessions	13
Table 2.	Institutional structures and nature of practice.....	19
Table 3.	Age groups and corresponding interventions	27
Table 4.	Key programmes/schemes used in Good Practice 5	31
Table 5.	Vocational skills training components.....	41
Table 6.	Government schemes available for families in Good Practice 7	50
Table 7.	Roles of the key departments in Good Practice 8	59
Table 8.	Key findings from school monitoring.....	67
Table 9.	Key capacity building initiatives among various stakeholders	71
Table 10.	Selected knowledge products and tools developed for capacity building.....	73

List of figures

Figure 1.	Elements of the convergence model	2
Figure 2.	Convergence model processes	6
Figure 3.	Operationalization of the Convergence model	10
Figure 4.	Preparatory steps taken in Good Practice 2	15
Figure 5.	Institutional framework under convergence project	18
Figure 6.	Model for children withdrawn or prevented.....	27
Figure 7.	Components and collaboration of Good Practice 5	33
Figure 8.	Nature of practice to link families with government schemes.....	48
Figure 9.	Steps towards execution of J-SAP.....	61
Figure 10.	Monitoring of school safety compliance	67

ABBREVIATIONS

AITUC	All India Trade Union Congress
APFTUCL	Andhra Pradesh Federation of Trade Unions
APSO	Action Programme Summary Outline
AVA	Audio Visual Aid
BMS	Bharatiya Mazdoor Sangh
BPL	Below Poverty Line
CBO	Community Based Organisation
CHILDOS	Child Labour Information & Documentation System
CITU	Centre of Indian Trade Union
CORT	Centre for Operations Research and Training
CSO	Civil Society Organisations
DBMR	Direct Beneficiary Monitoring and Reporting
DEO	District Educational Office
DFID	Department of International Development
DGET	Directorate General of Employment & Training
DLTF	District Level Task Force
DSDC	District Skill Development Committee
DWCP	Decent Work Country Programme
ECL	Elimination of Child Labour
EO	Employer Organisations
ERC	Education Resource Centres
GoI	Government of India
HMS	Hind Mazdoor Sabha
ICDS	Integrated Child Development Scheme
ICPS	Integrated Child Protection Scheme

IEC	Information, Education & Communication
ILO	International Labour Organization
IMR	Inter-Ministerial Project Review Committee
INTUC	Indian National Trade Union Congress
IPEC	International Programme on the Elimination of Child Labour
ITC	Industrial Training Centre
ITI	Industrial Training Institute
J-SAP	Jharkhand State Action Plan
MDM	Mid-Day Meal
MES	Modular Employable Scheme
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MoLE	Ministry of Labour and Employment
MoU	Memorandum of Understanding
NCLP	National Child Labour Project
NDMA	National Disaster Management Authority
NGO	Non-governmental organization
NHRC	National Human Rights Commission
NRCCL	National Resource Centre on Child Labour
NSC	National Steering Committee
PRI	Panchayati Raj Institution
PRIA	Participatory Research in Asia
PTA	Parent Teachers Association
RTE	Right to Free and Compulsory Education Act
SAP	State Action Plan
SDIS	Skill Development Initiative Scheme
SGSY	Swarnajayanti Gram Swarozgar Yojana
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SMC	School Management Committee
SPSC	State Project Steering Committee
SRC	State Resource Centres
SRO	ILO Sub Regional Office, New Delhi



SSA	Sarva Shiksha Abhiyan
TU	Trade Union
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	The United Nations Children’s Fund
USDOL	United States Department of Labor
VEC	Village Education Committee
VT	Vocational Training
VTP	Vocational Training Provider

A BRIEF OVERVIEW

ILO-IPEC's "Converging against child labour: Support for India's model" Project


The "Converging against child labour: Support of India's model" Project (Convergence Project) was implemented in India by the ILO's International Programme on the Elimination of Child Labour (ILO-IPEC), in collaboration and coordination with the Ministry of Labour and Employment (MoLE), the Government of India (GoI) and five State Governments. The ILO-IPEC operates within the framework of the ILO Convention No. 138 on the minimum age for admission to employment, 1973, and the ILO Convention No. 182 on the worst forms of child labour, 1999, with the long-term objective of effective abolition of child labour.

The Convergence Project was an integral part of the Decent Work Country Programme (DWCP 2007-2012), which is aligned with the Five-year plan and the United Nations Development Assistance Framework (UNDAF).

The Project is based on the Convergence model which further calls for:

- building on existing schemes, programmes and structures rather than establishing new ones. This requires action to complement the features of major national programmes such as the National Child Labour Project (NCLP), *Sarva Shiksha Abhiyan*¹ (SSA), Skill Development Initiative Scheme (SDIS)- Modular Employable Scheme (MES), Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), poverty alleviation programmes, social protection programmes and enable their benefits to impact child labourers and their families;
- a family centred approach where education rehabilitation of the child is accompanied by economic rehabilitation of the family.

¹ India's flagship programme on 'Education for All'.



The Project worked in five States and ten districts (two districts in each state) namely Bihar (Katihar and Sitamarhi), Gujarat (Surat and Vadodara), Jharkhand (Ranchi and Sahibganj), Madhya Pradesh (Jabalpur and Ujjain), and Odisha (Cuttack and Kalahandi).

The project is funded by the United States Department of Labor (USDOL) and also benefits from in kind contribution from the Government of India. The Project worked with nineteen thousand (19,000) children in the age group of 5-14 years, two thousand (2,000) adolescents in the age group of 14 – 17 years and 5,000 families with child labourers.

1

OPERATIONALIZATION OF CONVERGENCE MODEL FOR ELIMINATION OF CHILD LABOUR

India is the first country where the ILO-IPEC worked to develop the convergence model to eliminate child labour. *Convergence*, not a new concept in India, was applied to develop processes for horizontal and vertical coordination based on the Government of India's request. The core principles underpinning the convergence model were of 'coordination' and 'concentration' with the overall objective of creating 'synergy' amongst the different agencies and departments of the government. The Convergence Project evolved and showcased the convergence processes at the three levels, i.e. District, State and National to effectively concentrate the available resources from different government schemes. This good practice resulted in delivery of education, vocational training and family linkages services to child labourers and their families as part of the comprehensive strategy to prevent and eliminate child labour.

1.1 When did the practice start and end?

The Convergence processes started with project initiation in January 2009 and came to an end in June 2013 with project closure.

1.2 Brief description of the practice

The ILO India partnership for elimination of child labour dates back to 1992 when IPEC was formed, India being one of the founding members. Since then, ILO/IPEC has continuously implemented a number of projects, which significantly contributed to the GoI's efforts to eliminate child labour in the country. The INDUS Project (2004-2008) was implemented in 21 districts of five states wherein child labourers were identified, withdrawn from hazardous work and provided educational services, vocational training and access to social security schemes. Similarly, other projects concerning Elimination of Child Labour (ECL) were implemented in Andhra Pradesh (funded by DFID) and Karnataka (funded by the Government of Italy) before the Convergence Project.

In 2007, the MoLE launched a vigorous effort to apply the convergence model to bring together the country's resources for elimination of child labour. A Core Committee on Convergence chaired by the Secretary of MoLE was formed

which requested other ministries to earmark resources in their existing schemes to cover child labour and their families and give specific directives to different State Governments to prioritize this vulnerable group.

The Committee also requested for the ILO's technical assistance to design and implement a project to develop an operational model based on its previous experience of implementing ECL projects in the country. The Convergence Project, hence, aimed to operationalize the convergence model by developing the processes at the district, state and national level. As such, this good practice describes how the convergence processes was adopted and operational zed at these three levels.

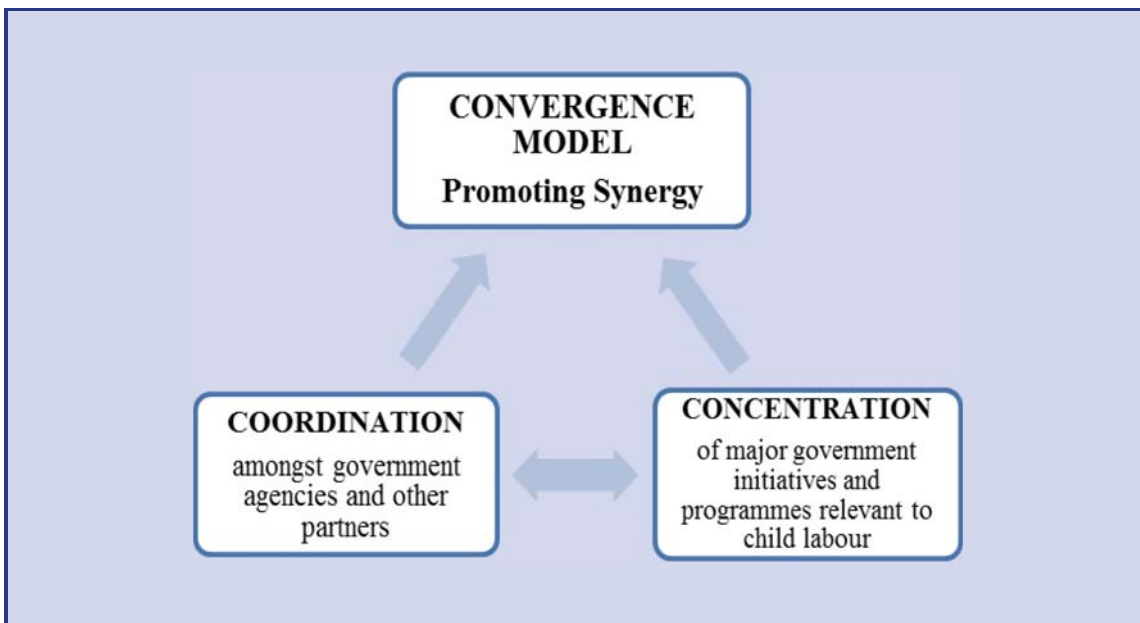
1.2.1 Purpose

The convergence processes were aimed at establishing synergy through horizontal and vertical linkages amongst the different departments and agencies of government so that the resources could be allocated and utilised to cover children working as child labourers and their families.

1.2.2 Key elements of the convergence model

The convergence model that specifically focused on creating synergies amongst different departments and agencies of the government ran on two basic principles- Coordination and Concentration as illustrated below.

Figure 1. Elements of the convergence model



- **Coordination** amongst governmental agencies and amongst other partners, such that their policies, goals, actions and operations are *coherent* with respect to children involved in or at-risk of hazardous child labour and their families and deployed so as to make maximum use of the *comparative advantage* of each.
- **Concentration** (focusing) of the major government initiatives and programmes relevant to child labour, i.e., poverty alleviation, education/training, enforcement, and social protection, on child labour-affected families and children such that all major factors that generate and sustain the demand and/or supply of child labour are addressed.


The Convergence processes were at the district, state and national levels wherein the district level focus was on direct services including education to child labourers; skill training to child labourers and adolescents; and linking families of child labourers with income generation and social protection schemes. At the State and National level, the focus was on strengthening the enabling environment including capacity building, coordination, knowledge enhancement and dissemination.

1.2.3 District level processes

District level action was at the core of the convergence concept. The NCLP Society or the District Level Task Force (DLTF) headed by District Collector led the convergence processes facilitated by the Project team.

Education: Under the District Collector's guidance, the Labour Department worked in synergy with the Education Department to provide educational services. Regular meetings and consultations chaired by the District Collector along with participation of education department officials in DLTF helped in developing a common understanding about the convergence concept. This further led to the coverage of targeted children in either the SSA schools or NCLP schools as envisaged by the project.

Vocational skills training: Opportunities to enhance vocational skills of adolescents who are unable to access the skill development programmes by the government is another area where convergence between departments played a critical role. The project aimed to provide skills to the adolescents using MoLE's Skill Development Initiative Scheme - Modular Employment Skills (SDIS-MES). A District Skill Development Committee (DSDC) was formed under the chairpersonship of District Collector, which included participation from different departments, local Industrial Training Institutes (ITIs) and vocational training providers, employers and



worker organisations. The demand driven courses were selected and the youths were trained. As the Directorate General of Employment and Training (DGET) took the Project districts as pilot ones, the entire process was guided and supervised by this Directorate. All efforts were made to operationalize the newly launched scheme along with incorporating special provisions.

Family linkage: With the aim of enhancing the existing economic and social conditions of the families, the project linked them to existing central and state government schemes. In this exercise of providing welfare to the beneficiaries, the Department for Labour collaborated with the Department of Rural Development for schemes such as MNREGA. Apart from sharing the beneficiary lists, the departments were also sensitized, which led to greater coverage of families under the different schemes.

1.2.4 State level processes

The convergence processes at the state level were mainly coordinated and led by the Office of the Labour Commissioner, with support from State Resource Centres (SRC). The State Project Steering Committee (SPSC) formed at the state level provided the platform for multi-stakeholder consultations.

Coordination and capacity building: The SRC undertook a number of capacity building activities of officials of different departments, social partners and other CSOs. The SRC also took the lead in setting up coordination mechanisms at the state level and provided technical support to the district level teams.

Development of State Action Plans (SAP): In some of the states, SRC helped in developing SAPs with the convergence approach which highlighted the intent of different project States to eliminate child labour in a mission mode. In the States where a SAP was already in place, the SRC helped in implementing their provisions as per convergence approach.

Data sharing: Another key element of State level processes was sharing of data related to child labour, list of beneficiaries and schemes by different departments with the Labour Department. This helped in developing a common understanding and greater sensitization.

1.2.5 National level processes

Emphasis on convergence at the national level was placed through making contribution to the policy debates and discussions, creating new knowledge, disseminating knowledge on a wider scale and engaging with key national level organisations in this process. The elements of the national level processes were as follows.

Partnership with a premier labour institute: The project partnered with the VV Giri National Labour Institute (VVGNI), one of the premier labour institutions in South Asia, to execute a comprehensive capacity building strategy which included development of training modules and manuals, a knowledge and resource center on child labour and development and dissemination of Information, Education and Communication (IEC) materials.

Contribution to policy level discussions and groups: The ILO, represented by the National Project Manager, participated in the Planning Commission's Working Group for Social Inclusion of Vulnerable Groups, specifically Child Labour and Bonded and Migrant Labour in the 12th Five Year Plan (2012-17). The ILO Convergence Project finds a special mention in this group's report which also furthers the convergence approach.

Creation and dissemination of knowledge: The project commissioned research studies to generate new knowledge around the issues of child labour and trafficking, migration and others to some of the leading and prestigious institutions of the country. The project partnered with Solutions Exchange, a UN led knowledge exchange platform, to develop a compendium of schemes at the national level. The Project also conducted media workshops, which led to widespread dissemination of issues of child labour and the convergence approach.

Capacity building of social partners: The project developed manuals for social partners in India to help them develop action plans to contribute to the agenda of ECL. Special efforts were made to facilitate joint action by the central trade unions to raise the issue of child labour and create momentum for ratification of core Conventions.

Figure 2. Convergence model processes



1.3 What makes this practice good?

1.3.1 Demonstration, operationalization and acceptance of the convergence concept

The project was able to develop an operational model based on the principles of coordination and concentration to create synergies by working at three levels, i.e. district, State and country. The operational model also took into account the federal structure of the country which required customization as per the state level contexts. The successful demonstration of the convergence model for ECL has been highlighted by some of the state governments who have taken forward the agenda in other districts of the State. All of the key stakeholders at the state and district levels approve of the effectiveness of this approach to eliminate child labour. Many of the officials at the district and state levels are willing to promote the model in future.

1.3.2 Integration of efforts of the key stakeholders

The project led to integration of efforts of different departments and agencies at the state and district levels which further helped in concentrating the resources available under different schemes and programmes. The project worked significantly on building the capacities of officials from other departments to this effect. These officials from different departments were able to develop a common understanding and synergy towards the importance of a comprehensive approach to ECL which essentially requires a combination of preventive as well as rehabilitative measures. This common understanding and synergy led to sharing of data and information which helped in covering the families under different schemes.

1.3.3 Provisioned educational services to withdrawn/prevented children

More than 19,000 withdrawn/prevented children were able to access education services. The convergence between the Departments of Labour and Education facilitated collaboration with SSA and NCLP schools. In absence of NCLP schools, new schools conforming to NCLP were formed. In cases where NCLP schools could not be formed, children were provided education within the SSA schools which accommodated the children requiring special attention. The project, in convergence with the SSA, or formal government schools, enabled children to access mid-day meals, books and uniforms. Such partnerships also enabled in the sharing of information, such as tracking retention and drop-out rates through monitoring systems. Special initiatives such as Education Resource Centres (ERCs), life skills education and work education have positively contributed to the retention in schools.

1.3.4 Access to vocational training services under SDI-MES, a national scheme

The project facilitated coverage of 2,000 adolescents (siblings of child labourers and others in the age group of 14 - 17) under the SDI – MES scheme, a national programme to provide formal vocational trainings. The focus of the scheme was to provide employable skills to these adolescents which can help them in finding better work.

1.3.5 Access to livelihood options through family linkages initiatives

Convergence and partnerships between departments have ensured a wide range of livelihoods protection and promotion schemes. The project reached more than 5,000 families to link them with different social protection and income generation schemes.

1.4 Necessary conditions for replication

- **Linkage among district, state and national levels:** In order to replicate the convergence process for ensuring information sharing from all concerned departments, there is a need to have systemic coordination and continuous flow of information between all concerned departments. The linkages between each level are regarded as a system of feedback loops that is critical for the replication of this good practice. There is a need for strategic leadership involving concerned departments from national and state levels with regard to sharing of action plans.
- At the national level, the **concerned departments must coordinate together to address child labour concerns** in the social security and income generation programmes to confirm convergence at the family level. The national level advisory bodies need to approve of this approach so that the State government quickly accepts and buy-in for the project occurs.
- **Implementation of State Action Plans (SAP) and the role of State Resource Centres** are critical to execute convergence at the state and district levels along with the need for adequate resources to address child labour problems.
- **Need to sensitize department officials:** Sensitization measures around creating awareness on child labour for officials of different departments are necessary for setting the convergence mechanisms into action.

