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Final Independent Review



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NOTE ON THE REVIEW PROCESS AND REPORT

This Final Independent Review was managed by ILO-IPEC's Evaluation and Impact Assessment section (EIA) following a consultative and participatory approach. EIA has ensured that all major stakeholders were involved throughout the review and that the review was carried out to highest degree of credibility, methodological soundness and independence and in line with established evaluation standards.

The review was facilitated out by an external consultant¹. The field mission took place in May and June 2013. The opinions and recommendations included in this report are those of the reviewer based on the views and perspectives of the stakeholders who participated in the review and as such serve as an important contribution to learning and planning without necessarily constituting the official perspective of the ILO or any other organization involved in the project.

Funding for this project review was provided by the United States Department of Labor. This report 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).

¹ Smita Premchander

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Abbreviations

APSBP	Andhra Pradesh State Based Project
BOCWFB	Building and Other Construction Workers Welfare Board
BPL	Below Poverty Line
CACL	Convergence Against Child Labour – Support for India’s Model Project
CLMS	Child Labour Monitoring System
CO	Country Office
CSOs	Civil Society Organizations
DBMR	Direct Beneficiary Monitoring and Reporting
DGET	Directorate General of Employment and Training
DLTF	District Level Task Force
DSDC	District Skill Development Committee
DWCD	Department of Women and Child Development
DWCP	Decent Work Country Programme
ECL	Elimination of Child Labour
EIA	Evaluation and Impact Assessment section of ILO/IPEC
EOs	Employers’ Organisations
ERC	Education Resource Centre
GOI	Government of India
ILO	International Labour Organisation
IMC	Inter-Ministerial Project Review Committee
INDUS	India – United States Child Labour Project (“Preventing and Eliminating Child Labour in Identified Hazardous Sectors”)
IPEC	International Programme on Elimination of Child Labour
ITI	Industrial Training Institute
JBY	Jana Shree Bima Yojana
KAP	Knowledge, Attitude and Perceptions
KSBP	Karnataka State Based Project
MES	Modular Employable Skills
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MHRD	Ministry of Human Resource Development
MOLE	Ministry of Labour and Employment
NAC	The National Advisory Council
NCLP	National Child Labour Project

NCPCR	National Commission for Protection of Child Rights
NGOs	Non-Governmental Organisations
NPM	National Project Manager
NRLM	National Rural Livelihood Mission
NSC	National Steering Committee
NYK	Nehru Yuva Kendra
OPEPA	Odisha Primary Education Programme
PRIs	Panchayati Raj Institutions
Prodoc	Project Document
PRSP	Poverty Reduction Strategy Paper
PTA	Parents and Teachers' Association
RSBY	Rashtriya Swasthya Bima Yojana
RTE	Right To Education Act, 2009
SAP	State Action Plan
SC	Scheduled Caste
SDIS-MES	Skill Development Initiative Scheme – Modular Employable Skills
SLI	State labour Institute
SLMC	State Level Monitoring Committee
SPSC	State Project Steering Committee
SRC	State Resource Centre
SSA	Sarva Shiksha Abhiyan
TEC	Transitional Education Centres
TOR	Terms of Reference
TPR	Technical Progress Report
TU	Trade Union
UNCRC	United Nation Child Rights Convention
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VLMC	Village level monitoring committee
VT	Vocational Training
VTP	Vocational Training Providers
VVGNLI	V. V. Giri National Labour Institute

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As in any final review of a very large and complex project, opinions vary widely. Even as I respect and take on board all that was shared with me, I take responsibility for the overall assessment, which I have based on the documented evidence I read, and what I saw and heard in the field from all the stakeholders, especially the children and their parents, who are the final beneficiaries of this Project.

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Smita Premchander

Executive Summary

Introduction

The Convergence against Child Labour – Support for India’s Model Project (the Convergence Project) is a pilot initiative of the International Labour Organisation (ILO) in partnership with the Ministry of Labour and Employment, Government of India (MOLE, GOI). The project aims at developing an operational framework for ‘convergence’ of the government resources available under different schemes and programmes to target the agenda of elimination of child labour (ECL) while addressing its root cause, i.e. poverty.

Accordingly, the Convergence Project has four immediate objectives:

1. By the end of the project, an effective Convergence-based model for elimination and prevention of child labour, including trafficking/migration of children for work, has been demonstrated in two districts in each of five States, namely Bihar, Gujarat, Jharkhand, Madhya Pradesh, and Odisha.
2. At the end of the project, state-level capacities to coordinate action against child labour and support converging interventions at district level have been enhanced.
3. By the end of the project, a strengthened enabling environment for the prevention and elimination of child labour will be in place at the National level to take the convergence model to scale.
4. By the end of the project, workers and employers’ organisations will have capacity to actively participate and promote the convergence model at district, state and national levels.

The district level activities of the project involve focusing attention on child labour, including those withdrawn from it and those vulnerable to it. The project involves extending support for education to these children, and vocational training to adolescent workers and their siblings. The Project aims to converge government schemes for child care, education, vocational training, social protection and poverty alleviation in order to meet the multiple needs of low income and marginalised households affected by child labour. Enabling access to entitlements and government welfare schemes for all these support services is a key objective of the Convergence Project.

The project is financed by the US Department of Labour (USDOL) and is being implemented in 10 districts spread over 5 States. The project started on the 30th September 2008 and is scheduled to end on the 30th June 2013.

Review objectives and methodology

A comprehensive independent evaluation of the Project was completed in December 2012. Following close after the interim evaluation, this final independent review will update the information on the achievement of key outputs and objectives and assess the development of the convergence model and its continuity and replication by state partners. In keeping with the evaluation objectives of ILO/IPEC projects, the review will be of utility in promoting organisational learning and planning for all stakeholders and partners in the project.

ILO evaluation policy and IPEC evaluation approach require evaluations to guide decision making processes for managing ILO’s work and furthering goals of its accountability, social justice and fair globalisation. A participatory consultation process was followed to determine the final Terms of

Reference for this review to enhance the relevance and usefulness of the evaluation to its constituents and the intervention stakeholders. The review requires sex-disaggregated data, considers the different needs of girls and boys, and takes on board ILOs guidelines on ethical considerations when conducting research with child labourers.

The methodology included a desk review of project documents, direct field level observation, and interactions with all categories of project stakeholders and partners during review briefings, semi-structured interviews, focussed group discussions, and participation in State level workshops already scheduled by the implementing agencies at the time of the reviewer's field visits.

The stakeholders included in the discussions were: the MOLE, Directorate General of Employment and Training (DGET), senior officials of the State departments of Labour, district officials, Non-Governmental Organisations (NGOs) and government staff responsible for National Child Labour Project (NCLP) schools, ILO senior management, ILO project staff, project staff recruited by the implementing partner departments, and staff of other relevant government departments. The field visits covered two of the ten districts of the programme in two of the five project States, Madhya Pradesh and Odisha. Discussions were held with the children, adolescents and the parents who are the Project's direct beneficiaries.

The Project experiences are supplemented with lessons learned from other convergence-related projects of the Indian government and with two other UN agencies, United Nations Development Programme (UNDP) and United Nations Children's Fund (UNICEF).

Effectiveness

Outputs of the education component

Targeted number of beneficiaries: The Project targeted around 19,000 children (half female and half male) who were to be withdrawn or prevented from child labour. This target was achieved by March 2013, with the Project reaching 19,740 children, of which 10,280 (52%) were girls and 9,460 (48%) were boys. Six of the ten districts just reached the targeted number. In the other four districts, the child labour surveys did not tally with the timing of the Project intervention, (these surveys are mandated at specific intervals by the national child labour scheme), and the Project extended its reach to the number existing and identified by the NCLP societies at the time of intervention, resulting in over or under-achievement compared to the target.

Direct benefits of education were provided through key interventions that included:

1. Enrolling children in Anganwadi Centres (AWCs), when below the age of 6 years;
2. Enrolling directly in government schools when in the age group of 6 to 8; and
3. In the age group of 9 to 14, admitting them to special schools sanctioned under the National Child Labour Project of the Ministry of Labour and Employment (MOLE). Over 500 AWC teachers in the ten pilot districts were sensitised on the issue of child labour, and linked to formal school teachers for smooth transition of vulnerable children to formal schools. The NCLP teachers received sensitisation and life-skills trainings, and pre-vocational teaching material in many of the NCLP schools was formalised and made into easy to use modules. Work education was an additional component introduced by the Project for adolescent children, for which facilities were provided in 10 lead schools in each district. The work-education and life-skills training introduced by the Project increased the motivation of students as well as teachers.

Vocational training

The vocational training element of the project targeted children of 14 to 17 years of age, with the objective of providing them with marketable skills. The Skill Development Initiative Scheme- Module Employable Skills (SDIS-MES) was identified for convergence. The goal was to train 200 children in each district including children from NCLP schools and bridge schools, their siblings, and other children from families vulnerable to child labour.

Against this target of 2,000, 1,388 children were reached by the end of March 2013 and 1,644 by May 2013. Gender dis-aggregated figures are available for 966 of the trainees, of which 53% are girls.

The benefits of the training cannot yet be judged, as the trainings have very recently been completed, and some assessments have been made while others are due. The early impacts show increased confidence among the children and motivation among parents and children to seek better skills and livelihoods.

The vocational training component of the Project has been greatly strengthened by the good coordination between the Project and DGET, MOLE, and the interest and willingness of DGET to see and solve the field level problems as they emerged. Where government Industrial Training Institutes (ITIs) were not able to admit child workers to their training programmes because they did not have the requisite educational background, these requirements were relaxed, and special batches made for training this group. The teaching was made easier and slower to match the pace at which the children could learn. Private Vocational Training Providers (VTPs) were registered and authorised in several districts where the ITIs were far away, although this process was time consuming.

Family linkages

A third component of the Project's activities at the district level was to link them to various government schemes for social protection and poverty alleviation, which would have a preventive effect on child labour.

Against a target of 500 families per district, a total of 5,000 families, the Project identified 6,218 families, filled forms for 6,083 families and 4,437 families were effectively linked. The first positive response was from the Building and Other Construction Workers Welfare Board (BOCWFB), which is part of the State's Labour Department. All those who work in the construction sector could be made members and became eligible for BOCWFB schemes. Job cards were made for access to work under the Mahatma Gandhi National Rural Employment Scheme (MGNREGS). Medical and life insurance cover was obtained, and widow, old age pensions and housing for the poor were accessed from government promoted schemes.