1.5 How was the practice carried out?

The convergence model operated with ILO technical assistance at the district, state and national level that included a diverse set of activities at each of the three levels (see figure 3).

1.5.1 District level

Convergence at this level involved family-centred interventions in the area of education services, vocational training and family linkages. The District Collector, who is administrative head of the district, was directly integrated in the project to ensure convergence at this level. Development and execution of institutional structures, DLTF, DSDC and NCLP were critical elements of this process.

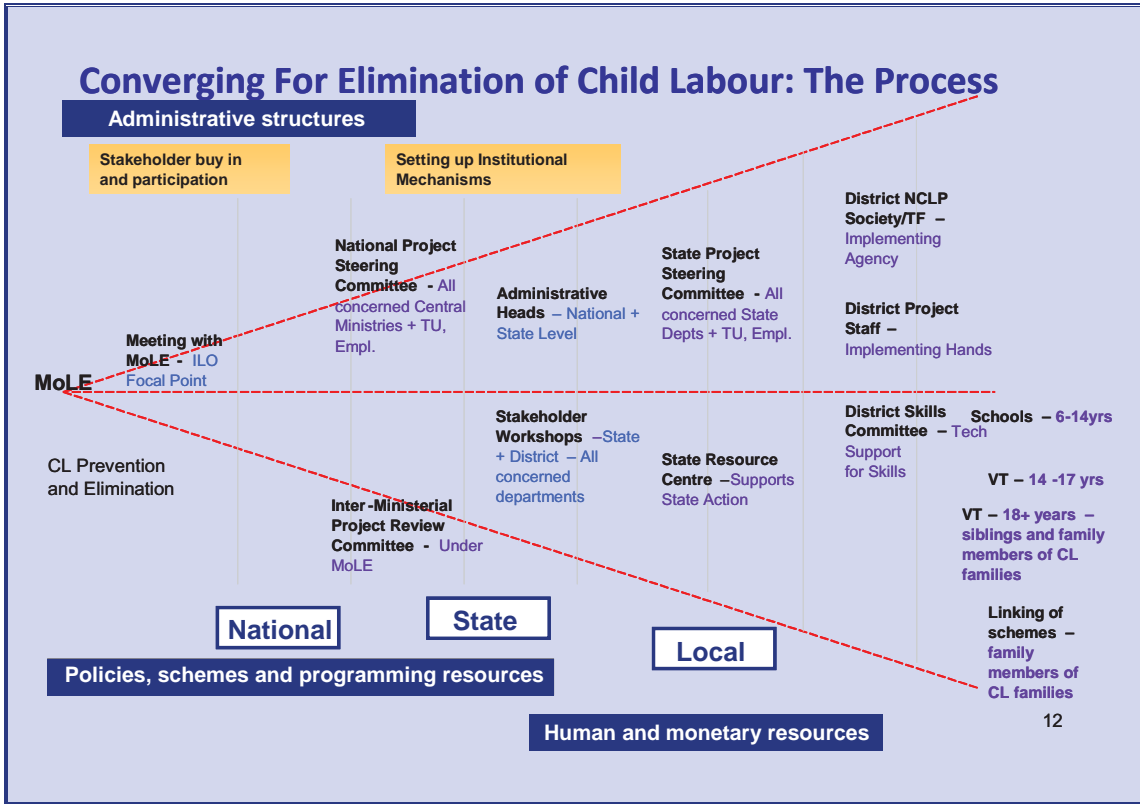
1.5.2 State level

At the state level, formation of SPSC and SRC was important to provide technical support and overall guidance to the Office of the Labour Commissioner/Principal Secretary, who led the process. The SRC took up the role of capacity building, sensitization and networking for bringing forward the agenda of ECL.

1.5.3 National level

At the national level, the National Steering Committee (NSC) and the Inter-Ministerial Project Review Committee (IMR) provided necessary guidance and approval which helped in creating buy-in amongst different state level stakeholders. The processes included activities for knowledge sharing and management, media awareness, designing capacity building manuals and tools and aligning with the United Nations Development Assistance Framework (UNDAF) and the Decent Work Country Programme (DWCP) of the ILO in India.

Figure 3. Operationalization of the Convergence model



2 STAKEHOLDERS CONSULTATIONS TO CREATE STAKEHOLDER OWNERSHIP

With a view of enhancing stakeholder partnership and ownership, the Convergence Project envisaged a set of well-defined preparatory activities. The preparatory activities included stakeholder consultations at the state level, followed by concrete planning exercises such as the implementation of Mini Programmes, development of institutional infrastructure for effective co-ordination, development of teams at state levels, development of Action Plans (AP), and formal launch of the project at the highest level. This good practice describes in detail one of the most critical preparatory steps i.e., stakeholders consultations at the state level, intended at generating buy-in and consensus on the convergence process for elimination of child labour. It also examines the factors that contributed to the success of the practice and evaluates the necessary conditions that need to be met for replication. The good practice demonstrates the process of initiating child labour programmes based on the convergence model.


2.1 When did the practice start and end?

The practice was initiated in October 2009 and completed in July 2010.

2.2 Brief description of the practice

In order to draw support for the strategy envisaged in the project document, the project undertook missions to five project states to meet key and senior officials at the state level. The start up mission teams included the Deputy Director of the ILO Sub Regional Office (SRO), indicating high level engagement by the ILO. These meetings were held with the senior most levels of representatives from the government and social partners. These missions aided in understanding the state specific context of child labour and the priority being accorded to the issue of child labour within the development agenda of the State.

The stakeholders in this project were at the national, state and district levels. Government represented by MoLE, along with social partners, were the national level stakeholders, while the Labour Department along with social partners represented the state level stakeholders. At the district level, NCLP society and



District Administration along with employers and trade unions were the stakeholders.

These high level consultations in the project States enabled the different State governments to understand and appreciate the convergence approach to address the issue of child labour and the broad strategies envisioned in the project.

This was followed by state level stakeholder consultations, intended at introducing the project amongst the key stakeholders, identifying state specific issues on ECL, obtaining details for the action programmes, and obtaining suggestions on implementing partners and timelines.

In summary, the state level stakeholder consultations provided the necessary platform for planning the next steps in a participatory manner at the state level and consequently at the district level and below.

This systematic approach led to the project's recognition at the highest level and a national level formal project launch workshop was organized in July 2010 in Bhubaneswar. The Minister of Labour and Employment, Government of India and Chief Minister of Odisha were the main guests for the event. The launch workshop had representation from the targeted state governments at the senior most levels as well as from the US embassy and other senior officers from employers' organisations, workers' organisations, academia, CSOs, the ILO, professional agencies and media representatives.

2.2.1 Elements of stakeholder consultations

The Project organized a two-day state level stakeholder workshop in each of the five project states. In these workshops the stakeholders were introduced to the framework of the Convergence Project which further helped in identification of the state specific issues and the key state level implementing partners. Each of these workshops was represented by political representatives, administrative officials and social partners. Keeping in line with the convergence approach, these consultative meetings obtained inputs for the state/district level action programmes from stakeholders at all levels. This practice not only brought together the ideas and issues of all of the stakeholders in one platform, but also ensured active participation of stakeholders in implementing key components of the Project.

The workshops followed standard methods wherein each workshop consisted of a broad inaugural session followed by three technical sessions in the form of group working sessions. The technical sessions were chaired by the representative of the Labour Department of each state where social partners

reflected upon the ECL and deliberated upon the project objectives and strategies. A snapshot of key discussions during stakeholder consultation workshops is as follows.

Table 1. Topics covered during technical working group sessions

Topics Covered During Technical Working Group Sessions		
Group work 1: Beneficiary baseline survey for identification of project beneficiaries	Group work 2: Identification of schemes to build convergence for rehabilitation of children withdrawn from work	Group work 3: Other topics
<ul style="list-style-type: none"> • Identification of survey agencies, areas and sectors • Child labour-list performance • Schedule for parents/families of child labourers • Employer schedule • Community schedule 	<ul style="list-style-type: none"> • Schemes of Rural Development Department • Schemes of Education Department • Women and child development/social welfare • Tribal welfare and Health Department schemes 	<ul style="list-style-type: none"> • Educational interventions for children of age 5-8 and 9-14 • Vocational training for adolescents • Incomes generation activities for families • Child labour monitoring system (CLMS and beneficiary tracking system) • Training requirements


2.3 What makes this practice good?

2.3.1 Enhanced stakeholder ownership and participation

The active engagement of large numbers of stakeholders through project planning and implementation persuaded partners to work on the project objective more effectively. The involvement of stakeholders from the preparatory phase facilitated partners to present their ideas and suggestions on project implementation. In this process, the role of State governments needs special mention as they exhibited great interest and passion in implementing initial activities. The consultative stakeholder workshops not only promoted ownership but also created a social space for new ideas through dialogue and critical thinking. This participatory technique of consultation has proven to be very effective as it catered to the needs of all stakeholders. This created an enabling environment that is effective in generating stakeholder's interest and commitment to implementation of the Convergence Project.

2.3.2 Establishment of the tone for decentralized implementation mechanism of the project

The stakeholder consultations held at the state level marked the core strategy of project implementation, i.e. establishing decentralized implementation



mechanisms at the state level and district levels. The ILO project team acted as a technical support group that directly interacted with state and district levels to facilitate the implementation processes. The engagement of the district and state level stakeholders in the initial consultations helped in clarifying their roles in the convergence model which sped up direct action in the later phases.

2.3.3 Output orientation

The stakeholder consultations had a well-defined agenda and expected outputs. Thus, the objectives of the consultation were very clear to the participants, which in turn helped them remain focused. The group work format of the technical sessions helped in maximizing participation of stakeholders and provided space for their inputs in planning the next steps in the project at the state and district levels.

2.3.4 Standardised of consultation process

The stakeholder consultations followed a standard process, which started with high-level exploratory missions and was followed up with development of state specific action programmes. The consultations were therefore not a ‘one-off’ event but represented a strategic entry point in the planning and implementation processes. The standardisation also made it time efficient, enabling the project team to complete the preparatory stage (exploratory missions until formal project launch) in the five project states within a span of eight months.

2.3.5 Replicable processes

The stakeholder consultation, as a means of introducing the project efficiently at the state and district levels among all key stakeholders, proves to be replicable for other ECL projects based on the convergence model. At the outset, stakeholder consultations assist in identifying all key stakeholders, which invariably includes departments that otherwise do not directly deal with ECL issues. The sequencing of steps in terms of pre and post consultation activities makes it easy to apply in similar ECL projects. The practice of undertaking consultations during the preparatory period has been adopted from the INDUS project (used at the district levels), reiterating its ability to be replicated.

2.4 Necessary conditions for replication

The cooperation and requisite approvals of the Ministry of Labour was very crucial for the success of the practice. To ensure effective follow up of decisions, it is necessary for the preparatory phase to be planned and executed methodically by the project team. The initial ownership of the state level Labour Departments is one of the most critical and necessary conditions, as it helps in accelerating the overall

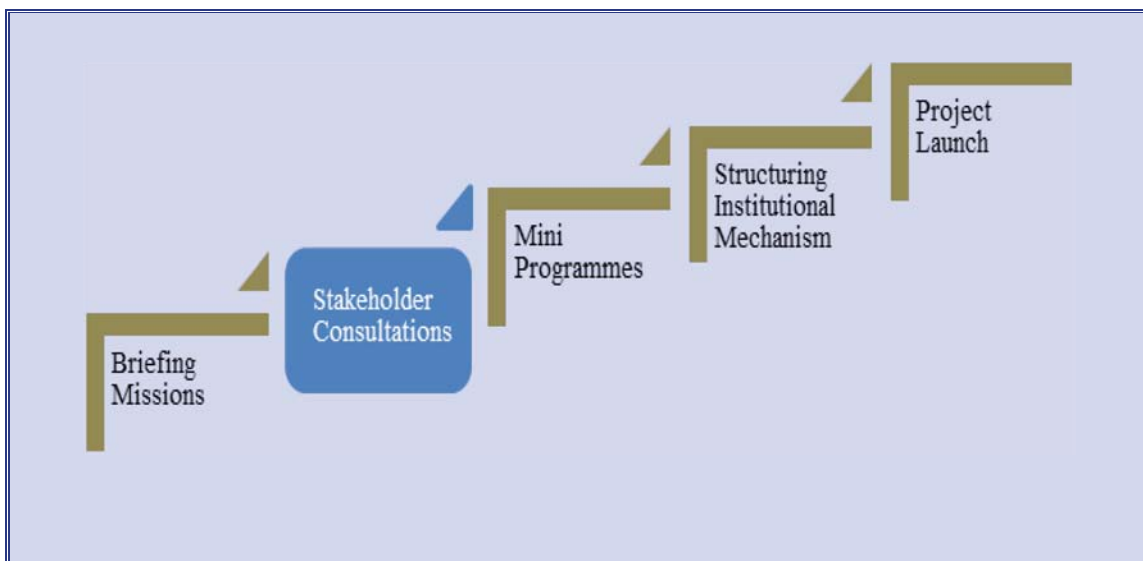
process. The practice is substantially dependent on the involvement of representatives, approaching relevant authorities, content of the discussions and presentations and perceptions transferred.

2.5 How was the practice carried out?

The key to the Convergence project is its strategy of involving all stakeholders in the planning process in order to achieve the larger goal of eliminating child labour from the country. The preparatory sessions involved briefing missions to the project state, stakeholder consultations, mini programmes and a formal project launch workshop. In this process, the project at the national level, took guidance from national level bodies like MoLE through the National Steering Committee (NSC) and Inter Ministerial Project Review Committee (IMR) and helped the states to develop or strengthen effective SAPs. The involvement of district level bodies and local NGOs in the workshops further enhanced the holistic approach of the Convergence Project. These consultations ensured active participation of different stakeholders which successfully instilled a sense of ownership and commitment.

In essence, the state level stakeholder consultations formed a critical step towards generating buy-in of the concept of 'convergence for ECL' by bringing together stakeholders and outlining the potential contribution each of them could play in reaching the larger goals of ECL. The overall preparatory steps are illustrated in Figure 4.

Figure 4. Preparatory steps taken in Good Practice 2





3

INSTITUTIONAL FRAMEWORK FOR OPERATIONALIZATION AND SUSTAINABILITY OF THE CONVERGENCE MODEL

Institutional structures at the national, state and district levels bring together key stakeholders on a single forum which acts as an interface between different departments and ministries to operationalize the Convergence Model. It also helps in creating synergy, momentum and integration of efforts at all levels, especially at the state and district. The State Resource Center (SRC) formed at the state level is a key player in facilitating this process.

3.1 When did the practice start and end?

The structure at the national level was formed in the initial stages wherein an Inter Ministerial Project Review Committee (IMR) was constituted in April 2010 and its first meeting was held in May 2010 under the Chairpersonship of the Joint Secretary (Child Labour), MoLE.²

3.2 Brief description of the practice

Institutional structures at each level comprise of special committees with membership of all tripartite constituents and CSOs. In India, the NCL lays down the provisions for setting up societies at district level, Project Steering Committees/School Management Committees (SMCs) at state level and the National Steering Committee at the national level to implement the world's largest programme of its kind for elimination of child labour.

Considering that labour is a concurrent subject in India, the five-targeted states were at different stages in terms of institutional structures related to child labour. In Jharkhand, there was no state level institutional framework present, which can be explained by the fact that Jharkhand is a new state. In Gujarat, there has been a SMC since 2006 and the state had developed a SAP. Bihar takes the credit of forming the country's first State level Child Labour Commission and had also formulated a SAP. In Madhya Pradesh (MP), a State Project Steering Committee

² The project was formally approved in September 2009.

(SPSC) was formed in 2004 during the INDUS project. The State had also had its SRC registered as a society. Odisha had drafted a SAP before the start of the project.

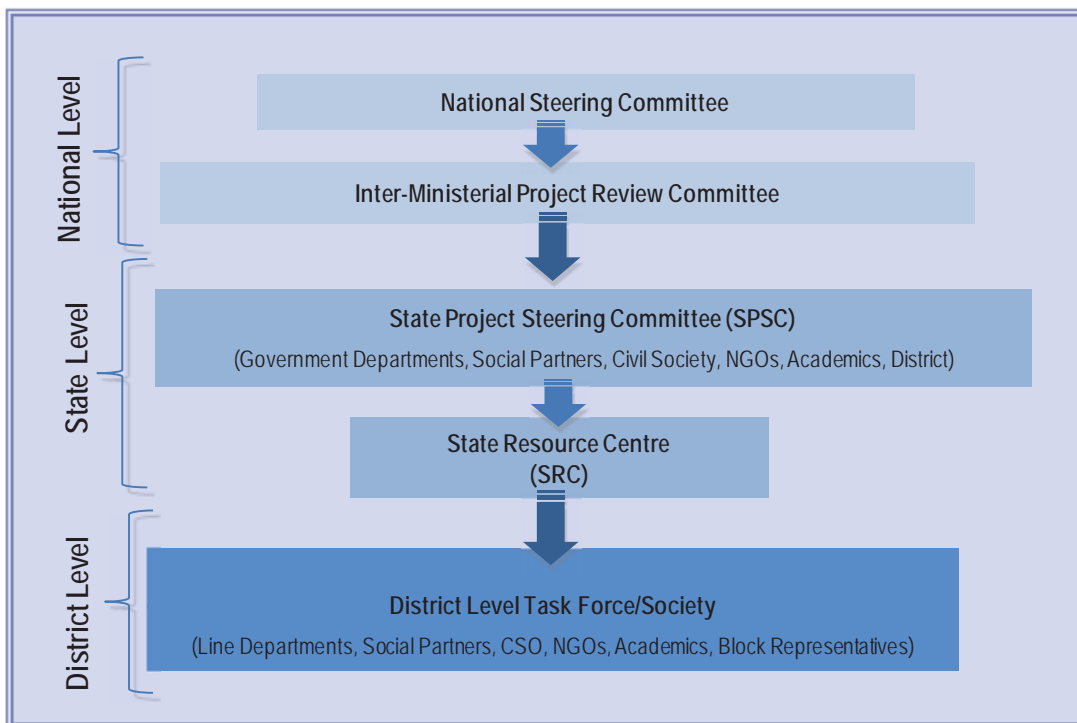
At the district level, the NCLP was operational with NCLP Societies or Task Forces in place under the Chairpersonship of the District Collector/ District Magistrate. In addition to creating structures for specific purposes, the Convergence Project also built upon the already existing institutional framework as mentioned above.