As the work on family linkages was started later than the education and vocational training components, it was done under time pressure. While the process of convergence has emerged from many of the districts, the streamlining varies across districts. The convergence processes for family linkages can be effectively mainstreamed at the district level, and replicated across the State, an agenda that can be carried out by the State Resource Centres (SRCs) under the oversight of the respective Labour Commissioners of each State.

Attention to gender differences

In general, the Project demonstrates an understanding of gender differences in its design and implementation, which takes on board the particular constraints that girl children face in continuing education. In the education component, monitoring data was gender dis-aggregated; however, such segregation was not available for one-third of the vocational training beneficiaries. Girls were, however,

given special support for attending vocational training: when parents were wary of sending them to vocational training institutes NCLP (NGO²) staff accompanied them to the trainings. Trades were also offered according to the different interests of girls and boys, constrained only by the availability of trades with the training providers. Women were also targeted with income generating support for the family linkages component; although gender segregated information was not maintained. A special tool was developed for attention to gender differences in the implementation of training.

Withdrawal of migrant and trafficked children

The Project aimed to withdraw migrant and trafficked children (5 – 14 years) from hazardous work and provide them with counselling, education and support services as needed. The progress on this has varied across districts. In some cases, such as Cuttack, NGOs have taken the lead in identification, rescue, counselling and sending them back to their parents. In other cases, such as Bihar and Madhya Pradesh, the State government has led the raids, set up help lines, and attended to the rehabilitation needs of the children. Two critical issues deserve attention: the first need is to find short stay homes for the children, and these facilities need to be increased as well as upgraded, for which continued collaboration is needed at the State and national level. Secondly, the due legal process demands prosecution and follow up, which alienates not only the employers but also the children and their parents. The choice between the legal prosecution route and the collaborative prevention route needs to be better understood, with the underlying issues being debated and discussed. This is a task that could be taken forward beyond the current Project.

Influencing the enabling environment

The project has facilitated the setting-up of a national resource centre for research, training, and networking on the issue of child labour at the V.V. Giri National Labour Institute (VVG NLI) in Delhi. The Project helped to develop websites on child labour for State governments. Jharkhand is fully completed, and others are nearly completed. The Project has developed and adapted several tools for training and awareness on child labour for employers' organisations, trade unions (TUs), teachers, NGOs, Panchayati Raj Institutions (PRIs), government officials, enforcement officials and media. Subject guidebooks were developed on Gender Stereotype-breaking camps and Participatory Rural Appraisal and Life-skills training. The Gender Community of the Solution Exchange knowledge sharing initiative of the United Nations Country Team in India prepared compendiums on networks of organisations related to child labour, central and state government schemes, and a compilation of case studies. Research studies have been commissioned to understand knowledge attitude and perception of beneficiaries on adolescent and child domestic workers, migration and trafficking of children, effect of MGNREGS on child labour, and alternate technology ideas for substituting child labour. Once uploaded, these will be available for use, however, their acceptance, ownership and likelihoods of use among various stakeholders is not known.

Working with social partners and UN agencies

Two areas of relative weakness in the Project relate to involvement of social partners and links with other UN agencies. Although TUs are part of the District Level Task Force (DLTF), and have participated actively in awareness campaigns, they could have played a stronger role in the convergence processes. Similarly, while the Project engaged with existing employers' associations, it did not strategise contacting or influencing informal sector employers, such as brick kilns or small hotel owners.

² NCLP schools are managed by NGOs with grant support from the government

Follow up on recommendations of interim evaluation

The recommendations towards making an exit strategy, were not followed, leading to the Project closing some activities while continuing others until the end of May. Given that the purpose of the Project is to learn lessons from convergence processes, the time is too short for reflections and strategizing for scale-up and replication.

The recommendation relating to linking the Education Resource Centres (ERCs) with Nehru Yuvak Kendras was followed, especially in Odisha, yet the sustainability of ERCs has proved difficult.

The recommendations relating to sharing of lessons learned through workshops were partially taken up, as it was possible for the Project to do some State level consultations, and one or two national ones. A workshop with staff of implementing agencies and partners from all States could not be organised, especially one on experiences of all direct interventions: education, vocational training and family linkages. The issues relating to families with child labour not having the eligibility for many government schemes or possessing Below Poverty Line (BPL) cards, could not be discussed. Similarly issues regarding provisions of the NCLP scheme, convergence processes for family linkages could not be discussed. The capitalisation of lessons emerging from the Project is a task that will need to go beyond the Project period.

Significant efforts were put on sustainability by some States, especially of the State structures. A significant follow up of the recommendations was related to resourcing of the State Action Plans (SAPs), resulting in at least three States being able to continue the SRC with key staff: Gujarat, Madhya Pradesh and Jharkhand.

Discussions with the Ministry of Labour, at the national level, about the features of the Project that could be sustained or scaled up, and other experiences of the Convergence Project, could not be held.

Sustainability and replicability

The sustainability of some aspects of the Project has improved greatly since the interim evaluation. This is largely due to the interest taken by the Labour Commissioners of the State, who have taken several experiences on board and scaled them up. An instance is the directives issued by Jharkhand Labour Commissioner for the enumeration and enrolment of all child labourers in all the districts of the State.

An impressive example of mainstreaming comes from the SDIS-MES of the DGET, which has taken steps to make the scheme more inclusive. The lessons from the Convergence Project came alongside other feedback that the DGET's office in Delhi receives from the field, therefore the whole change cannot be attributed to the Convergence Project. The internal feedback processes of the government scheme made it easier to take on board the feedback arising from the Project, and amend the scheme in a way that it has made it more inclusive for all low income households, as also for those with, or vulnerable, to child labour.

The Project has brought out many lessons for Convergence Against Child Labour that are being documented. The Project has had strong partnerships (for instance between the labour and the education department), and has benefited from the capacities of the Indian government at national and State level, and of the many implementing partners, NGOs, Civil Society Organizations (CSOs), and social partners in India. The lessons need to be actively shared first among the partners and stakeholders of the Project, and then more widely with other departments, and those interested in advancing convergence processes. While many lessons are valuable for similar projects in other South Asian countries, such project design

will need to be adapted to the local context with regard to the capacities, resource and orientations of the government and other partners in those countries.

Lessons learnt

The Lessons from the Education Component: The first lessons for convergence related to the process of identification, which needs ownership and control at the local level with the NCLP societies. A good practice that emerged, especially from Odisha and Gujarat, was the coordination with the Education Department for tallying the names of children and maintaining a jointly monitored data base for working and vulnerable children. The coordination and links made by the Project and implementing agency staff with different departments (e.g. Departments of Education, Women and Child Development (DWCD), health), NGOs and CSOs helped to sensitise and engage a wide range of stakeholders by enabling support to the children. The child tracking system introduced by the Project, based on the ILO/IPEC Direct Beneficiary Monitoring and Reporting (DBMR) system, has been widely appreciated, and a digitalised system was requested by the State governments. While this has not been done, the system will be scaled up to the state level at least in the State of Jharkhand. The Child Labour Monitoring System (CLMS) at the ground level is vitalised at the Village, block and district level in some of the districts. The performance varies across districts; a good practice has been developed in Ujjain as well as in Cuttack, which can be replicated.

Lessons from the Vocational Training Component: A lesson emerging from the Project was that the children need basic training, followed by a module of advanced skill training in the subject of their choice. This needs to be supplemented by soft skills, and finally, a tool-kit that is not part of the MES scheme, but provided by the Project. Alongside these lessons from the Project, the DGET has been receiving similar feedback from other districts where the scheme is implemented, and proposes to re-design the scheme to take care of all these considerations.

Children from low income families, and adolescents, especially girls, find it difficult to travel long distances, because of the transport costs. The DGET has decided to revise the scheme to provide residential facilities wherever possible, or reimburse transport costs to children who have to cover long distances to attend the MES trainings. In addition, teaching and assessment fees have also been waived for children from low-income families.

A negative fall-out may arise from the fact that many of the children did not complete the trainings, up to a level where they can be employable. Given the realisation that children withdrawn or vulnerable to child labour need three modules of training as well as tool kits, the completion of the pilot would require that the 2,000 children targeted should have completed the whole process. The failure to see the vocational training of these children to completion will disappoint those children and parents, whose aspirations have been raised.

Lessons from Family Linkages: The eligibility for most official schemes for social protection is the BPL card, which most vulnerable families do not possess. The implementing agency staff in the districts worked as catalysts to get these cards, but were constrained by the need for documents such as income certificates, or by the fact that additions to BPL lists in a State can only be made periodically and at the instance of the central government. The activity requires significant effort in creating awareness, getting the right documents to apply for benefits, and follow-up with the departments from which assistance is sought.

Recommendations

As the Project will close on June 30, 2013, a few key recommendations arise for its closure, and for future projects designed for prevention and elimination of child labour through convergent processes. The recommendations concern all the three key stakeholders: The MOLE, GOI and the ILO Country Office (CO) and the USDOL. They are presented in three sets: Unfinished activities, using outputs of the Convergence Project, and recommendations for design of another project.

Unfinished activities

1. **Completing Unfinished Activities:** The Project needs to find a way to ensure that those who are mid-way through vocational training get full training (basic, advanced, and soft skills) and provision of a toolkit at the end of their training. The Project needs to ensure that the ITI's and private training providers make a plan and a financial budget to complete this commitment, so that the beneficiaries do not suffer the negative impacts of incomplete training.
2. **Follow up and support for migrant and trafficked children:** There is a need to augment the number, quality and capacity of short stay homes for children withdrawn from being migrated or trafficked for work. This will need collaboration between the State and national governments, and across departments (Labour, Social welfare, Women and Children).
3. **Enhancing Mainstreaming Impact:** In order to retain the benefits from the project, it will be important for the government to mainstream the structures that will sustain project activities not only at the State level, but also at the district level, by appointing/ retaining or deputing three key staff with the specific objective of prevention and elimination of child labour. These may be resourced through the SAPs, or through the central MOLE, as a special provision, or provision under the NCLP scheme.
4. **Debates and discussions on alternate strategies for withdrawal of child labour:** In projects and programmes which seek to eradicate child labour, the choice between the legal prosecution route and the collaborative prevention route needs to be well understood. A strategy that balances and makes use of both paths, would help those withdrawn to get justice, and would help prevention as well.
5. **Documenting Convergence Processes:** The Project has several positive lessons and challenges it faced in the facilitation of convergence processes. The processes developed so far for convergence for facilitating; education, vocational training and family linkages, need to be well documented and shared across agencies facilitating convergence among government, NGOs and UN agencies.