3.2.1 Purpose

The purpose of creating an institutional framework in the Convergence Project was to create both vertical and horizontal coordination mechanisms to bring synergy between different levels, as well as create focus of all the players on the ECL agenda by ensuring convergence of resources.

3.2.2 Elements of institutional framework

Figure 5. Institutional framework under convergence project



At the national level, the Project leveraged the already existing National Steering Committee (NSC) and formed an Inter Ministerial Project Review Committee (IMR) specifically for this project. The IMR had members from different relevant departments and Ministries of the Central Government like Rural Development, Women and Child Development, Directorate General of Employment and Training (DGET), among others. The Joint Secretary (Child Labour), MoLE was the chairperson of the IMR.

At the State level, the project created State Project Steering Committees (SPSC) which linked NSC and the District Child Labour Societies. The new SPSCs were created in all states except Gujarat and MP where the existing relevant structures, i.e., SMC and SPSC respectively were utilised for project purposes. The SPSC was headed by the Development Commissioner/ Principal Secretary of Labour and was generally convened by the Labour Commissioner. The SPSC's role was advisory, coordination and leadership. It monitored and reviewed project implementation in the State and also facilitated the convergence and coordination required for project purposes. The project created SRCs to function as the Secretariat of SPSC. The SRC provided technical support and coordinated Convergence-related initiatives with all implementing partners and stakeholders. At the district level, the project created District Level Task Forces (DLTF) and activated District NCLP Societies involving all the key stakeholders. The district level body headed by the District Collector was mainly responsible for direct action with regard to educational services, vocational training services and linking families with government schemes.

Institutional structures at different levels and their nature of practice is mentioned briefly below.

Table 2. Institutional structures and nature of practice

Institutional structures and nature of practice	
National Level	
National Steering Committee (NSC)	
<ul style="list-style-type: none"> • Tripartite committee, constituted following the MoU with ILO/IPEC. • Its purpose is to provide policy advice and guidance for project implementation. 	
Inter-Ministerial Project Review Committee (IMR)	
<ul style="list-style-type: none"> • Headed by JS (CL) and MoLE, IMR was set up to periodically review and monitor the progress of the Convergence Project and ensure effective coordination among the relevant government departments. 	
State Level	
State Project Steering Committee (SPSC)	
<ul style="list-style-type: none"> • Tripartite committee under Chairmanship of Principal Secretary (Labour)/Development Commissioner, with representation from all line departments and important stakeholders; convened by the Labour Commissioner. 	

Institutional structures and nature of practice

- Providing leadership at the state level to facilitate coordination mechanisms.
- Oversee project implementation through monitoring and review.

State Resource Centre (SRC)

- Technical support to strengthen structures and ensure coordination between stakeholders including social partners.
- Monitoring of project activities and ensuring timely delivery of project outputs.
- Capacity building of the concerned officials to strengthen child labour enforcement system.
- Development/Strengthening of State Action Plans (SAP) and District Level Plans for ECL.

District Level

District Level Task Force (DLTF)


- Chaired by the District Collector and comprised of tripartite members and CSOs.
- Oversees coordination, implementation and monitoring of District Level Plans and project activities at district level.

3.2.3 Role of SRC in the convergence model

As already mentioned, the project created SRCs in each of the project states which comprised of a team of four professionals to provide technical and secretarial support to the Labour Commissioner. The Labour Commissioner, heading the SRC, took up the overall responsibility of strengthening institutional mechanisms for ECL at the state and district levels. SRCs undertook a significant number of capacity building activities of government officials, social partners, Panchayati Raj Institution (PRI) members, judiciary representatives as well as other stakeholders. The SRC developed training modules and conducted training programmes and workshops to achieve capacity building. The SRC also networked with other organisations with similar mandates such as UNICEF and others to propagate the holistic approach to ECL within the convergence model. The SRC became the central point for information related to child labour in the state. In Jharkhand and Odisha, the SRC helped the Labour Department in formulating a SAP. At the district level, the project implementation team with support from the SRC helped in formulating district action plans.

3.3 What makes this practice good?

As conceptualised and planned, the institutional framework was set up by the project in all of the five states at the state and district levels. As mentioned above, in some cases, the already existing structures were put to use to avoid duplication. The SRC at the state level, and project implementation team at the district level, played a key role in providing support to these institutional structures



to carry out their responsibilities. The important achievements of the institutional framework are detailed below.


3.3.1 Established ECL as a priority issue of all stakeholders and created momentum

The multi-stakeholder membership of the institutions at all levels ensured a common understanding and shared concerns that ECL needs special focus and attention. At the state and district levels, the participation of departments other than the Labour Department in ECL discussions enabled their understanding on the issue and facilitated the convergence mechanisms. Since social partners and civil society are also part of institutional frameworks, their inputs helped in creating momentum to prioritize the ECL agenda. Most significantly, the project created buy-in amongst all stakeholders to adopt the comprehensive approach to eliminate child labour, which includes rehabilitative as well as rescue mechanisms with a family centric approach.

3.3.2 Led to key strategic decisions to operationalize the convergence model

The institutions functioned through periodic meetings in which strategic decisions at the highest levels were made. These decisions helped significantly in furthering the convergence model. At the national level, the IMR meeting held in May 2010 resulted in issuing directives to the project directors in charge of SSA in all the five project states to provide support and create programmatic linkages with the Convergence Project.

At the State level, through SPSC meetings and also through the regular review meetings held by the Labour Commissioner, various inter departmental linkages were established. Significantly, in most of the states, a close relationship was established with the Education Department, Women and Child Department, Rural Development Department, Urban Development Department as well with the different wings of the Labour Department. In some of the states like Odisha, the Labour Department shared child labour data that was being mainstreamed by NCLP schools with the Education Department, which in turn helped in effective monitoring. Odisha also created a Child Labour Cell in accordance with implementation of the Child Labour (Prohibition and Regulation) Act, 1986 in September 2011, which is currently being supported by the SRC. In Jharkhand, the Labour Commissioner issued directives to implement DBMR in other NCLP districts to monitor and track child labour. The Labour Commissioner issued directives to all districts (beyond the project districts) for constituting *Dhawa Dals* (Raid Teams) and to provide the status of child labour rehabilitation cum welfare fund. In Bihar, it led to the formation of state and district level task forces along with *Dhawa Dals* at the district levels. The District Collectors of all the districts were issued a directive by the State government to



regularly review and monitor the activities related to child labour. In Gujarat, the SRC expanded its work of ECL into the cotton fields in three of the non-project districts. Gujarat also formed a special committee to look into the child prone industries or sectors such as roadside eateries, hotels, fabric manufacturing, etc. Similarly in MP, the entire NCLP project in all the targeted districts was closely reviewed.

At the district level, the District Collector, who is chairperson of the DLTF as well as overall administrative head of the district, took several strategic decisions in all of the targeted districts to actively engage in convergence model processes.

3.3.3 Smoothened operational mechanisms for delivery of the convergence processes

The strategic creation of institutional structures in a tripartite manner at each level facilitated accountability (at all levels and all stakeholders/partners) towards meeting the project objectives and also ensured coordination and efficient execution. At the state level, most of the relevant departments appointed Nodal Officers, which led to information sharing and updates regarding the activities with the Labour Commissioner's Office or the SRC, enabling the SRCs to function as hubs of ECL activities for all practical purposes in the states.

The project enabled a large number of inter-departmental consultations that clarified the processes and requirements (especially with regards to eligibility criteria and documentation) so that families of child labourers could access different government schemes.

3.3.4 Sensitized and developed the capacities of key stakeholders

For the stakeholders and partners to play an active role in the convergence model, sensitization and capacity building is essential. The SRC, being central to project implementation, played a vital role and demonstrated that sensitization and capacity building can strengthen child labour enforcement and the rehabilitation system.

The SRCs conducted a significant number of sensitization and training programmes. With support from VV Giri National Labour Institute (VVGNI) in the development of training manuals and reference guidelines, SRCs provided sensitization and training to Labour Department officials (handling rescue, withdrawal and rehabilitation), transport authorities (prevention of unsafe migration and trafficking, interception of traffickers, link with counselling and legal services, etc.) and to other concerned officials to bring focus and galvanise the overall coordination for effective project implementation. The sensitized officials of other departments also offered all of their cooperation.

3.3.5 Sustainable changes in the overall attitude of state and institutional systems

The Labour Department along with other departments at all levels realized that institutional frameworks and professional support are required to ensure convergence for ECL and some of the states have already started taking necessary steps to ensure sustainability of the institutional framework.

A large number of officers from the Labour Department and other departments have been sensitized on the convergence model. Having appreciated the concept, they have expressed a desire to replicate it in their next assignments or new districts when they are transferred. For example, in Odisha, one of the district level project directors who had been transferred to a different district just before project closure has already expressed his desire to replicate the convergence model and has made submissions to the State in this regard. Similarly, there were other officials who have expressed willingness to replicate the convergence model given suitable opportunity.

Most significantly, several states started taking measures before the project's closure to sustain the institutional infrastructure created by the project. In Gujarat, the state level Child Monitoring Cell has taken over the Convergence Project and has proposed to allocate annual budgets for the SRC. Similarly in Jharkhand, the SRC is being visualized as the Secretariat of State Level Labour Welfare Society or Jharkhand Building and Other Construction Workers Welfare Board to continue as a technical support agency in the State. In Odisha, the SRC is already providing its services to other districts of the State and plans are underway to establish the SRC within the Labour department as mentioned in the SAP. In MP, the SRC is already established as a society.

3.4 Necessary conditions for replication

India is governed by a federal structure of governance and different states, as well as by ministries/departments who govern as per their specific mandate. To successfully establish and institutionalise coordination and convergence structures, it is imperative to have the strategy and approach endorsed by the key project partners at all levels, especially by the highest authorities at the national, State and district levels.

Further, a mechanism to provide hand-holding support in the initial phases and a commitment to allocate resources ensures its efficient functioning and sustainability. Finally, the essence to convergence lies in creating synergy amongst the structures, which requires continuous coordination, capacity building of the respective personnel/ departments and routine monitoring of progress.



3.5 How was the practice carried out?

The Convergence Project team directly worked at national, State as well as district levels to establish institutional structures with support from the partners' implementation teams. The project team executed mini programmes to initiate the setting up of institutional mechanisms. The mini programmes clearly outlined specific activities and provided direction to the districts and States.

Later, the project initiated action programmes at the state and district levels which led to formation of SRCs and also strengthened the NCLP/DLTFs at the district level. The role of the Labour Commissioner/Principal Secretary (Labour) was extremely critical as they were primary implementation partners who proposed and approved government orders and liaised with the government departments and agencies to develop and operationalize the institutional structures. The ILO project team provided technical support throughout the process.

4 DIRECT BENEFICIARY MONITORING AND REPORTING (DBMR)

Direct beneficiary refers to children who were provided with goods and services directly under the ILO Action Plan. The DBMR system ensured compliance with the guidelines on monitoring and reporting on direct beneficiaries assisted by IPEC projects and monitored enrolled children to ensure that they are as defined in the target group for the Action Programme. This system also monitored their education and work status information, their progress, and finally demonstrated how their situation evolved after being removed from child labour.

4.1 When did the practice start and end?

The practice was initiated when the groundwork of the Convergence Project was started in 2010 and ended in March 2013.


4.2 Brief description of the practice

Many IPEC projects have DBMR (Direct Beneficiary Monitoring and Reporting) systems, which are designed and adapted to local conditions as well as project strategies and the main target groups. These are fairly sophisticated systems with opportunities for tracking all individual beneficiaries.

In order to facilitate smooth and effective monitoring and reporting of the implementing partners, DBMR was developed under the Convergence Project to capture the educational and work status information of 19,000 rehabilitated children withdrawn and prevented from child labour by enrolling them in pre-schools/*aanganwadis*, Government/SSA schools and NCPL special schools/ bridge schools.

The objectives of the DBMR are as follows:

- to ensure that the Action Programme staff has a complete understanding of the requirements of the reported children (withdrawn or prevented from child labour);

- 
- to provide justification that the child is either withdrawn or prevented from child labour;
 - to improve the quality of reporting in order to increase the viability of the programmes, such that they can be comparable across action plans;
 - to establish a standard for other agencies like NCLP, that can use DBMR as a reference tool for information collection and reporting;
 - to scrutinize the services provided by the project and check if it is meeting the desired target.

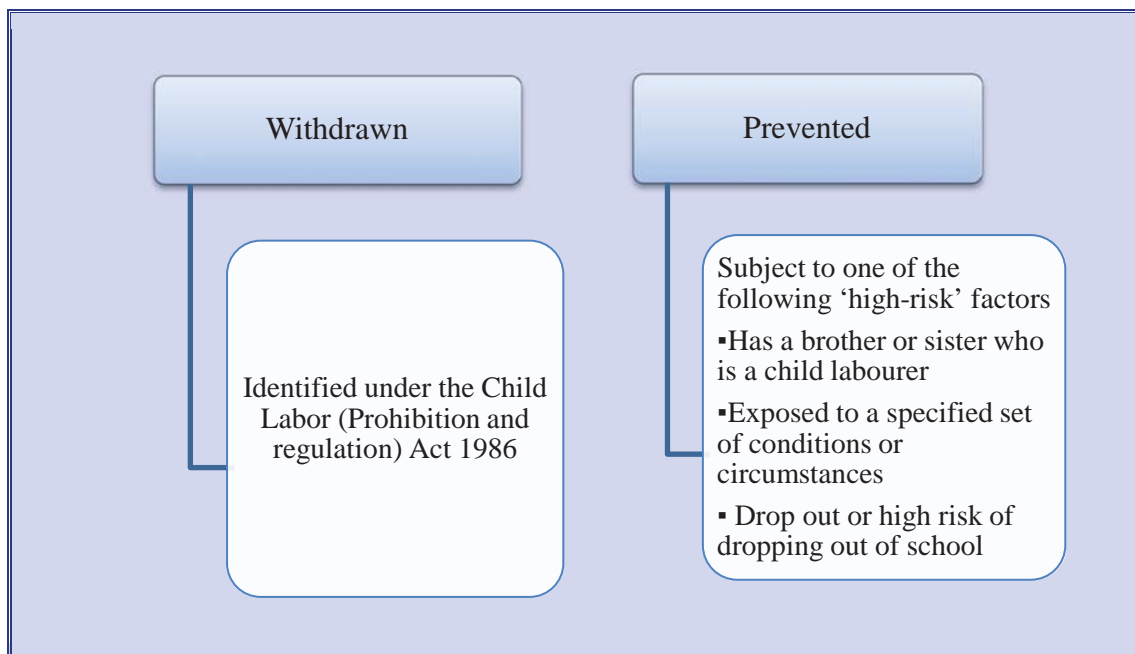
The nature of the DBMR practice involved 3 steps:

- identification of direct beneficiaries;
- monitoring of direct beneficiaries;
- reporting beneficiaries;

4.2.1 Step 1: identification

In order to monitor and report, the first step included identification, for which the project undertook a detailed process involving tool development, a baseline survey, a re-survey by the district authorities and final verification. The listed children were categorised as withdrawn and prevented.

Figure 6. Model for children withdrawn or prevented



Once the direct beneficiaries were identified, they were further categorized by their age groups into three categories and were accordingly provided educational services.

Table 3. Age groups and corresponding interventions

Age group	Interventions
0-6 years	<ul style="list-style-type: none"> • Enrollment at pre-schools/<i>aanganwadi</i> centers
6-8 years	<ul style="list-style-type: none"> • Enrollment in formal schools • Setting up of ERC (Educational Resource Centers)
9-14 years	<ul style="list-style-type: none"> • Enrollment in special/ formal schools • Mainstreaming them to 'Lead' schools • Setting up of ERC

4.2.2 Step 2: monitoring

Three tools were used in order to monitor the identified direct beneficiaries:

- the child beneficiary profile form set the minimum requirements for data collection of the NCLP society and beneficiary information was collected at intake into the Action Programme;
- child beneficiary monitoring forms to monitor the progress of the educational activity through quarterly reports provided information on the children's progress;
- the NCLP Society Data Verification Form was used to record the verification activities undertaken by the NCLP team. Data verification was also part of the monitoring process which was undertaken every quarter;
- at the ground level, monitoring was conducted through a peer monitoring method where NCLP teachers divided the children's neighbourhood into sectors consisting of four to five students each. Each unit was given the responsibility by the teacher to monitor that each member of the unit attended school instead of engaging in work, either at home or elsewhere. In case of prolonged absences, there were home visits and further sensitization activities in case the child was found to engage in child labour;
- in order to improve the verification process, registers were maintained at schools for the DBMR team to keep a track of their activities.