Using convergence project outputs

6. **Streamlining Knowledge Sharing:** The country office of ILO needs to review all the material on child labour, the manuals it has produced, and streamline them to ensure that the latest and most updated ones are made available through the ILO and the Knowledge Centre's websites. The technical backstopping for this can be provided by the ILO-CO.

Design of future projects

7. **Long term training to adolescents:** When adolescents have been withdrawn or vulnerable to child labour, they need vocational training up till the age and a level where they can be gainfully employed. Long term training solutions were not part of the current project and still need to be piloted.

8. **Attention to gender and inclusion aspects:** A new project could have a special component for support (economic, medical or social) to the families of single parents, or those with need for mental health support. It could include a provision for attending to specific problems faced by girls/ women in accessing official or project support, such as enabling them to travel from villages to district towns, or holding classes for them in the villages.
9. **Role and contribution of each partner:** A pilot project to eliminate child labour has interventions in many fields, with The type of support that a project needs from external resources also needs discussion, as the government at all levels only needs more staff, technical assistance and funds for piloting specific initiatives and areas which are not funded by official funds, such as awareness campaigns and organisation building.
10. **Scale of Pilot Projects:** The next pilot in the field of Convergence against Child Labour could focus on elimination of child labour from a particular geographic area, such as a district. This could involve Panchayati Raj Institutions (PRIs) at the grassroots level, making Panchayats child-labour free, and aggregate over a district all the lessons learned. The idea could also be designed at the State level, should a State government be interested in piloting such a project.
11. **Geographical Focus:** In case of another project in the area of convergence against child labour, it would be useful to take the focus away from a targeted number of beneficiaries, to district-wide coverage, with the intention of making a district child-labour free. Such a pilot could be over a smaller geographical spread, focus strategies decided and implemented through participatory processes, including several theme-based interactions at various levels (district, State and national) to enable strategy development, troubleshooting, and replication.
12. **Duration of the Pilot Project:** Such a programme could be longer in duration, seven to eight years, to give sufficient time for completion of every aspect of the pilot project.

Figure 1: Meetings with parents of beneficiary children



1. Background to the project and the independent review

1. The Convergence Child Labour Project is a pilot project that aims to facilitate the development of an effective model for the Elimination of Child Labour (ECL), with a focus on child labour and their families, based primarily on key initiatives and schemes of the Government of India (GOI). The Convergence model involves concentration (focusing) of the major government initiatives and programmes relevant to child labour – poverty alleviation, education/training, enforcement, and social protection -- on child labour-affected families, and coordination amongst governmental agencies and other partners, for effective prevention and elimination of child labour.
2. The Convergence Project strategy involves implementation at the national, State and local levels, and building a ‘Convergence Model’ using the existing governmental structures (or by creating new structures within the mandate and framework of the government), policies and schemes and linking them as ‘resources’ for the key interventions planned to eliminate child labour. The other key non-governmental partners and International Labour Organisation’s (ILO) tri-partite constituents (government, trade union TUs and employers) are also linked to make the structures sustainable. The Convergence project is funded by the United States Department of Labor (USDOL) with a grant of US\$ 6,850,000 and started in September 2008. The completion date is 30 June 2013.
3. The Convergence Project arose from recognition by the GOI that poverty is the root cause of child labour and that it can be resolved through convergence of the various poverty alleviation programmes, with a family-centric approach, to keep the child away from work. The Convergence Core Committee of MOLE, GOI, highlighted the need for a workable methodology to effectively implement the concept of Convergence with regard to Elimination of Child Labour, and requested ILO to provide the necessary technical support. At the same time, it envisaged that each of the government bodies having responsibility for an area critical to child labour – labour, education, social welfare, and economic development – will contribute their respective expertise and resources to address child labour in a coordinated fashion.
4. The development goal of the Convergence Project is ‘To contribute to the prevention and elimination of hazardous child labour, including trafficking and migration of children for labour’. The Project has four immediate objectives:
 1. By the end of the project, an effective Convergence-based model for elimination and prevention of child labour, including trafficking/migration of children for work, has been demonstrated in two districts in each of five States, namely Bihar, Gujarat, Jharkhand, Madhya Pradesh, and Odisha.
 2. At the end of the project, state-level capacities to coordinate action against child labour and support converging interventions at district level have been enhanced.
 3. By end of the project, a strengthened enabling environment for the prevention and elimination of child labour will be in place at the National level to take the convergence model to scale.
 4. By the end of the project, workers and employers’ organisations will have capacity to actively participate and promote the convergence model at district, state and national levels.
5. The district level pilot involves the following key activities:
 - a) Withdraw and prevent 19,000 children (between 5-14 years) from hazardous work

- b) 2,000 working adolescents (from 14 through 17 years of age) to benefit from training, awareness raising and links to employment
 - c) 5,000 target families to receive support and training to improve their incomes by being linked to other poverty alleviation schemes.
6. The districts selected for the pilot project are: Sitamarhi and Katihar in Bihar, Surat and Vadodara in Gujarat, Ranchi and Sahibganj in Jharkhand, Ujjain and Jabalpur in Madhya Pradesh and Cuttack and Kalahandi in Odisha.
 7. ILO considers evaluation and review an integral part of the implementation of technical cooperation activities. The Project Document provides for a mid-term evaluation and a final independent evaluation to be carried out in consultation with the donor, ILO's International Programme for Elimination of Child Labour (IPEC) and MOLE. The mid-term evaluation was carried out in October 2012 and was planned and implemented as the main evaluation of the project. Termed as an Interim Evaluation, it was an extensive evaluation carried out by a team of three independent evaluators. The field visit covered six of the ten districts of the project in all five of the project states.
 8. The objectives of this Final Independent Review are to follow up on the interim independent evaluation, with further documentation of achievement and identifying contribution to impact, in particular providing a perspective on the experience with the convergence model. The review does not touch on project design issues as they were evaluated in detail in the interim evaluation. The specific objectives are as follows:
 - Update the findings of the Interim Evaluation on the delivery of services to children and adults;
 - Identify and review key issues in exit strategy and progress towards sustainability, including the continuation or conversion of institutional structures used by the project to promote convergence, the utilisation of child and family benefit tracking systems, status of SAPs and systems to link vulnerable families with existing government schemes;
 - Identify opportunities for replicating the convergence model in additional districts within the project states and in additional states;
 - Review the on-going documentation of the project implementation including the process for documenting the convergence model and its dissemination;
 - Review the documentation on good practices to highlight emerging good practices and possible innovative approaches;
 - Identify lessons learnt that can contribute to the Government of India's further work on convergence and for ILO/IPEC and USDOL.
 9. The review looked at the programme as a whole, including relevant issues of implementation, the development of the convergence model and its continuity and replication by state partners, lessons learnt, and recommendations for future programmes.
 10. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners of the project. As per ILO evaluation policy and IPEC evaluation approach, a participatory consultation process was followed to determine the final Terms of Reference for this review (These are given at Annexure 1 of this report).

2. Approach and methodology

2.1 The review approach and principles

11. ILO's evaluation policy is aligned with international standards within and outside the UN, and its key guiding principles are to increase transparency and accountability for achieving the ILO's strategic objectives and to promote organizational learning and quality improvement. External independent evaluations focus on tracking performance, identifying potential for improvement, and providing feedback on insights and lessons learned to the planning and programming of future activities of the organisation.³ An important concern of ILO is to achieve greater policy learning from project and country program evaluations.⁴
12. The evaluation follows the specific ILO-IPEC Guidelines and Notes, it addresses the overall ILO evaluation concerns especially effectiveness, efficiency and sustainability. Gender concerns will be addressed by soliciting sex-disaggregated data and different needs of girls and boys, and of marginalized groups targeted by the programme⁵. The guidelines on 'Ethical Considerations when Conducting Research on Children in the Worst Forms of Child Labour' ILO 2003 will be taken into consideration while asking questions to children at work or withdrawn from child labour.
13. The main users of the Review are the Government of India at the national, state, and district levels to inform their own convergence process in an effort to reduce child labour, and the project, ILO and the donor. The review is intended to be a document that would be of use to these key stakeholders.

2.2 The review methodology

14. The final independent review has been carried out by the consultant who was the Team Leader for the Interim evaluation carried out earlier. This had the strategic advantage that the reviewer was familiar with the project, and the Project team would not have to invest time informing her of the design and objectives of the Project. Another important benefit was that as the evaluator had visited three of the Project States earlier, it became possible to have a comprehensive view of the Project, with additional visits to the two States not visited earlier.
15. The review consisted of two phases, the first being a preparatory phase, and the second the implementation of the review, during which field visits were undertaken, stakeholder consultations held, and the draft report prepared and finalised.
16. A two week **Inception phase**, from 7 to 20 May 2013, consisted of a review of secondary data sources, including background documents of the project. Telephone calls were held with a few key stakeholders to understand their expectations and concerns about the final review: EIA-IPEC (Evaluation and Impact Assessment section of ILO/IPEC), and ILO, Geneva; USDOL, Washington; and Project Manager, ILO, Delhi. These informed the planning of the review, including the field visit schedule. (The schedule followed is given at Annexure 2.1).

³ ILO policy guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations, International Labour Office, Evaluation Unit (EVAL). - Geneva: ILO, 2011

⁴ Maurer, Ralph, 2012. Lessons Learned: Utilizing lessons learned from ILO project evaluations in policy decision making. March i-eval THINK PIECE, No. 1 - Lessons Learned. Geneva: International Labour Office, Evaluation Unit