4.2.3 Step 3: reporting

Quarterly findings of monitoring were reported confidentially to the ILO through the NCLP society DBMR aggregate report, along with the child beneficiary aggregate list.

4.3 What makes this practice good?

4.3.1 Peer monitoring of education and work status

The purpose of the practice was to take advantage of sensitization of the community and its children on education and child labour monitoring by engaging the people most acquainted with the issue at hand – the project direct beneficiary children. Peer monitoring constitutes permanent, on the ground monitoring of child labour and education as opposed to ad hoc, “outside” monitoring. The NCLP head



teachers and teachers indicated that one of the main factors for the NCLP classroom attendance rates to hover at 85-95% was due to this activity.

4.3.2 A “waves” approach to monitoring

The project, with its partners, had built several layers of activities to monitor direct beneficiaries and their households in the communities with the rationale that if the first type of monitoring activity did not produce results, the second type would be applied and so on, until all targeted household were effectively engaged.


The purpose of the practice was to ensure that when an effort to monitor a direct child beneficiary at a “first level” and escort them to, or back to, education from child labour fails to accomplish the desired outcome, a “second level” of monitoring comes into play.

This approach combines the activities of peer monitoring and monitoring by teachers, who engage in a procession or “waves” of visits to the affected beneficiary. First, the peers of the beneficiary attempt to convince the child and parents to withdraw from child labour and attend school fully. If this fails to produce an outcome, then the teacher of the child and the child’s peers sensitize the parents and child on education and child labour. If this second wave does not have an impact, then the head teacher visits the household with the Community Child Labour Monitoring Committee, School Management/Village or Ward Education Committee or other, similar committee to apply further social pressure on the household to have the child attend school. If this fails, the last resort is to engage the area education officer. Where the approach has been applied as described, only 1-2% of children have remained out of school.

4.4 Necessary conditions for replication

In order to replicate DBMR, the following provisions are required:

- donor and ILO regulations on project modalities must allow for contracting governmental or semi-governmental organizations for direct action;
- good rapport between the community and the implementing agency, in this case the NCLP Society;
- commitment and willingness of all stakeholders;
- a legal framework that does not restrict implementation of this monitoring system;

- 
- sensitization of stakeholders on the relationship between child labour and education, i.e., how child labour impacts access to education, the long term consequences for children of school going age involved in child labour instead of attending school;
 - all levels or waves need to be instructed on how to conduct monitoring;
 - common understanding amongst different stakeholders about the intention and process of the DBMR.

4.5 How was the practice carried out?

The DBMR involved monitoring enrolment of children withdrawn from hazardous work, type and level of education provided, attendance/retention, and ensuring completion of education. In case of drop outs, the designated officials of the NCLP recorded the reason for dropping out. All of these records were periodically checked by the field supervisor and project director. This database was subject to verification by the senior officials of project district, authorized officials of State/Central Government and the ILO.

5

QUALITY LEARNING THROUGH LIFE SKILLS TRAINING, WORK EDUCATION AND EDUCATIONAL RESOURCE CENTRES

Under the Convergence Project, the targeted children were provided with a quality-learning environment through life skills training, work education and Educational Resource Centres. These measures were aimed at improving retention and equipping children with knowledge and skills that would facilitate their mainstreaming into education. This good practice examines the success of these initiatives and explores the necessary conditions to replicate them in similar contexts.

5.1 When did the practice start and end?

The practice was initiated in October 2010 as part of the Education Action Programmes and ended in May 2013.

5.2 Brief description of the practice

Child labour in India remains one of the key development concerns and the trend is more evident for socially and economically disadvantaged groups. To realize the goal of elimination of child labour, national and state governments have devised and undertaken significant efforts. Some of the key programmes/schemes are mentioned in the following table.

Table 4. Key programmes/schemes used in Good Practice 5

Key programmes/schemes used in Good Practice 5

Right to Free and Compulsory Education Act (RTE), enacted in 2009, the act provides children 6-14 years of age the legal entitlement to free and compulsory education. The government of India has harmonized the implementation strategy of RTE under the umbrella of *Sarva Siksha Abhiyan (SSA)* Programme.

Sarva Siksha Abhiyan (SSA), a flagship programme to universalize elementary education. It aims to provide quality education while ensuring access and retention. Special considerations have been made under SSA for inclusion of girls and disadvantaged segments of the community.

Key programmes/schemes used in Good Practice 5

Integrated Child Development Scheme (ICDS) aims to provide preschool education for children 3-6 years of age while taking care of their nutritional and other basic health care needs. It contributes to the standardization of primary education through provision of basic preparation for primary schooling. ICDS provides missed opportunities, especially to the girl child to pursue education by offering care of younger siblings.

Mid-Day Meal (MDM) scheme ensures provision of nutritious cooked food to every child in Government Aided Primary and Upper Primary Schools. The underlying purpose is to encourage children from disadvantaged segments to regularly attend school and help them overcome social discrimination in the classroom.

National Child Labour Project (NCLP), launched in 1988 seeks to identify, withdraw and rehabilitate child labourers (5-14 years of age) through 'special schools' by providing non-formal/ formal education, a mid-day meal, health check and stipend along with pre-vocation skills training. Another key feature of the scheme lies in linking child labourers and their families to the benefits under different welfare and developmental schemes.

While these represent commendable efforts, there are many challenges in retaining the mainstreamed children or former child labourers in the schools. In the absence of a holistic strategy, the children often drop out and go back to work. Some of these challenges are related to delivery of the services, capacities of the service providers and design of the programmes and schemes. The Convergence Project visualized building the capacities of the existing institutions and infrastructure with the central idea to positively impact the rehabilitated children's retention in the transition (NCLP) or the mainstream schools by providing meaningful and joyful education.

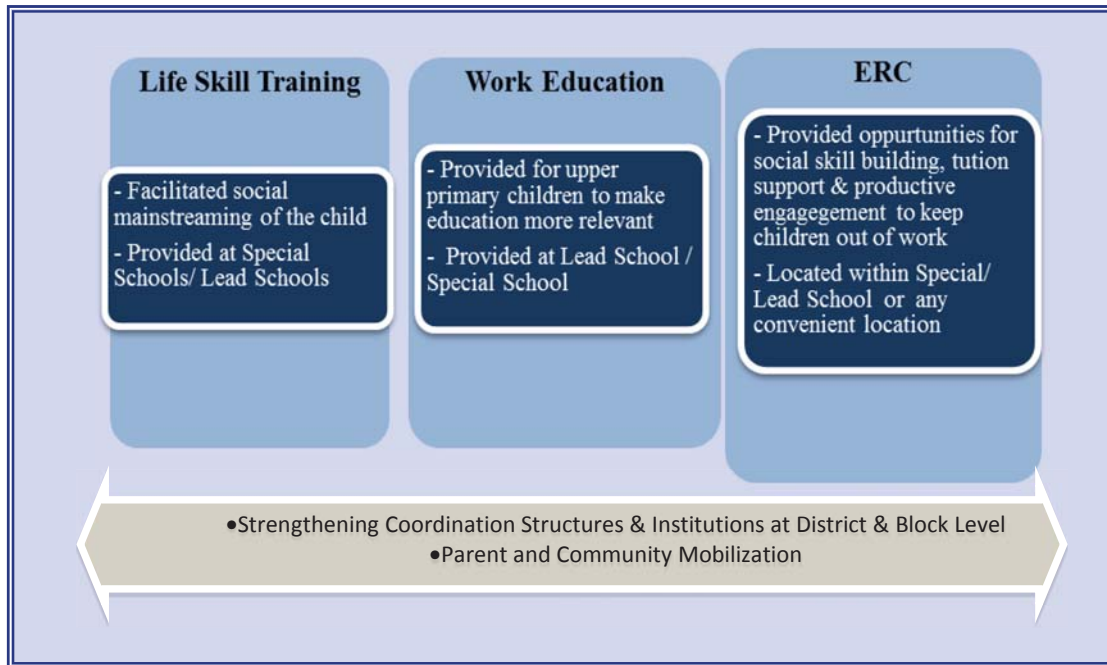
5.2.1 Purpose

The special educational initiatives under the Convergence Project intended to create provisions for viable and meaningful alternatives through schooling to prevent child labour and withdraw and rehabilitate child labourers. It aimed to create access to, and deliver, quality education along with skill development as a holistic means towards rehabilitation of the working children.

5.2.2 Nature of the practice

Mainstreaming of stakeholder efforts is vital to rehabilitation of child labourers. Mere provision of educational opportunities is inadequate to address the issue, as it lacks the element of productive engagement, development of social skills and skills for enhancing employability options for the children. The Convergence Project, under its educational initiatives, therefore focused on improving the educational environment by providing appropriate pre-vocational/work education, life skill education and addressing special needs through Educational Resource Centres (ERC).

Figure 7. Components and collaboration of Good Practice 5




Under the guidance of SPSC and the Labour Commissioner, the capacity of district level (NCLP/ DLTF) institutions was strengthened. NCLP Schools (i.e., special schools) and SSA/NPEGEL/KGBV Schools (i.e., lead schools) were identified and supported to provide quality educational services to the prevented and withdrawn child labourers.

To address the perception of the parents and community members, sensitization and mobilization activities were undertaken. Parent Teacher Associations (PTAs) were formed and community members were mobilized and encouraged to participate in the functioning of the special schools.

As a special initiative, the project introduced life skill training, work education and ERC while providing the educational services to the prevented or withdrawn child labourers.

Education Resource Centres (ERC)

ERCs were set up as evening schools either as an extension of Special/ Lead Schools or at other locations identified by the project director in coordination with the SSA officials and Block Level Committees. The centre was run by a volunteer and offered unique opportunities to the withdrawn and prevented children to build their social skills, receive tuition support and more importantly, keep children away from work after school hours. It also offered recreational activities such as audio-visual



aids (projector/television for films on social issues were screened to generate awareness), games, toys, newspapers, musical instruments, educational books and story books in regional languages. ERCs also provided the opportunity for the community to come together on designated days and discuss various social issues.

Work education

Work education refers to the pre-vocational training provided to the targeted children in the age group of 12-14 years on common trades or skills to aid in the school-to-work transition. The trainings were conducted for computer applications, stitching, mobile repairing, and others, and all trainings were conducted in a modulated manner. The children were divided into two broad categories: (a) those whose families were linked to traditional/ intergenerational skills, and (b) those who were earning a wage. However, children who showed willingness for a specific category were able to choose for themselves. The trainings were delivered in the schools by technical agencies and in some cases, very reputable technical agencies such as NIIT. The training programme was spread over three months and the module covered 60 hours of training in total.

Life skills training

To facilitate mainstreaming and to develop the compatibility for children withdrawn from child labour, the project conducted life skills trainings. The project followed the strategy of “Train the Trainer,” wherein the teachers of the targeted schools were trained by a leading national level training institution on life skills and then further imparted training to the students.

5.3 What makes this practice good?

5.3.1 Improved retention of children in schools

Retention was one of the major impacts of the ERCs, as they played a major role in attracting children to the school and then limiting the chances of them going back to work. The gainful engagement in the evening helped in developing social skills and supported supplementary learning through joyful means. This approach also supported the children in building their confidence, enhancing learning and bridging the gap with other students at formal schools. The work education helped the adolescents in understanding the importance of formal education, which further inspired them to continue their education.

5.3.2 Increased employability and exposure to formal methods of training

Pre-vocational programmes/ work education added to the effort of rehabilitating the child labourers. Skills training based on existing familiarity and market demand helped in building appropriate employable capacities. The project engaged reputed training institutions which further enhanced the chances of employability of the children. Most importantly, it exposed children to modern and formal methods of training.

5.3.3 Sustainable attitudinal changes

a) Prevention through community sensitization

Community mobilization and sensitization along with parent's involvement through PTAs facilitated in changing their perception towards the value of education. This in the future will assist in the prevention efforts to keep children in the community out of work before the right age.

b) Peer learning among teachers in work education

As a long term indirect impact, the school teachers who were engaged with work education and life skill education will continue to build skills for the students in future.

c) Change in attitude

A major outcome of these special initiatives was that the entire education community, including teachers, started believing that child labourers can continue their studies, which was previously considered to be a major challenge area. The fact that school retention improved significantly created models at the local level amongst the community as well as the schools.

5.4 Necessary conditions for replication

5.4.1 Identification and listing of the child labourers by age

The identification of child labourers formed the basis of the entire process. This assisted in gauging the scope and extent of work to be done under the initiative. It also aided in the selection, enrolment and subsequent monitoring and tracking of the children.

5.4.2 Presence of programmes and schemes (e.g. NCLP, SSA)

One of the foremost conditions for this good practice was the presence of programmes and schemes like NCLP and SSA, who at the ground level, provided the capacity and facility towards the development of ERCs and education programmes on life skills and vocational skills.

5.4.3 Presence of institutional structure at the state and district levels

Institutional structures provided the mechanism to hold, guide and monitor the initiative. Such initiatives require collaboration and coordination amongst various departments at the state and district levels. SPSC played a major role in creating an appropriate environment at the state level through sensitization meetings and workshops, which in turn, percolated down to the district level and mobilized the operational aspect. At the district level, the NCLP Society and DLTF played the role of lead agency in identification of child labourers and identification of Special/Lead Schools at the block level. Also, a district level implementation team (NCLP/DLTF) implemented the entire initiative at the block level.

5.4.5 Presence of technical agencies

The presence of technical agencies for training and capacity building was imperative to the initiative. They supported in developing the content and imparting “Train the Trainer” programmes for staff, teachers and students.

5.4.6 Consultations and sensitization

Lastly, strategic and rigorous consultations and sensitization were required at the state and district levels to bring ECL on the stakeholders’ agenda. This initiates the process of convergence and mobilized stakeholders to contribute to the initiative.

5.5 How was the practice carried out?

To carry out the practice, the following steps are necessary.

Strengthening coordination structures and institutions at the district and block level

Consultations and meetings were organised by the project to set mechanisms for participation and coordination of all stakeholders. Guidelines were developed for implementation and monitoring of activities at the district level and at the block level to develop and deploy strong and functional structures of the institutions.



Identification and listing of child labourers

A baseline survey was conducted with the assistance of an external agency for the first level identification and listing of the child labourers in the project district. With support from the Labour Department, a re-check survey was conducted to finalize the list.

Identification of special schools and lead schools

District Education Officers (DEOs) with support from NCLP and SAA officials identified a pre-determined number of NCLP and SSA schools to be designated as Special and Lead Schools.

Identification of location and development of ERCs

The project implementation team in coordination with SSA officials and block level committees identified a pre-agreed number of special/lead schools where ERCs could be developed. Where special schools/lead schools were not available, the committee at the block level recommended a location on the basis of suggestions received from the community and representative of the Municipality/Panchayati Raj Institution (PRI). A volunteer was then engaged to run the centre. The project provided Audio Visual Aids (AVA), books and other items to set-up the ERCs.

Parent and community participation

Community members were mobilized through community level activities to encourage participation in the running of the schools. Also, sensitization and mobilization of parents of the child labourers was conducted to establish PTAs. The parents were encouraged to periodically visit the school to discuss the progress of their child.



6 VOCATIONAL TRAINING TO ENHANCE ECONOMIC OPPORTUNITIES FOR ADOLESCENTS, WITH A FOCUS ON THE GIRL CHILD

The Convergence Project included vocational skills training for adolescents with a view to develop a system through which they could transition from NCLP schools/bridge schools. The project also established formal vocation training for adolescent siblings of child labourers and other families vulnerable to child labour to provide a means of income enhancement. The project converged with the Ministry of Labour and Employment's flagship scheme- The Skill Development Initiative, Modular Employable Skills (SDI-MES). Under the Action Programme, special attention was given to introduce a gender sensitive approach to ensure inclusion of girls. This good practice explores innovative strategies adopted by the Industrial Training Institute (ITI) in Surat, Gujarat to reach out to girls and to provide vocational skills training within familiar surroundings.


6.1 When did the practice start and end?

The practice was initiated in 2012 and ended in May 2013.

6.2 Brief description of the practice

In India, there are several vocational training opportunities promoted by both private as well as government agencies; however, very few can be accessed by people with low educational attainment. Educational entry requirements coupled with long duration of courses are said to deter people to attend these training programmes. Given this scenario, the GoI launched the Skill Development Initiative (SDI). The Modular Employable Skills (MES) training programme implemented by the Ministry of Labour and Employment/Directorate General Employment and Training (DGET) under SDIS attempts to cater to skill development needs of the people, including adolescents, by providing formal demand-driven short-term modulated training courses.

Under the Convergence Project, the Vocational Training Action Programme for adolescents was one of the two main inter-related interventions, the other being the Education Action Programme (targeted at children below 14 years of age). The vocational training component arises from the use of the flagship scheme of the



DGET, MoLE's Skill Development Initiative – Modular Employable Skills (SDI-MES). The basic idea was to develop a system through which adolescents from NCLP schools/bridge school (14-17 years), their adolescent siblings, and other adolescents from families vulnerable to child labour are able to access vocational training. This was viewed as a means for enhancing the income earning abilities of these adolescents, and therefore giving them means to come out of poverty and reduce their vulnerability to be engaged in child labour.

As one of the programme strategies, a gender sensitive approach was adopted to ensure better coverage and involvement of girls. Efforts made towards this direction were:

- maintaining gender balance by linking an equal number of boys and girls to training;
- providing girls with exposure to formal training programmes who otherwise could not attain it due to family or societal restrictions on mobility, and;
- ensuring that girls were given an opportunity to choose courses that were not based on gender stereotypes.

Out of 10 project districts, ITI in Surat adopted an alternate strategy to provide vocational training services to girls. The target beneficiaries were girls from migrant or minority communities with limited freedom to venture out due to family and societal restrictions. Furthermore, in Ranchi, Jharkhand girls were engaged and provided training on courses which are usually dominated by boys, thereby setting successful examples of breaking gender stereotypes.

6.2.1 Purpose

The practice was undertaken with the following objectives:

- to establish an effective convergence model for the vocational/skills training of the adolescents so that they can attain gainful employment;
- to build capacities of the training providers and trainers in imparting skills training to adolescents;
- to provide training to adolescents (14-17 years) in employable skills under the SDI-MES scheme for productive employment and to provide them with pre and post placement assistance, and;

- to provide formal vocational skills to girls to break gender stereotypes.

6.2.2 Nature of the practice

The nature of the programme is illustrated below.

Table 5. Vocational skills training components

Vocational skill training
<p><u>Activities performed:</u></p> <ul style="list-style-type: none"> • Identification of the beneficiaries- First preference was given to children of the age group of 14-17 years who had finished bridge school education in NCLP schools. In the case that the numbers were not sufficient, the adolescents from families of the children who were direct beneficiaries in the Education Action Programme were included. If the target was still not achieved, the district team identified adolescents belonging to vulnerable families or adolescents engaged in hazardous work. • Skill mapping- This entailed mapping of employable courses in the particular district. The training courses were selected by taking into consideration this skill mapping and the profile and interest of the target group. • Identification of training providers- MoLE and DGET partnered together to identify the skills courses and training providers. • Linking adolescents to skills training under SDI- The identified adolescents were linked to the identified training providers for skills training. Innovative measures were undertaken for imparting vocational skills to the girls within the vicinity of their homes. For instance, in Surat, the extension method was used for reaching out to adolescent girls. This included recruiting master trainers from within the community to provide certified formal training to girls, who otherwise could not go to vocational training institutes due to mobility restrictions.
<p><u>Training Providers</u></p> <ul style="list-style-type: none"> • Government ITI/ Industrial Training Centres (ITCs) and other private providers registered as training providers under SDI scheme.
<p><u>Courses offered</u></p> <ul style="list-style-type: none"> • Basic computer technology, automobile servicing, fabrication, electrical services, electronic services, hand embroidery, etc.
<p><u>Course duration</u></p> <ul style="list-style-type: none"> • The course duration varied as per the type of course. Generally the modules lasted 120 – 400 hours and were spread over 3 to 6 months.
<p><u>Institutional mechanism under the Convergence model</u></p> <ul style="list-style-type: none"> • Setting up of a District Skills Development Committee (as mandated by the scheme) chaired by a District Collector. The local level employer organizations and worker organizations were part of this Committee along with other relevant government departments, ITIs, vocational training providers and CSOs.

6.3 What makes this practice good?

6.3.1 Access to formal skill upgrading and training

The project facilitated the implementation of quality vocational skills training to disadvantaged individuals. The modular approach offered courses that were demand driven and flexible (i.e., part time, full time, weekends) to suit the needs of various target groups and offered certification that held national and global recognition. A total of 2,000 adolescents (200 per district) were targeted for vocational training under the project.

6.3.2 Innovation in imparting vocational skills training

Training in traditional and non-traditional trades through a formal framework, especially for the most vulnerable groups of children, helped them gain exposure to new forms of work. Innovative measures were adopted to reach out to girls, who otherwise could not have accessed the benefits of the programme. In Surat, informal set-ups or outreach centres were instituted to impart vocational skills training to girls belonging to minority communities. At each of these locations, a master trainer from within the community was identified to provide training to eligible adolescent girls. The training was imparted within the vicinity of their homes. Such a set-up benefited the girls as it did not restrict their mobility, exposed them to formal training methods and enhanced prospects for employment.

Reaching out to adolescent girls in urban slums of Surat

By adopting an alternate strategy for imparting vocational training, ITI Surat was able to reach out to 140 adolescent girls residing in urban slums, exceeding the set targets. Training was imparted to girls in two trades - beauty and hair style, and embroidery. Of the 140 girls, 20 were trained in the basics of beauty and hair style course and 120 in hand embroidery.

The course on the basics of beauty and hair style was offered in an urban slum in the Pandesara area. The focus was on reaching out to adolescent girls belonging to minority or migrant communities. Due to several restrictions imposed on their mobility, there was reluctance on their part to attend skill training courses at ITI. In an attempt to reach out to this group, a semi-formal training set-up was instituted in the area. A local level person was identified to act as a master trainer within their area to provide training close to the homes of the adolescent girls. The master trainer, a migrant woman from Gorakhpur, who runs a beauty parlour in the slum, was provided infrastructural and monetary support under the programme to run the course. Through this informal set up, in which the course was conducted in the beauty parlour and not on ITI premises, training was successfully provided to 20 girls. Training was provided in separate batches with 9-10 girls per class. Classes were held for a duration of 2-3 hours and spanned over a period of 6 months. At the time of documentation, the girls were

being assessed on the obtained training, after which they would be awarded certificates.

A similar strategy was adopted for enrolling girls in other courses. Courses on hand embroidery were offered in urban slums across six locations in Surat. In Bhatena, one of the locations, a majority of girls had not completed their studies and were already engaged in basic fabric cutting to earn a livelihood. Like in Pandesara, the girls were not allowed to venture out of the slum to attain skill training. This particular group was targeted for the programme and were enrolled in the skill development course. The master trainers identified at each of the six locations were provided necessary machines. In total, 120 girls (across 6 locations) were trained under the programme.

6.3.3 Replication of the alternate strategy

The alternate strategy devised by the ITI in Surat in reaching out to girls can be regarded as an innovative practice the ITI was sensitized on gender issues. This strategy can be replicated in other states in order to enhance outreach with a gender sensitive approach.

6.3.4 Breaking the gender stereotype in skills training

Instances were noted where girls opted for, and were trained in non-traditional trades such as welding, motor repairing and electrical work. The area of Ranchi, particularly, was able to break free from gender stereotyping in skills training as nearly 10 adolescent girls were trained on motor repairing and electrical courses, a trade usually dominated by boys.

6.4 Necessary conditions for replication

Availability of master trainers: In order to replicate the innovative strategy for reaching out to adolescent girls, it is necessary to identify and engage members from within the community to act as master trainers to impart vocational skills training. This includes identifying appropriate persons with requisite skill sets to deliver training courses, honing of particular skills, and supporting and engaging them as master trainers.

Availability of Vocational Training Providers (VTP) along with spare infrastructure to conduct outreach programmes: The presence of VTPs at the district level is a key condition for operationalizing the practice. At locations where the government/private training providers are not present, necessary steps have to be undertaken, such as appointment of other training providers, to deliver MES courses in the district.

Coordination between the VTPs and the government departments for resource allocation: Cooperation of the government for harnessing the capacities of both government and private VTPs to offer a range of viable trades and provisioning them to meet the full costs of training is critical for making them accessible to families vulnerable to child labour.

6.5 How was the practice carried out?

An overview of the implementation of the good practice is illustrated below.

Implementation of the Good Practice - Macro overview

State

State level Project Steering Committee/ Monitoring Committee:

- Provide guidance and monitor district level activities.
- Coordinate among concerned departments/schemes at state level.
- Supported by the State Resource Centre (SRC).

District


District Skills Development Committee (DSDC):

- Provide inputs on issues, such as identification of VTPs, skill requirements of the industry, suitability/updating of curriculum and so on.
- Coordination with District NCLP Society/Labour department/Project implementation team for selection of adolescents.

Implementation of the alternate outreach strategy in Surat: Initially in Surat, the ITI explored alternate ways of providing skills training to girls belonging to minority or migrant groups and who had limited mobility.

Building rapport and partnership with the best VTP in the district: The project team worked closely with the ITI, a reputed VTP in Surat, to execute the alternate strategy. A series of meetings were conducted with the principal and focal point person at the ITI to work out the modalities, which in turn helped develop a sense of ownership and high level of commitment.

Strategy formulation: Joint meetings along with multiple visits to the target area led to formulation of the outreach strategy. The blueprint demanded flexibility from the ITI Surat, a government institution. Since there was excellent rapport and



buy-in, the VTP was willing to make the extra effort to reach out to the vulnerable sections.

Community mobilization and sensitization: Once a blueprint was prepared, the contact person from the ITI along with the project implementation team made several visits to the selected urban slums. These visits aimed to sensitize and inform the community as well as the parents of adolescent girls on the importance of formal skills training, skills assessment and advantages of certification.

Execution of the training programme: After community level sensitization, the master trainers with requisite skills, educational qualification and experience were identified and recruited by the project. The master trainers were supported in terms of basic infrastructural facilities (i.e., sewing machinery, material) and training for their capacity development. Once the adolescents were identified, the master trainers sensitized and motivated the girls and her parents for the course. Trainings at these informal set ups were provided by the master trainers in different batches. Each batch comprised of 9-10 students and the classes were held for 2-3 hours per day. The total duration of the course was around 3 months. On completion of the course, the trainees had to be assessed and certified by the ITI.



7

LINKING FAMILIES OF CHILD LABOURERS WITH SOCIAL WELFARE AND PROTECTION SCHEMES OF THE GOVERNMENT

The Convergence Project included the aspect of linking families of child labourers (both prevented and withdrawn) to ongoing government schemes in order to increase the economic security of these families. The practice leveraged on already existing government schemes and programs that related to, but were not limited to poverty alleviation, income generation, skill development and social security. A detailed and systematic process was followed for implementation of the practice, starting from identification and compilation of schemes, profiling of families with child labourers, and finally, capacity building and awareness generation to link families to government social welfare and protection schemes. This practice represents a holistic approach towards the effective elimination of child labour.

7.1 When did the practice start and end?

The practice started in September 2011 after technical clearance of the Action Programme on family linkages and ended in June 2013.

7.2 Brief description on the practice

As poverty is one of the main causes of child labour, finding lasting solutions to the problem is viewed as a means to tackle the issue of poverty itself. The ILO has globally propagated educational rehabilitation of child labourers along with economic empowerment of their families as a viable strategy to tackle the issue of poverty, thereby combating the roots of child labour. In India, a number of livelihood promotion and social protection schemes are being implemented by different ministries and departments. The concept of convergence, which is otherwise not a new concept in India, aims to develop a programmatic framework to establish a practical and functional partnership amongst the different departments and ministries to concentrate the country's resources for elimination of child labour.

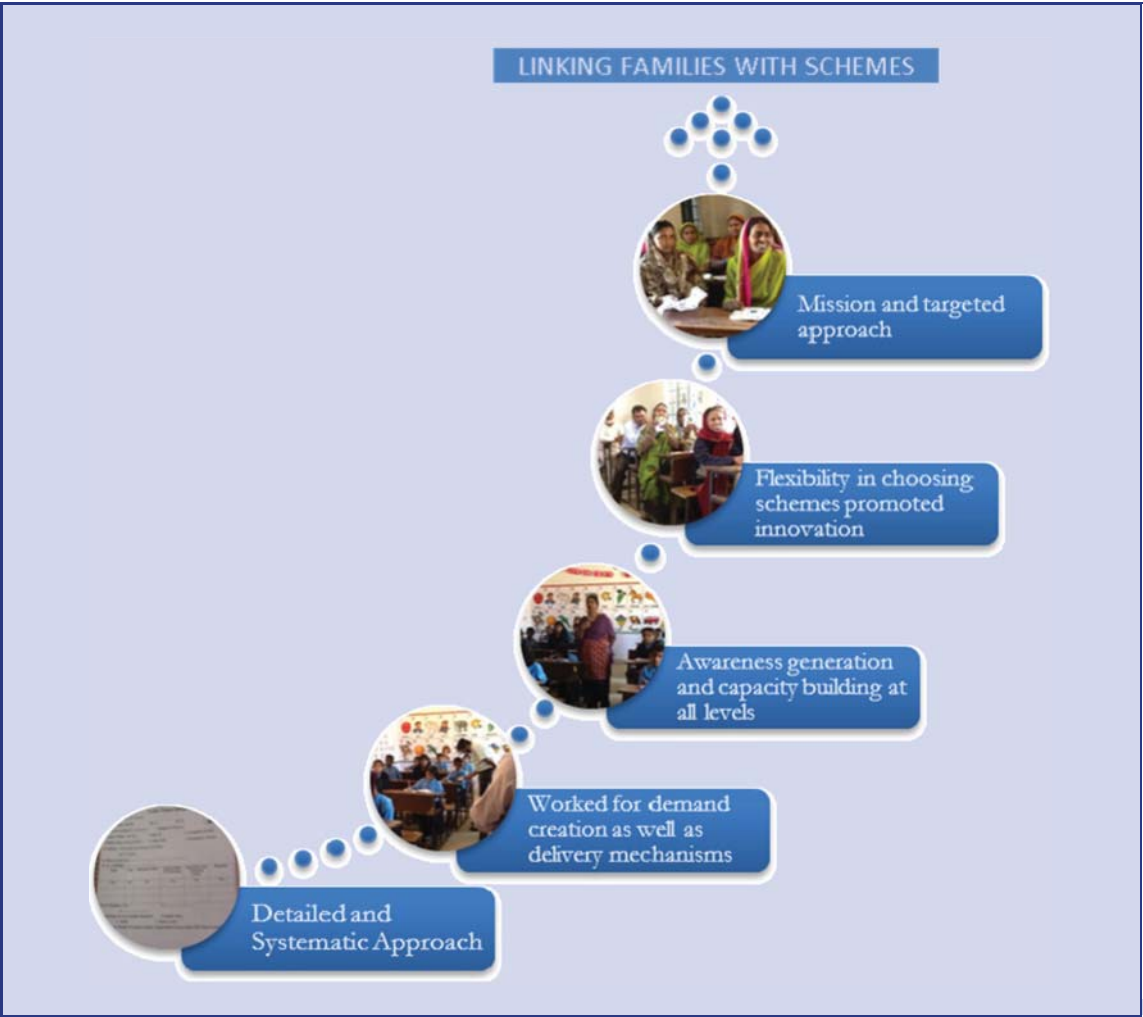
IPEC's experience has shown that empowering families through enhanced skills, social protection, and better income generating options is one of the most viable long term and sustainable strategies for eliminating child labour. Accordingly, one of the key outcomes of the Convergence Project was to link the families of child

labourers (both prevented and withdrawn) with national and state poverty alleviation/income generation, skill development and social security schemes. In 10 districts of 5 states in India, the project implemented different processes – innovative as well as pragmatic – to operationalize this model and develop this practice.

7.2.1 Purpose

One of the key project strategies was to link families of child labourers with government social welfare and protection schemes for enhancing their economic and social well-being. While the short term focus was to offset the financial loss of the families’ for losing the income of their children by moving them into schools, the medium and long term aim was to promote access to credit and saving schemes in order to facilitate livelihood promotion, asset creation and social protection.

Figure 8. Nature of practice to link families with government schemes



7.2.2 Nature of practice

Linking families with ongoing government schemes was part of the holistic approach towards elimination of child labour. Under this practice, linking families of child labourers with government schemes involved systematic efforts at both ends, i.e., the beneficiary as well as delivery mechanisms. A dual approach was adopted for creation of demand. At the beneficiary level, families were made aware of and facilitated to these schemes while officials of relevant government departments were made aware of the needs of the families with child labourers.

Awareness generation and capacity development at all levels was an important element of the practice. Meetings and interactions amongst the converging ministries and departments were undertaken to sensitize and create awareness on issues related to eliminating child labour. At the community level, this involved dissemination of information related to government schemes through development of communication material, holding camps and household visits to the identified families.

The targeted government schemes included those related to poverty alleviation, income generation, skill development and social security. The project also offered flexibility to the district teams on selecting schemes that were most appropriate within the local context.

7.3 What makes this practice good?

7.3.1 Demonstration of the convergence model

The project was able to link families with various social protection and income generation schemes, which led to a concentration of resources available towards the elimination of child labour. This practice, which initially seemed to be a complicated task, forms an important element of the operationalization of the convergence model which led to its widespread acceptance at all levels.

7.3.2 Realisation of benefits by families through a diverse set of schemes

The practice was effective in linking families with different schemes and programmes that were varied in nature. The schemes and programmes related to poverty alleviation, livelihood promotion, skill enhancement and social security, and thereby offered a variety of complementary benefits to the families.

Detailed below are on-going government schemes to which families were linked to across the five states.