⁵ ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

17. The final independent review was implemented from May 20 to June 15, during which field visits were undertaken, and interviews were conducted with key stakeholders at national, state and district levels, including beneficiary children and families. The categories of stakeholders are as follows:
 - International (Donor, ILO Geneva)
 - National level (Government and ILO-Convergence project staff)
 - State Level (Government and Convergence project staff, wherever possible)
 - District level (Government and Convergence project staff, wherever possible)
 - Children, their parents and extended families
 - ILO's tripartite partners (Trade Unions, Employers' Associations)
 - Other partners (NGOs, public and private training institutions)
18. In addition to the stakeholders directly related to the project, meetings were also held with key people in the UN system, e.g. UNDP and the National Rural Livelihoods Mission (NRLM) programme of the government, working with a convergence approach in order to assess the potential for cross-learning and replication arising from the project. These meetings involved:
 - UNDP Delhi, senior management overseeing convergence projects
 - Senior officials of NRLM programme, Delhi, Bihar
19. The list of stakeholders interviewed is given in Annexure 2.2.
20. **Field Visits:** Field visits were undertaken to two of the five states: Madhya Pradesh and Odisha. An initial intention was to select the States on the basis of level of integration of the Project-promoted processes with state structures. However, this was difficult to discern, as different aspects of the Project are better integrated in different States. Secondly, many of the officials occupying the posts critical for the Project's sustainability and replication, e.g. the Labour Commissioner at the State level and the Collector at the district level have changed recently. This has altered the prospects of the sustainability of Project processes beyond the Project period in each State.
21. The choice of States has therefore, been made on the basis of the evaluator's understanding and visits made in the interim evaluation. The evaluator had visited three States during the interim evaluation, Bihar, Jharkhand and Gujarat, and visited the remaining two States during this review: Madhya Pradesh and Odisha. Thus the logic for deciding which States to visit has been one of covering all the Project States for a full perspective.
22. Semi structured interviews were the most used technique, and some focussed group discussions were held with community members, teachers, action program implementers, child labour monitors, and ILO staff regarding the project's accomplishments, sustainability, and the working relationship between IPEC and its partners, where appropriate. An initial list of questions relating to the priority areas of the review, are given in Annexure 3.
23. The consultant debriefed with key stakeholders following the field mission in each State. In MP this was at two workshops: one at Ujjain, where the District Collector and several other stakeholders were present, and one in Indore where the Labour Commissioner, Employer organisations, and the State project team were present. A third debriefing was with the ILO Project team in Delhi at the end of the field visits, on June 4, 2013.

24. The review had technical support from the IPEC-EIA (Evaluation and Impact Assessment section of ILO/IPEC) section at each stage, through the entire period of the review. Logistical support was provided by the programme office in New Delhi, and by the State Resource Centre (SRC) and project teams at the field level.
25. This final review of the Convergence Project followed an intensive and comprehensive Interim evaluation, and therefore was essentially a light touch review, with attention to qualitative aspects. The field visits for the final review were taken to two States. Therefore the evidence in this review is predominantly from these two States, although some reference is made to information and visits to the other three States visited by the reviewer for the Interim evaluation.

2.3 Limitations of the review methodology

26. The review would have benefited from the insights of all the five States, however only two States could be covered this time. The discussions and information from the earlier visits were useful for the review. However, updating the perspectives from Gujarat, Bihar and Jharkhand, where key ministry officials have changed in the past six months, was not possible.
27. Some other stakeholders, who are key players in taking forward the learnings from the Project, could not be interviewed, e.g. the Joint Secretary, MOLE, the Director, ILO/CO in Delhi and the Child Labour specialist in ILO/CO. A review of the sustainability at national level should have ideally involved discussions with Secretary, MOLE, as well as beyond MOLE; for example with the Ministry/ Department of Education, or of Rural Development, as these have the overall responsibility for services and support for education of children, and for poverty alleviation of low-income households. This was not possible due to time and scheduling limitations.

2.4 Structure of the report

28. The review has covered all activities considered as part of the “Convergence Project” and under implementation until the date of the review. This is presented first through a discussion of issues related to implementation and documentation done under the project, the Project’s response and follow up on the recommendations made in the Interim evaluation, lessons learned, replicability of elements of the programme, and recommendations for future programmes related to Convergence Against Child Labour (CACL) in India, the South Asian region or other parts of the world.

3. The Project's results and effectiveness

29. This section updates the findings about the delivery of services to children and adults, until the end of March 2013, and wherever possible, gives an update until the end of April or May, depending on availability of the latest figures available as on May 31, 2013.

3.1 Education services

30. The project covered child labourers under two categories: Withdrawal and Prevention, which have been defined in the ILO-IPEC DBMR guidelines that were adapted specifically for this project. **Withdrawal** is defined as referring to those children (5-14 years) who were found to be working in hazardous work as per the ILO-IPEC DBMR guidelines. **Prevention** refers to children that are either:

- a) Siblings of children engaged or previously engaged in child labour, or
- b) Those children not yet working but considered to be at high-risk of engaging in child labour.

31. In order to be classified as beneficiaries, both “withdrawn” and “prevented” children needed to have benefited directly from a project intervention⁶.

Figure 2: Visits of adolescents and parents to educational and training institutions



⁶Project Document

3.1.1 The Number of children reached

32. The details of the target and actual children identified under different categories are presented in the following table. The table reflects the reporting pattern provided by the half yearly Technical Progress Reports (TPRs).