Table 6. Government schemes available for families in Good Practice 7

Scheme or programme	State, district	Type of scheme
National level		
Jan Shree Bima Yojana	Jharkhand; M.P (Ujjain); Orrisa	Social security
Rashtriya Swasthya Bima Yojna	Orrisa (Cuttack)	Social security
Mahatma Gandhi National Rural Employment Guarantee Scheme	Jharkhand	Poverty alleviation/Wage employment/Income generation
National Old Age Pension Scheme	Jharkhand; Orrisa (Cuttack)	Social security
Widow Pension Scheme	Jharkhand; Orrisa (Cuttack)	Social security
Sarva Siksha Abhiyan	Jharkhand	Access to education
Integrated Child Development Scheme	Bihar (Katihar)	Social security
Swarn Jayanti Gram Swarozgar Yojana	Bihar (Katihar)	Poverty alleviation/Wage employment/Income generation
Provision of PDS benefits	Bihar (Katihar)	Social security
Swarna Jayanti Sahari Rojagar Yojana	MP (Ujjain)	Poverty alleviation/Wage employment/Income generation
Disability Pension	MP (Ujjain)	Social security
Construction workers scheme	MP	Social security
Community Polytechnic Scheme	Orrisa (Cuttack)	Poverty alleviation/Wage employment/Income generation
Jan Shree Chatravritee Yojna	Orrisa (Cuttack)	Scholarship
Rural Employment Generation Programme	Orrisa (Cuttack)	Poverty alleviation/Wage employment/Income generation
Identity Card to Beedi Workers through Welfare & Cess Commissioner	Orrisa (Cuttack)	Social security
State level		
Bicycle Distribution Scheme	Jharkhand	Social security
Sewing machine distribution	Jharkhand	Social security
Jharkhand Building and other Construction Workers Welfare Board	Jharkhand	Social security
Manav Kalyan Scheme	Gujarat (Vadodra and Surat)	Social security
Deendayal Antyoday Upchar Yojana	MP (Ujjain)	Social security
Gharelu Kamkaji Mahila Kalyan Yojana	MP	Social security
Building & Other Construction Workers (RE&CS) Act. 1996	Orrisa (Cuttack and Kalahandi)	Social security

Scheme or programme	State, district	Type of scheme
District/municipality level		
Training imparted on sewing under Unorganized Labour Welfare Board Scheme	Gujarat (Surat)	Social security
Domestic workers scheme	MP	Social security

7.3.3 Flexibility and improvisation at district level


As the practice provided flexibility in selection of schemes in accordance to the local context, some of the district teams under the guidance of the District Collector identified local schemes to benefit the child labourers as well as their families. For instance, in some areas where the target beneficiaries were located in urban habitations, the district teams linked the families with relevant municipality level schemes. This flexibility given to the district level partner under a national level initiative led to greater ownership wherein some of the districts made extraordinary efforts to channel resources for the families of child labourers.

The family linkage process resulted into direct benefits as part of preventive measures and was able to showcase the outcome of synergy amongst the different government departments. This helped in successfully demonstrating the Convergence model.

7.4 Necessary conditions for replication

Availability of relevant schemes: Any child labour elimination project that seeks to make use of the approach outlined in the current model, must make use of already existing government schemes and programmes, and cannot seek to create new schemes for execution of the intervention. Therefore, existing government programmes and schemes relating to social security, poverty alleviation, skill enhancement and livelihood promotion is a necessary condition for successful adoption of this practice.

Commitment of Labour Department and District Collector to lead the process at state and district levels respectively: Strong commitment of the labour commissioner at the state level, and district collector at the district level, is necessary for the success of this practice. Leadership at the state and district level is necessary for taking the lead and garnering support from professionals for effective implementation.



Convergence model as the practice framework: Any child labour elimination project that has envisaged linking families of child labourers with available national schemes relating to social security, poverty alleviation, skill enhancement and livelihood promotion should utilize the convergence model as the basic framework. The methodological steps of the convergence model can act as the overall guidelines to execute this good practice.

7.5 How was the practice carried out?

To begin with, a compendium of state and central schemes at the national level was developed with the view to consolidate relevant schemes pertinent to families with child labourers. The compendium was used as a ready reference for future work and also during the training programmes.

Thereafter, SRC conducted a series of training programmes, awareness workshops and meetings at the state level to establish linkages with concerned ministries and departments for convergence of schemes at the district level.

At the district level, i.e., the direct action level, the ILO signed a vocational training Action Programme (AP) with district collectors across the five project states for implementation of the practice. The district team under the guidance of the district collector were involved to operationalize the linkages. This included a series of tasks:

- mapping of relevant schemes at the district level;
- sensitization and awareness generation of the district level government officials;
- profiling of child labour families to understand their requirements and eligibility for government schemes. A format was developed to collect this information and also served to provide baseline information;
- development of IEC materials and tools. Some of the districts also developed district level compendiums of all the schemes;
- sensitization and awareness raising of communities;
- supporting families to get their ration cards, Below Poverty Line (BPL) cards Voter ID Cards/Unique ID Cards, job cards or any other documents to be eligible for government schemes;

- linking families to schemes as per their eligibility by coordinating with different departments and submitting application forms;
- follow up with various departments to ensure linkage and coverage.

7.6 Lessons learned

7.6.1 Profiling of families should be part of the initial baseline survey

A critical step in execution of the practice involved profiling of the families with child labourers. This was crucial to understanding their requirements and their eligibility for various schemes. A format was developed to obtain information about the families with child labourers. The family level data collection tool prepared under the practice can be customised and used for other programmes to collect family level information within a particular location. Also, the tool can be used to collect baseline information for adults in a particular household and seek information on specific areas such as a family's inclination for undertaking skill training for livelihood, and so on.

7.6.2 It is easier to link families with Labour Department schemes

The Labour Department at the state level has gained significance after India has ratified various labour law legislations and subsequently offers a good number of social protection and income generation schemes. It is easier to link families with these schemes as the issues related to eligibility and targeting are well developed and the linking process takes comparatively less effort and time.

7.6.3 Eligibility and documentation issues play a key role in linking families with different schemes

Different schemes have their own eligibility criteria and approval systems which may pose challenges in including all the families of child labourers. It is possible that the families with child labourers do not meet all the criteria or are not in possession of the relevant documents required for the particular scheme. This requires extraordinary efforts to get these families linked with these schemes.



8 JHARKHAND STATE ACTION PLAN (J-SAP)

Jharkhand, one of the project states, developed a State Action Plan (SAP) to eliminate child labour in a targeted manner and launched the SAP at the highest level by the Chief Minister, the elected head of the state. The Convergence Project played a significant role during the formulation of the Action Plan by creating awareness and building the capacities of stakeholders as well as facilitating the process. The State Resource Centre (SRC) also facilitated this process with technical support of the ILO's project team.

The J-SAP assimilated the Convergence principles, qualifying the plan as a significant step towards elimination of child labour in the State.

8.1 When did the practice start and end?


The work on J-SAP was initiated in early 2011 and completed after the Jharkhand State cabinet's approval in August 2012, which was officially notified in September 2012.

8.2 Brief description of the practice

Jharkhand is one of the new states, carved out of Bihar in the year 2000. There are high levels of illiteracy and poverty in the state which has contributed to socio-economic problems including child labour. The Jharkhand government had emphasized the need to undertake strict measures to address the issues of child labour, but these steps were limited to enforcement of statutory legislations and implementation of NCLP in some of the districts.

The State Labour Commissioner constituted a Core Group with representation from relevant departments and NGOs in 2009. The Core Group was mandated to plan and review the progress of schemes and programmes related to child labour in the state. The Convergence Project, launched in the state in January 2010, provided an opportunity to further strengthen the state's efforts in this regard.

The project assisted the state to develop a policy framework and action plan which details the vision of the state and its implementation plan towards elimination



of child labour, ensuring a protective environment for holistic development of children. The J-SAP represents a statement of intent emphasizing the commitment of the state towards eliminating child labour and addressing the core causes surrounding the issue. It outlines the roles of different departments and stakeholders and prescribes the convergence processes at state, district and block levels. This includes the trade unions, employers' organizations, Child Labour Commissioner, enforcement agencies, UN agencies, CSOs and the media. The J-SAP was approved by the State Cabinet, providing a sustainable reference point for working on child labour elimination with a convergence approach in future.

8.2.1 Purpose

The J-SAP envisions Jharkhand to be free from all child labour through convergence of relevant departments and stakeholders. It outlines the state's commitment to achieve child labour free status in a time bound manner, i.e., by 2016. The specific objectives of J-SAP are as follows:

- to regularly identify, rescue and rehabilitate child labourers so that all children of school going age in the state are in school and not at work;
- to ensure that the state is child labour free within five years;
- to establish linkages for families with ongoing schemes to improve their economic condition;
- to strengthen enforcement mechanisms to penalize erring employers and to ensure tracking of all children withdrawn from work until they are mainstreamed into schools or other educational programmes;
- to strengthen social mobilization to prevent child labour and generation of mass awareness raising on the issue.

8.2.2 Need for the J-SAP

J-SAP serves as a vision document for elimination of child labour in the state. The defined role of each stakeholder in the document refers to the interlinked nature of partnership between different departments, thus setting forth the need and scope for convergent action. By defining the individual and joint action, it clarifies the role and responsibilities of the different departments. Further, its approval by the State Cabinet and subsequent notification makes it a state owned time bound plan towards attainment of child labour free status. As such, it ensures that elimination of child labour remains a priority agenda issue in the state and provides guidance for convergent action.

8.2.3 Elements of the J-SAP

The J-SAP envisages key strategies towards the elimination of child labour through prevention, rescue and rehabilitation, strengthening legal enforcement and developing monitoring and review mechanisms. The J-SAP, once developed and finalised by the State labour department, was approved by the cabinet.


Key components of the J-SAP, inter alia, include:

Preventive mechanisms

- Identification and listing of vulnerable families and children and linking them with relevant income generation and social protection schemes. Under the Integrated Child Protection Scheme (ICPS), this process is to be carried out in collaboration with SSA and district/block/village child protection units.
- Sensitization for creation of child friendly communities, increasing access to education and skill development programmes.
- Panchayati Raj Institutions (PRIs) to maintain a register with the list of identified child migrants. It will also maintain data on children released from work and restored to their families and/or enrolled in the schools.

Rescue and rehabilitation

- Listing of children working in hazardous and non-hazardous occupations along with profiles of their parents in collaboration with district and state child protection societies.
- Development and implementation of pre and post rescue rehabilitation protocols.
- Rescue teams with legal authority constituted at the district level across the state.
- The rescued children (6-14 years) to be enrolled in non-formal education (*Aanganwadi* centres, NCLP special schools, SSA bridge schools) or formal education (SSA schools). Strengthening of PTAs at these institutions.
- Linkages developed with vocational training centers to impart specific skills.

- 
- Shelter homes with counseling facilities specifically for rescued child labourers established, along with short stay homes.
 - Economic and social rehabilitation of the families of rescued child labourers through linkages of families with income generating schemes and social protection schemes of the government.

Enforcement of relevant legislation

- Ensuring stringent law enforcement against the employers of child labourers and other guilty parties. This also indirectly monitors the supply of children in the labour market.
- The prohibitory provisions to be implemented by relevant departments such as the police, social welfare, labour, employment and training, human resource development, and law.

Monitoring and tracking

- State level and district level monitoring committees to carry out monitoring and tracking.
- Key indicators to be monitored including the numbers of child labourers, type of employment, educational status, whether in rural or urban settings, accessibility to government schemes, and accessibility to health and educational facilities.

8.2.4 Envisioning convergence between different state departments

There are 19 state departments involved with a range of roles and responsibilities to facilitate convergence against child labour in Jharkhand. The Department of Labour, Employment and Training is the nodal department to execute the J-SAP. At the state level, the Labour Commissioner is the nodal officer and the District Magistrates/Collectors assume this role at the district levels. Trade Unions (TUs) are also central to the convergence process as the J-SAP mandates delegation of resources to combat child labour and recommends TUs to have committees on child labour within their organizational structure. Besides the Department of Labour, Employment and Training, the Human Resources Development Department is another core government unit in the convergence model with regard to providing educational services to child labourers. Below is the summary of the roles of the two key departments.

Table 7. Roles of the key departments in Good Practice 8


State Departments	Main Activities
Department of Labour, Employment and Training	<ul style="list-style-type: none">• Identifying and rescuing child labourers• Coordinating with concerned departments to ensure implementation of logistics and interim care during rescue operations• Linking families to social security schemes• Facilitating vocational training programmes for adolescents• Developing a Monitoring and Tracking System
Human Resources Development Department	<ul style="list-style-type: none">• Ensuring registration and free education in formal schools• Coordinating with the Jharkhand Education Project Council• Coordinating with the Labour Department to track child drop outs who were also former child labourers

In addition to these departments, the Rural Development Department has been assigned the role of extending benefits to families such as job cards under MGNREGA, facilities under Indira Awas Yojana and SGSY. All departments play a key role in the convergence process towards eliminating child labour in Jharkhand through awareness raising (Department of Panchayati Raj); providing health services (Department of Health, Medical Education & Family Welfare); providing legal assistance and ensuring law enforcement with regard to trafficking and child labour activities (Department of Home/Police, Department of Law). As Jharkhand is a tribal dominated state that includes forest dwelling communities, the Department of Tribal Welfare and the Department of Forest and Environment were also part of the J-SAP.

8.3 What makes the practice good?

The J-SAP has set precedence for resource allocation and future planning for elimination of child labour projects. Furthermore, the J-SAP can be credited for bringing together concerned stakeholders including government departments, trade unions and employer organisations into the convergence process by prescribing the designated roles and responsibilities for each of the stakeholders. The key factors contributing to J-SAP success include the following.

- **Operationalizing the convergence model at the Jharkhand state level.** This action defined a roadmap for child labour elimination and clearly outlines the roles of different departments and other stakeholders. The guidelines under the J-SAP ensure an efficient way for effective implementation of the activities to maximize impact.

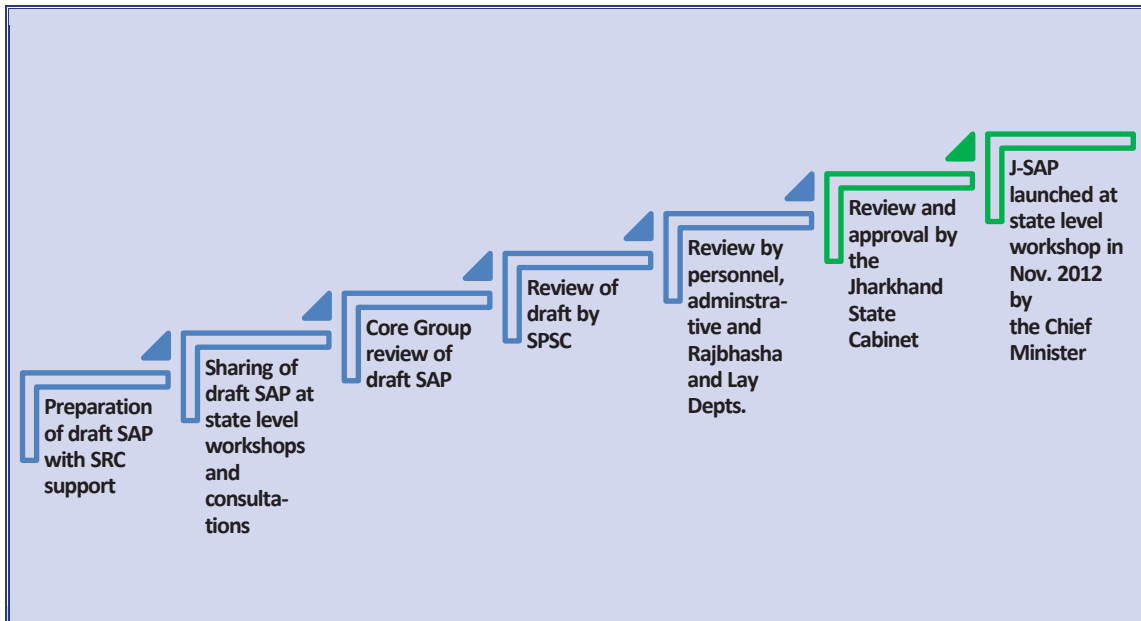
- 
- **Ensuring participation and ownership from all stakeholders.** With assistance from SRC, the J-SAP was developed through consensus and participation and thereby proved to be responsive to the ILO Labour Standards and Conventions.
 - **Provides a sustainable reference point for addressing ECL beyond the project period.** As the Jharkhand Legislative Assembly vetted the J-SAP, it became a valid policy document owned by the State. Its validation and notification paves the way for planning joint action at the lowest levels of governance. It also ascertains that the convergence process between departments is continued as a strategy towards attaining child labour free status beyond the project period.

8.4 Necessary conditions for replication

The drafting of a SAP depends on the existing capacities and participation of relevant stakeholders. High-level commitment from the State Labour Department and Cabinet are required for development and approval of the SAP. In the case of Jharkhand, the State Labour Department had already decided to develop a SAP wherein the Convergence Project provided the necessary facilitation and co-ordination. Close involvement of the project team at the state level through SRC is also crucial to undertake SAP development in a time bound and output oriented manner. The effective implementation of the SAP depends upon continuous coordination among state and district departments with regard to allocation of resources and activities.

8.5 How was the practice carried out?

Figure 9. Steps towards execution of J-SAP



The SRC, under direct supervision of the Labour Commissioner, supported the preparation of the J-SAP.

Vulnerability mapping was carried out to identify the areas and trades that employ large numbers of child labourers. Convergence was the core strategy that provided child labourers and their families access to government welfare programmes for well-being and security against various forms of exploitation. SRC played the central role in coordinating participation of stakeholders for jointly developing the J-SAP. After the policy document was prepared, the draft was shared with stakeholders at a state level workshop and through other forums, which included interactions with different government departments, trade unions, civil society and PRI representatives. The draft J-SAP was reviewed by a core group. Following this, the Labour Commissioner placed it before the State Project Steering Committee (SPSC) for approval. After the draft document was approved by the SPSC, the J-SAP was placed before two departments (Personnel, Administrative and Rajbhasha Department, and Law Department) for further review and approval. After the document was reviewed by each of these departments, the J-SAP was placed before the Jharkhand Cabinet for final approval. The J-SAP was ratified and approved by the Jharkhand Cabinet in August 2012. In November 2012, the J-SAP was released by the Chief Minister of Jharkhand at a state level workshop in the presence of all stakeholders.



9 SCHOOL SAFETY GUIDELINES

The Convergence Project developed school safety guidelines for the NCLP schools that aim to address the identified risk factors and school safety issues that children are exposed to while studying in these schools. These guidelines were tested in the project districts and were further handed over to the states for replication and large scale adoption.

9.1 When did the practice start and end?


This practice was initiated in February 2012 and ended in January 2013.

9.2 Brief description of the practice

The Government of India, through the National Disaster Management Authority (NDMA), has issued guidelines with regard to school management as well as maintaining minimum safety and infrastructural standards under the existing national programmes for education. For instance, the SSA scheme outlines provisions for maintenance, development and repair of infrastructural facilities through bodies like the School Management Committee (SMC) and the Village Education Committee (VEC). However, the same was not true for bridge schools under the scheme of the NCLP, as the scheme did not adequately address safety issues in its schools. This owes to the fact that NCLP schools are often temporary and have a high likelihood of relocation.

Under the Convergence Project, educational services to children in the age group of 5-14 years were provided through bridge schools or special schools managed under the NCLP scheme. As these schools mostly functioned in rented facilities, were temporary in nature and prone to relocation, the project sought to address the identified risk factors and school safety issues that children were exposed through the development of the school safety guidelines.

However, ensuring quality education in the bridge schools was not considered in itself sufficient for creating a thriving environment that encouraging students to learn and staff to work. Given the precarious nature of structural and



non-structural arrangements of bridge schools, the project team realized the necessity for devising precautionary measures to prevent accidents and mishaps for children and school personnel alike in order to ensure their well-being.

9.2.1 Purpose

The guidelines were developed as a working document to facilitate implementing agencies and partners to modify, adapt and apply the basic minimum safety standards in accordance with specific needs in their area of operation. The primary aim was to reduce the possible risks for children in the schools covered under the Convergence Project.

9.2.2 Elements of the school safety guidelines

In order to gain an understanding of school safety issues in bridge schools, several risk factors concerning these schools were identified. These were viewed as critical factors which required adequate attention by the implementing agencies and partners involved in running of such facilities. These risk factors became the basis for outlining, designing and developing the school safety guidelines. The identified risk factors are as follows:

- structural safety of premises;
- escape exits in case of a disaster such as fire, flood, earthquake, cyclone, thunderstorm, etc.;
- proximity to main/link roads or railway tracks;
- adequate light, ventilation and supply of drinking water, etc.;
- weather related adequate cover available.

The recommended guidelines enlist measures to address risk factors associated with both structural as well as non-structural arrangements within a school setting. Key elements of the guidelines are outlined below.

Key elements of the guidelines

1. Consider structural safety- ensuring operationalization of school in structures that are safe, appear to be strong and are of good physical condition.
2. Select school in the vicinity- while planning location for running bridge schools accessibility of school for the identified children should be factored in. The school should have its own campus with appropriate fencing and boundary to ensure safety of children.
3. Avoid location near main/link road- the school building should be located in area where children do not face traffic hazards while commuting or while playing.
4. Select room with adequate space- classrooms should be of adequate size in order to ensure proper sitting arrangement for the children.
5. Risks from electrical wiring/arrangements/equipment- all electrical equipment (fans, lights) should be properly installed and wiring properly insulated.
6. Choose well ventilated rooms- rooms should be well ventilated to allow sufficient light and airflow.
7. Ensure against risk of fire- care should be taken to ensure preventive measures against possible fire in the schools.
8. Maintain hygienic toilet facility- provision for clean toilets should be made available to children.
9. Ensure supply of safe drinking water- provision for safe and clean drinking water should be made available all the times.
10. Provision of first aid kits in schools- first aid kits should be available in school premises with medical supplies replenished on regular basis.
11. Maintain hygienic conditions during mid-day meals- school administration should take care of the health and hygiene of each of the students. Kitchen personnel should be trained on hygiene. Food storage and kitchen should be checked on a regular basis.
12. Train children and school personnel on natural/manmade calamities- regular drills on personal safety to deal with unforeseen natural or manmade calamities should be held for both children and school personnel.

A detailed monitoring process was also implemented in order to assess the adherence, compliance and impact of the guidelines. Different monitoring measures suggested under the Project are as follows:

- issuing school specific safety audits by the district administration;

- involvement of NCLP officials, particularly field officers, in a manner that they can integrate their observations in their routine reports;
- officials of the Convergence Project to review all school safety aspects during their missions to the districts and to schools;
- quarterly visits to the schools by the SMC and PTAs.

9.3 What makes this practice good?

Creating a safe environment for students to learn and staff to work is the foremost goal of any school setting. However, creating a safe environment that is conducive for learning can be a daunting task. The school safety guidelines developed under the project is an attempt in this direction and thereby holds relevance to the overall project objectives.

9.3.1 Creation of safe environment for learning

The components of the guidelines aim to address safety related needs of the bridge school by giving due consideration to several risk factors involved in their operation. If duly complied and adhered to, the guidelines aim to create safe, easily accessible, secure and conducive spaces that not only impart quality education but also provide safety and well-being for children by mitigating risks, in order to attract and retain children in these schools.

9.3.2 Adaptability to specific needs of the location

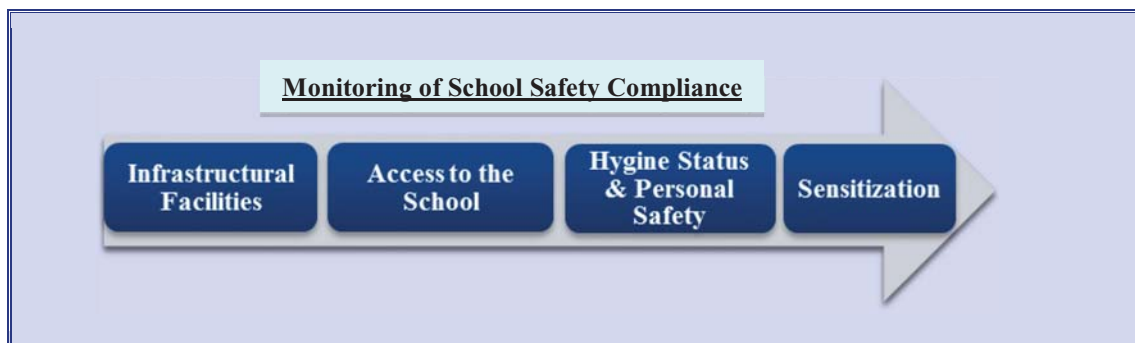
The guidelines have an inherent feature of flexibility. The project recommends a framework under which the guideline can be tailored (i.e., designed, developed and adapted) to the specific needs and requirements of the area and nature of risk in each school for ensuring the safety of children.

9.3.3 Offers simple monitoring of safety compliances

The guidelines offer a simple checklist to monitor compliance of school safety guidelines. The district level project team used the checklist to review all school safety aspects and access the level of adherence of the guidelines.

The questions of the guidelines can be broadly categorized into the factors in the figure below.

Figure 10. Monitoring of school safety compliance



9.3.4 Snapshot of findings from school monitoring

The project team received a total of 18 forms across four project locations which provided the information on existing situations on the monitoring criteria as specified in the guidelines. The findings of monitoring visits are detailed below.

Table 8. Key findings from school monitoring

Factors	Sub-factors	Findings
Infrastructural facility	• School type (pucca/semi pucca)	<ul style="list-style-type: none"> • Out of 18 schools, a majority of bridge schools (14 out of 18) were being run in a pucca building. Those schools in a semi-pucca building reported the structures to be safe. • Many schools, 12 out of 18, had their own boundary wall and appropriate fencing to ensure safety of the children within the campus premises. • Size and number of the rooms was a problem. Many school premises, i.e. 7 out of 18, had a single classroom resulting in inadequate sitting space for the students. However, the rooms at all the locations were well ventilated. • With the exception of Ranchi and Odisha, electricity facilities were available at the other two locations. These were properly installed and wirings were insulated.
	• Design of the structure	
	• Condition of roof, wall, windows	
	• Number of class rooms	
	• Adequacy of space	
	• Adequacy of ventilation	
• Electricity facility		
• Installation of electrical equipment		
Access to school	• Proximity to where the children reside	<ul style="list-style-type: none"> • With the exception of Ranchi, schools at all the other locations, i.e., Kalahandi, Ujjain and Surat, were in close proximity to where the children resided. • Unlike other locations, in Surat, all five schools were located away from the main/link road, thereby safeguarding the children from traffic hazards. In schools that were located close to main/link road, the school staff has been sensitized on road safety, particularly in carefully
	•	
	• General location	

Factors	Sub-factors	Findings
		directing children across the road.
Hygienic conditions and personal safety	<ul style="list-style-type: none"> Toilet facility Preparation and serving mid-day meal Drinking water First aid kit 	<ul style="list-style-type: none"> Though safe drinking water was available at all the school premises, lack of hygienic toilet facilities was an issue. Only 9 out of 18 schools reported to have proper functional toilets. All 18 schools reported ensuring hygienic conditions for preparation and serving mid-day meals. First-aid kits were available in 12 out of 18 schools.
Sensitization	<ul style="list-style-type: none"> School teacher and personnel Students 	<ul style="list-style-type: none"> With the exception of Kalahandi (Odisha), children in the schools across the other districts have been taught basic techniques through trainings on personal safety and basic safety preparedness in case of accidents or natural calamities.

9.4 Necessary conditions for replication

Support and commitment from several actors, such as district officials, school teachers/instructors, SMCs and partner NGOs of the area is a necessary condition towards operationalization of the school safety guidelines. To ensure the guidelines are being adopted and conformed with, it is critical to have an effective monitoring process in place.

It should be assumed that several actors associated with the project such as school teachers and staff, parents, community members, block and village/ward level committees are not sensitized on basic school safety issues. Therefore, orientation of these actors is a necessary condition for successful implementation and adherence of the guidelines. Additionally, training children on personal safety techniques through regular drills enhanced their preparedness to deal with any unforeseen calamities.

Undertaking several other initiatives such as organizing awareness campaigns for propagating school safety remains important and necessary for awareness generation and developing a culture of safety in schools and surrounding communities.

9.5 How was the practice carried out?

The school safety guidelines were formulated under the project and shared with the district level project teams. The project team conducted a study in which the schools were mapped as per the checklist mentioned in the guidelines.

10

COMPREHENSIVE CAPACITY BUILDING OF STAKEHOLDERS FACILITATES CONVERGENCE FOR ELIMINATION OF CHILD LABOUR

The Project aimed at developing the operational model for the convergence against child labour concept. Even though the concept was not novel, the operational model was new and demanded capacity building of all the key stakeholders. The project adopted a comprehensive capacity building strategy that included partnership with the premier national level labour institute to develop tools and manuals, and engage with nationally and internationally acknowledged institutions to undertake new research with the overall objective of capacity building as well as establishing an enabling environment. The project also engaged with social partners to develop their capacities in this regard.


10.1 When did the practice start and end?

The capacity building of stakeholders was one of the first activities started by the project in January 2010 and continued until the end of the project, i.e. June 2013.

10.2 Brief description of the practice

Labour is a concurrent subject in India. Prior to initiation of the Convergence Project, the five project states were at different stages in terms of dispersed focus and capacities of the existing institutions and other stakeholders to undertake an integrated approach towards elimination of child labour. The various government functionaries, mostly at the state and the district levels, had their role limited to the programmes or schemes directly under their department while operating within the boundaries of statutory regulations.

The Convergence Project emphasized collaboration and coordination with the objective of developing synergy as its core strategy to effectively pursue the ECL agenda in the project states. Capacity development of the stakeholders to conduct the 'health check' of the institutions and enhance the convergence programme was one of the major interventions of the project to bridge the gap and bring about optimal collaboration and coordination.



The project conceived and conducted a variety of capacity building strategies to gain the consensus of the stakeholders, centralizing their focus on the issues and building skills to mobilize and effectively use their resources to address the ECL agenda.

10.2.1 Purpose

The capacity building strategy intended to create an enabling environment to support operationalization of the convergence model and disseminate its principles beyond the life and geographical coverage of the project.

10.2.2 Elements of the capacity building strategy

a) National level

At the national level, the capacity building activities targeted stakeholders of national and international relevance who could support operationalization of the convergence concept at the state level while addressing the programme and policies at the centre. The strategic activities included workshops, consultative discussions, research and documentation, knowledge management and creation of platforms for its dissemination.

The project made strategic collaborations with the VV Giri National Labour Institute (VVGNI) for strengthening the knowledge centre on child labour, which would serve as a national resource centre for information, capacity building, research and networking. VVGNI also supported the project in the development of manuals and guidebooks for trade unions and employers.

Additionally strategic workshops were conducted for employers' and workers' organisations along with developing manuals for working on the issue of child labour. Media partners were also capacitated to extend the outreach of the ECL agenda.

b) State level

At the state level, the project through SRCs conducted numerous capacity building initiatives to organise and capacitate different governmental departments and social partners through sensitization trainings, workshops, training programmes, periodic reviews and sharing discussions. Sensitization training and workshops were also conducted for the judiciary and enforcement agencies on the issues of prevention, rescue, repatriation and rehabilitation. TUs were trained and mobilized, which in turn resulted in joint initiatives at the state and district levels. The capacity

building strategy also undertook networking and alliance building exercises in the project states with UNICEF, UNDP, and NGOs such as Save the Children, etc.

c) District level

At the district level, the District Level Task Force (DLTF) Society led training programmes and workshops to strengthen institutional collaborations and to assist in executing the Convergence Project. Additionally, at the district level, PRI members, NGOs and CSOs were also capacitated through sensitization workshops. The project also developed a number of stakeholder specific manuals/guidebooks and products that could also be utilised beyond the project period.

The following figure lists some of the selected key capacity building initiatives by the Convergence Project.

Table 9. Key capacity building initiatives among various stakeholders

Stakeholders	Capacity Building Activities
National Level	
Employers' Organisations	<ul style="list-style-type: none"> • Sensitization and Strategic Action Planning Workshop • Development of Manual for Strategic Action Planning
Trade Unions	<ul style="list-style-type: none"> • Sensitization and strategic planning towards alliance building • Development of Manual for Strategic Action
Media Partners	<ul style="list-style-type: none"> • Workshop on sensitization on the role of the media towards changing mind-sets and impacting programme and policies for children
Government Departments and Other Functionaries	<ul style="list-style-type: none"> • Consultative meeting for sensitization. • Research and documentation on child domestic labourers, migration and trafficking, and compendium of schemes for wider dissemination. • Setting up of Knowledge Centre • Directory of child labour related network
State Level & District Level	
Department of Labour and Employment	<ul style="list-style-type: none"> • Workshop on detailed orientation on the concept of convergence and project interventions, identification of state specific issues pertaining to child labour and discussion on implementation
Department of Women and Child	
Department of Rural and Urban Development	
District Collector	
Chairperson of Child Right and Minority Commissions	
Employers' Organizations	
Workers' Organisations	

Stakeholders	Capacity Building Activities
Enforcement Agencies (Judiciary, Police, NHRC, Anti Human Trafficking Units)	<ul style="list-style-type: none"> • Training for strengthening of law and enforcement
PRIs	<ul style="list-style-type: none"> • Training for strengthening of law and enforcement • Sensitization on child labour issues
NGOs, CBOs	<ul style="list-style-type: none"> • Training for strengthening of law and enforcement • Sensitization and awareness generation on child labour issues.

10.3 What makes the practice good?

10.3.1 Knowledge management and dissemination

Capacity building strategies through knowledge management and dissemination initiatives were successful in creating easy access to child labour related information, creating a platform for awareness generation and mobilization of external environment and generating tools for further advocacy through research and documentation. Strengthening of the National Resource Centre on Child Labour (NRCCL) of VVG NLI to serve as a national knowledge centre on child labour provided an anchoring point for information on child labour, capacity building, research and networking. It also facilitated collection and dissemination of information to target groups including key agencies involved in the convergence process.

Key Activities of Knowledge Centre at VVG NLI

- Connecting link for information flow from local to international level through Child Labour Information & Documentation System (CHILDOS).
- Regular updates to key stakeholders through newsletter-'Child Hope'.
- Web resource on child labour .
- Network of national and state level training institution.

Collaboration with the UN Solution Exchange facilitated the platform to reach a larger audience in order to interact, share, and build trust on the issues pertaining to ECL. It also supported the project in compiling a directory on child labour networks, non-child labour networks and teachers, and various unions and federations. A handy compendium of government schemes for child labourers and their families was also developed.

10.3.2 Development of context specific knowledge products/tools

The project developed various tools and knowledge products which were adapted, contextualized and translated as per state specific requirements. These tools/ products proved vital in building knowledge on the issue of child labour and devising strategic action plans for the convergence process.

Table 10. Selected knowledge products and tools developed for capacity building

Knowledge product/ tool	Targeted audience	Objective
Guidebook for Gender Stereotype Breaking Camps	Institution undertaking awareness about gender pertaining to occupation as part of vocational training	<ul style="list-style-type: none"> To facilitate special outreach to break stereotypes on girls' occupations
Participatory Rural Appraisal Manual	Institutions undertaking awareness about the skill development opportunities in the communities	<ul style="list-style-type: none"> To understand and conduct appraisals using participatory tools
Child Labour Guidelines for Employers	Employers' Organizations	<ul style="list-style-type: none"> To help EOs formulate their own approaches to respond to the challenges of child labour
Trade Union Training Manual	Trade Unions	<ul style="list-style-type: none"> To enhance and strengthen the capacity of TUs to combat and eradicate child labour To facilitate meetings, discussions and training programmes on child labour
Training Manual for Government Officials on Child Labour	Trainers entrusted with imparting training to Government Officials	<ul style="list-style-type: none"> To sensitize on the issue of child labour To facilitate in policies and execution of programmes towards ECL
Training Manual for NGOs and other CSOs on Child Labour	Trainers entrusted with imparting training to NGOs and CSOs	<ul style="list-style-type: none"> To sensitize on the issue of child labour To enhance the role of NGOs and CSOs to support in rehabilitation, retention and education towards ECL
Training Package for Panchayati Raj (local governance) Institutions on Child Labour	Trainers entrusted with imparting training to representatives of PRIs	<ul style="list-style-type: none"> To sensitize PRI members on child labour To help members play a constructive and pro-active role in the efforts to ECL
Directory of Child Labour, Non Child Labour Networks and Teachers Federations/ Unions		<ul style="list-style-type: none"> To provide information on existing networks throughout India.
Compendium of Central and State Government Schemes that Benefit Child Labour Families	State Government Officials	<ul style="list-style-type: none"> To help state governments in facilitating access to various schemes to the child labourers and their families

10.3.3 Strengthening convergence

The extensive training and capacity building of government officials and other stakeholders proved effective in generating interest, creating momentum and gaining commitment to implement the project. It also facilitated in gaining understanding on specific roles, thus contributing significantly for enhancing collaboration and coordination amongst different stakeholders at all levels.

10.4 Necessary conditions for replication

To successfully conduct the capacity building activities it is important that institutional structures are in place, especially at the state (SRC/SMC) and district level (NCLP Society/ DLTF) such that there are lead agencies who can implement capacity building strategies. Another important condition is identification of key stakeholders, assessment of their capacity building needs, and assurance of their participation in the capacity building programmes.

To undertake the technical aspect of the capacity building activities, a project should collaborate with technical institutions that will support in identifying training need areas and will develop tools/training reference materials and other knowledge products. Within the Convergence Project, this included VVGNLI, WPC, Participatory Research in Asia (PRIA), and SRC/SMC.

10.5 How was the practice carried out?

The project had visualized capacity building as one of its core strategies to enhance the convergence process while devising its overall strategy. For technical inputs in terms of identifying gap areas and contextualising technical material to local needs, it collaborated with the technical agency (i.e., VVGNLI). The agency conducted detailed training needs assessment with different stakeholders and developed training/reference materials in accordance to the context of stakeholder and local specific needs.

The implementation mechanism for capacity building activities at various levels was predefined, wherein SRC/SMC took the lead at the state level and the NCLP Society/ DLTF at the district level.

For conducting knowledge management and dissemination activities, the ILO in consultation with MoLE commissioned a research and documentation exercise and collaborated with VVGNLI and the UN Solution Exchange in order to strengthen the existing platform for knowledge creation and dissemination, ensuring optimal outreach and quality.

10.6 Lessons learned

10.6.1 Engaging with national level agencies with subject matter experts facilitates better functioning of the project

VVGNLI is a premier institute with expertise in research, training, education and publication in all labour related issues. It works under the aegis of the Ministry of Labour and Employment, GoI. Specifically, the NRCCL at the institute has been working on issues related to eliminating child labour. VVGNLI has in depth knowledge on the complexities of the child labour issue at the national, as well as the local level, which makes it a centre of excellence. This assisted in facilitating the different capacity building activities in a smooth manner while also enhancing collaboration with different state level resource institutions.

10.6.2 Engaging with a reputable institution assists in building trust


VVGNLI has earned a name for itself in the field of labour issues. Extensive outreach and networking with varied stakeholders has further expanded the significance of this institution. Association with an agency of such repute provided this project with an advantage to function effectively. This alliance led to strategic positioning and improved the accessibility to key stakeholders at the highest levels.

10.6.3 Efficient utilization of existing resources assures sustainability

VVGNLI works with the federal and state governments very closely on the issue of child labour. Furthermore, being supported by the MoLE, the agency has stable linkages with various stakeholders. Under the NRCCL, this autonomous agency has had extensive experience in conducting research, trainings and workshops, providing technical support and networking on child labour issues. The Convergence Project utilized the existing resources and focussed on strengthening these implemented knowledge resources. This assured that the interventions would be carried beyond the project period. To ensure the sustainability of any project and to uphold the long term project objectives, it is necessary to strengthen the available resources.

10.6.4 Creating provisions to engage with institutional set ups of this nature

Working with institutions of this nature demands engagement with the existing internal structure; a structure that often provides low scope for flexibility. Limited human resources and strict systems of functioning and engagement of such institutions with other projects and programmes are some common limitations. These inner processes and systems may act as deterrents for the products to be effective. In order to combat such issues, adequate provisions need to be made to



achieve the set target. For example, external agencies may be engaged in order to overcome the problem of limited human resources in specific subject matters or in certain technical aspects.

10.6.5 Strengthening a multiple layered relationship

To overcome the problem of stringent structures prevalent in institutions like VVGNI, it is necessary for a project to create and develop a strong relationship with such institutions in action. For this purpose, long term planning is required wherein the agencies are identified and relationships are built and strengthened, thereby creating scope for flexibility. This project also needed to develop and strengthen more formal linkages with the State Training Institutes.

11

THE JOINT ACTION FORUM FOR TRADE UNIONS FOR ELIMINATION OF CHILD LABOUR

Sensitization and capacity building of trade unions at national, state and district level leads to formation of a Joint Action Forum of Trade Unions at the state level. Such a forum brings workers' organizations together onto a single platform, whose collective strength has the ability to catalyse the ECL agenda and further the aims of the convergence model.

11.1 When did the practice start and end?

Mobilization of TUs was initiated from June 2012 (National workshop of TUs) and continued until the project end date in June 2013.

11.2 Brief description of the practice

Trade Unions have been actively involved by ILO on issues pertaining to child labour following the implementation of the IPEC programme. With the intent to involve TUs beyond awareness generation, i.e. policy work and direct action, the Convergence Project strategized to create a joint action mechanism of the TUs at district, state and national level. Considering the vast membership base of TUs at the state and district levels, the strategy aimed to converge their efforts to support in project implementation in the selected districts/states.

In the Eastern part of India, in a novel initiative, the TU representatives from Jharkhand formed an informal alliance (Joint Action Forum) with an aim to integrate the child labour issue on its agenda. Similar efforts have also been made in Odisha, and Bihar where such forums are underway and action plans have been devised through joint agreements between the TUs. The ripple effect of this initiative has led to mobilization of TUs in the states beyond the scope of the project. Formation of joint forums has also been initiated in the State of West Bengal and Assam.

11.2.1 Purpose

The Joint Action Forum, comprising of alliances between TUs at the state level, intended to converge TUS with different ideologies to create a group to facilitate collective bargaining and social mobilization at local and national levels.


11.2.2 Elements of the Joint Action Forum

The Convergence Project created an opportunity for the major central TUs to come together and engage their local affiliates to unite forces and address the issues of elimination of child labour at the national, state and local levels through direct action.

At the national level, the project conducted consultative meetings with the five central TUs: All India Trade Unions Congress (AITUC), Bharatiya Mazdoor Sangh (BMS), Centre of Indian Trade Union (CITU), Hind Mazdoor Sabha (HMS), and Indian National Trade Union Congress (INTUC) with a specific purpose of child labour sensitization. Additionally, the project also conducted formal and informal meetings with the individual TU representatives to promote joint action strategy at local levels. To further build the capacity of the TU members on joint action and convergence strategies, a training manual was developed and provided the basis for a national workshop. As a step ahead to formalise the strategy, a second national level workshop was organised to finalise the methodology for formation of a Joint Action Forum in the states. It was decided that at the state level, one national level trade union would take the lead in one state, thus steering the process with the local officials/affiliates of other TUs.

Joint Action Forums Formed	
Project States	Beyond Project State
Jharkhand	West Bengal
Gujarat	Karnatka
Madhya Pradesh	Rajasthan
	Tamil Nadu

At state level, adopting the agenda from national level consultations, workshops and meetings were conducted for sensitization and strategic planning. The rigorous consultation and sensitization process resulted in the formation of formal and informal Joint Action Forums, in the project states and beyond. Three out of five central TUs have taken the lead in the different states and have formulated their action plan to address the issues of child labour in their respective states. As a



strategy, the core agenda taken up by these forums has been to advocate ratification of ILO Conventions Nos. 138 and 182 and create mass community awareness on child labour issues through campaigns and rallies with support from ILO.

11.3 What makes the practice good?

11.3.1 Positioning child labour as a priority agenda for TUs and their affiliates at the state level

Rigorous consultations, sensitization and capacity building activities have helped TUs to develop understanding of child labour issues in a holistic manner and have helped in prioritizing this action. It has also facilitated in creating momentum and galvanizing commitment from their local affiliates to work jointly at state/district levels towards ECL.

11.3.2 Collective action and coordination through convergence to address child labour issues

The Joint Action Forum was successful in bringing both central and state chapters of the TUs to one forum and facilitated strategic planning activities together in a coordinated manner. With support from the Convergence Project, forums both in project and non-project states have devised action plans with state and district level institutional structures to implement the planned activities. Elected representatives (Members of Parliament), Government officials, NCLP representatives and media have attended forum meetings and committed full support in furthering the agenda of ECL in their respective states.

11.3.3 Taking direct action

For the first time, TUs under the banner of a Joint Action Forum were directly planning and implementing activities in the states. This enhanced ownership and accountability, thereby positively contributing to the project objectives. The forum has also planned action to address issues relating to awareness building, enforcement of existing legal provisions, convergence for a comprehensive support system for families with child labourers, and creating momentum towards ratification of relevant Conventions.

Strategic campaigns planned by the Joint Action Forum to address the following agenda

- Ratification of ILO Conventions Nos. 138 and 182
- Enforcement of child labour laws
- Convergence to cover all 24 districts
- Mass awareness building on child labour through campaigns

In West Bengal, the Child Labour Eradication Coordination Committee has submitted a memorandum to the Hon. Minister of the Department of Labour for ratification of ILO Conventions Nos. 138 and 182. Similarly, the forums in Jharkhand, Odisha and other states also organised rallies, prepared and distributed IEC materials and conducted a press conference to create awareness and advocate for child labour issues.

11.4 Necessary conditions for replication

The Convergence Project had the comparative advantage of having all five central TUs as their social partner as well as experience from their previous collaboration under the Andhra Model. The project staff initiated the collaborative process at the national level and further coordinated it through the state and district level. The foremost necessary condition is to have proactive central level TUs, who can further mobilize their affiliates at the state and district levels and can take lead in coordinating direct action at the local levels. To successfully establish such forums, it is vital to conduct consultations and capacity building of these TUs to mobilize the agenda and seek their commitment.

At the state and district level, a similar consultation and capacity building process needs to be followed keeping in view the local context. To formalise the joint commitment, it is also imperative to have a Memorandum of Understanding (MoU) which should be jointly signed by all the trade unions. The MoU should clearly define the strategic directions and highlight the key issues to be taken up by the forum.

To ensure convergence, the forum also needs to include state and district level institutions in their regular meetings to facilitate joint planning and action.

11.5 How was the practice carried out?

For the formation of the Joint Action Forum, the project intervened at the national, state and district levels. At the national level, consultation meetings were conducted to initiate discussions and to mobilize the central level TUs to take the lead. A training manual was also prepared and shared to sensitize the TUs, develop their capacity on the child labour issues and provide them with strategic direction to plan for interventions at state and district levels. Additionally, two national level workshops were conducted to formalize the structure and action plans.

At the state level, meetings were held in which ILO provided technical assistance in formation of the forum and in action strategy planning. The financial support came from within the TUs. The convention led to joint commitments and formation of action plans. The first such convention was held in Jharkhand which led to the formation of a Joint Action Forum in the state.

Considering the strength of collective action, states beyond the scope of the Convergence Project demonstrated keen interest and commitment in replicating the Jharkhand model. Similar steps were initiated in these states for the formation of these forums.



12 LESSONS LEARNED 1: BASELINE SURVEY TO IDENTIFY BENEFICIARIES

The Baseline Survey was undertaken as the first step in the Convergence Project to identify and target the child labourers as project beneficiaries in the ten project districts. This baseline survey was conducted by an external agency, the Centre for Operations Research and Training (CORT) which developed standard methods and tools in close consultation with the ILO and was validated by SIMPOC. The findings of the survey were presented to the project implementation partners at the state and district levels. However, the findings of the survey in terms of the number of reported child labourers that were found was disappointing when the project implementation teams started the interventions. According to project implementation teams, approximately 75% of the children were not traceable or over the age limit. Subsequently, the districts had to conduct the survey with the help of local level agencies and volunteers. This document shares the approaches used in the baseline survey, the challenges faced and the lessons learned to strengthen survey strategies in similar projects in the future.

12.1 Location and duration of baseline survey

The baseline survey was conducted by CORT in 10 project districts of Bihar (Sitamarhi and Katihar), Gujarat (Surat and Vadodara), Jharkhand (Ranchi and Sahibganj), Madhya Pradesh (Ujjain and Indore) and Orissa (Cuttack and Kalahandi) between May and September 2010. The survey and sampling methodology was approved in district and state meetings between May and June 2010. Data collection was conducted in the project districts from August to October 2010. CORT shared the survey findings with MoLE in the beginning of October 2010. A second round of district meetings was organized for sharing beneficiary lists with district officials from October to December 2010.

12.2 Brief description of the baseline survey

The baseline survey was conducted to ensure planning and implementation of the Convergence Project at the district and block levels.

12.2.1 Purpose

The purpose of the beneficiary baseline survey included the following:

- to prepare a beneficiary listing of children in the age group of 5-14 years working in hazardous sectors and their families;
- to identify all non-working siblings of children engaged in hazardous work;
- to list all parents from identified child labour families for initiating family rehabilitation from each district;
- to identify all children who are 14 from NCLP schools in the identified baseline survey areas for providing vocational skills and development trainings;
- to capture an overview of the magnitude of the child labour problem in different sectors and the causal factors that propel children to work.


A District Level Task Force (DLTF) was set up under the chairmanship of the District Magistrate/Collector. The DLTF provided assistance to CORT in conducting the survey and providing assistance in identifying habitations prone to child labour. The survey agency worked in close collaboration with the district and local partners (EOs, TUs and CSOs).

12.2.2 The survey tools

Four types of survey tools were developed to collect data on child labour in the primary sampling units. These included questionnaires for children, for their parents, for the village/community and for the employers of the child labourers.

Snapshot of survey tools

- Children questionnaire: Covered the profile of child labourers and the overall work and environment.
- Parent questionnaire: Examined information related to demographic characteristics as well as parents' opinion with regard to working conditions of their children.
- Employer questionnaire: Profile of the child labourers in terms of their age, nature of work, wages paid and working conditions.
- Community questionnaire: Assessed socio-economic and demographic characteristics to understand the relationship between the development levels of the community and the child labour situation.




In total, CORT identified 18,905 children in 10 project districts and the survey findings were shared with district and state officials from October to December 2010. The final baseline report was submitted in October 2011.

12.3 Events leading to the lessons learned

The findings of the survey agency were disputed during the verification of the raw data by the district level authorities. Finally, only 25% of the beneficiary children listed by CORT could be traced and enrolled in project interventions. The reasons cited for the mismatch was believed to be the time gap between the survey and the re-verification process. During this time, children and their families could have migrated or children had become older, i.e. over the age of 14 years. Further identification exercises were undertaken by district level teams until March 2011 to reach the planned number of child labourers in the districts. As only 25 % of the children were identified, questions were raised over the methods used by the survey agency. The mismatch in the findings also negated the purpose of executing a baseline survey for identifying child labourers in the project districts.

12.4 Lessons learned from the baseline survey process

- There should be a common agreement with regard to the definition of child labour amongst all the key stakeholders before the survey is started. This should also be clearly reflected in the tools, manuals and guidelines.
- Even after engaging with district level officials during the survey, there is a possibility that the findings are acceptable. This as a risk needs to be identified in the beginning of the survey process and adequate risk assurance measures need to be undertaken in consultation with the district level officials.
- As the district level authorities conducted a re-survey that consumed a considerable amount of time and resources, it would be more efficient to utilize the same agency for tracing/verification in close collaboration with the district level officials. There is a need to have an integrated mechanism and resource allocation for tracing back the beneficiary by the same agency that undertook the baseline survey.
- Use of local resources (i.e., data collection team) for data collection facilitates in accurate identification of beneficiary locations and for tracing/ verification.

- 
- Strategic consideration of listing beneficiaries (between the age of 5-14 years) vis-à-vis lead-time to initiate project interventions. The baseline should keep in consideration that children who are between the ages of 14-15 years will be excluded by the time of the implementation phase as they will have crossed the legal age as mandated under the Child Labour Act. Similar consideration can also be made for children at age 4 who will be soon enter the legal age bracket for inclusion in the project action phase.

12.5 Who can use the lessons learned

Lessons learned represent significant outcomes of project initiatives assessed by reflecting on what did and did not work effectively. These ideas are imperative to knowledge building for future action towards the elimination of child labour. In this case, as many ILO-IPEC projects are assigned with the task of undertaking a baseline survey as a preliminary step to identifying potential beneficiaries, this lesson learned will provide valuable insight for technical experts in future projects. Furthermore, as many of these projects are implemented in collaboration with national and local governments, this lesson learned can be shared with government officials and representatives in future child labour surveys and similar initiatives. It therefore proves important that ongoing and future child labour projects in India and other countries take note of this lesson learned for adequate risk assurance measures.



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

**ILO Decent Work Team for South Asia and Country Office for India
Theatre Court, 3rd Floor, India Habitat Centre, Lodi Road
New Delhi 110 003, India
Tel : +91 11 24 60 2101
Fax: +91 11 24 60 2111
email: delhi@ilo.org
www.ilo.org/newdelhi**

www.ilo.org/ipec

ISBN 978-92-2-127186-4



9 789221 271864