Table 1: Direct beneficiaries identified and covered (as on 31 March 2013)⁷

	Male	Female	Total
Withdrawn			
Planned	4,800	4,900	9,700
Actual	4,100	4,432	8,542
Prevented			
Planned	4,700	4,600	9,300
Actual	5,350	5,848	11,198
Total Direct Beneficiaries (Children in the age group 5 – 14)			
Planned	9,500	9,500	19,000
Actual	9,460	10,280	19,740

33. The district-wise break-up of the children benefited is given in Table 2:

Table 2: District wise break-up of children benefited

Sr. No	Name of the districts	Target as per APSO	Coverage reported	Withdrawn			Prevented			Total		
				Male	Female	Total	Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Sitamarhi	1,765	1,422	139	65	204	662	556	1,218	801	621	1,422
2	Katihar	1,854	5,600	1,832	2,101	3,933	369	309	678	2,201	2,410	4,611
3	Surat	1,281	1,278	130	218	348	446	484	930	576	702	1,278
4	Vadodara	2,160	2,160	-	-	-	1,085	1,075	2,160	1,085	1,075	2,160
5	Ranchi	1,980	2,099	748	742	1,490	291	318	609	1,039	1,060	2,099
6	Sahibganj	2,314	780	1	-	1	315	464	779	316	464	780
7	Ujjain	1,313	1,516	129	204	333	446	543	989	575	747	1,322
8	Jabalpur	2,133	2,098	223	210	433	670	1,071	1,741	893	1,281	2,174
9	Kalahandi	1,945	1,575	522	433	955	318	276	594	840	709	1,549
10	Cuttack	2,160	2,345	386	459	845	748	752	1,500	1,134	1,211	2,345
	Total:	18,905	22,790	4,110	4,432	8,542	5,350	5,848	11,198	9,460	10,280	19,740

34. The tables show that while the total number of children reached was 22,790, DBMR formats were filled for 19,740. Against a target of 19,000 children, the project has reached 22,790, and completed filling formats of 19,740 children. Of this latter total, 52% of the beneficiaries were girls, and 48% were boys.

⁷ This Table relates only to the children covered under the education component. The adolescents covered under vocational training component are separately reported, in Section 3.2.1, and constitute another 1,388 beneficiaries, as given in Table 3.

35. The district-wide variations show that while 6 districts were on target or just above, four districts had significant variations. The variations across districts arise for two reasons:
- a) The first survey that was conducted by a consultant appointed by the Project, and a list of child workers was prepared. However, many of these children were not found by the time the Project work started⁸. This necessitated new surveys as government initiatives. The central government's National Child Labour Project (NCLP) scheme, however, mandates that two surveys be conducted over a period of five years, for identifying child labour and enrolling children in NCLP special schools. These can only be conducted as per the directions of the NCLP project, and the timing could not be coordinated with the Convergence project.
 - b) In Sahibganj district, only 34% of the target beneficiaries were reached as per the DBMR; the number enrolled in the NCLP schools was much larger, but the rest did not qualify on DBMR criteria for reporting, which requires that children have 75% attendance in schools.
36. Katihar, on the other hand, reached 4,611 children, 250% of the targeted number. Here too, Katihar district had 100 NCLP schools, with 5,000 children enrolled, some of these enrolments pre-dated the Project. A fresh survey was done after the Project started, for 60 to 70 schools, and about 3,000 children were enrolled after the start of Convergence Project.
37. The enrolments follow a cycle pre-determined by the NCLP scheme and the dates on which NCLP schools have been sanctioned, and government surveys conducted although the Project could request fresh surveys in some cases.

3.1.2 *Direct benefits*

38. The education action programme was implemented by the District NCLP societies in each district, and has had several positive effects. These are as follows:
- **Anganwadi Centres (AWCs):** Children below the age of 6 years were admitted to Anganwadis, the child care centres run by the Department of Women and Child Development (DWCD). Under the Convergence Project, learning kits were distributed to Anganwadis which have child labour or are in child labour pockets of the district, or those close to NCLP schools. The teachers of AWCs were sensitised on child labour issues, as they are the closest to the parents. It was expected that their sensitisation will have a preventive effect on child labour through influencing the parents. About 50 to 100 Anganwadi teachers were in each district, with about 150 being trained in Katihar. These trainings were conducted with collaboration of the women and child department, who not only sent the teachers for training, but also sent some resource persons. The sensitisation programmes also combined SSA school teachers with the intention of bringing AWC teachers close to formal school teachers, so that children above 6 years could be admitted seamlessly into the formal schools.
 - **School Education** was provided to the children through NCLP special schools, which also provide a stipend of Rs. 150 per month, as an incentive to parents to retain the child in school (and therefore out of work).

The Project Document (Prodoc) sets indicators in this regard relating to:

- *Progress in educational performance of children enrolled in non-formal and formal education*⁹. The NCLP schools were supported by the Project to improve the quality of

⁸ The reasons for this are dealt with in detail in the Interim External Evaluation

⁹ Immediate Objective 1, Indicator 2 of Project Document

teaching, and monitoring systems were introduced, such as DBMR. Need based guidance was provided to NCLPs for conducting assessment of children completing at least one year of education, through SSA. Some districts had late enrolments and would need a longer time period for integrating assessments, e.g. Katihar & Sahibganj. The monitoring of levels of learning of students is part of the process by which children are passed to the formal SSA schools. This process is already integrated in the Indian government system; it is not possible to assess the Project's specific contribution to the assessment of the levels of learning of the children.

- **The number of children 5-8 years old enrolled in formal schools and retained in education through end of project¹⁰.** In this age group, the Project reports that 4,643 children are enrolled in formal schools and approximately 90 per cent are retained.
- **The number of children 9-14 years old enrolled in transitional schools complete schooling and do not return to hazardous work¹¹.** The Project reports that all 18,147 children in this age group are enrolled in non-formal/formal schools. However, sufficient time has not elapsed for the question about completing schooling to be answered.
- **Number of children 9-14 years old from Transitional Education Centres (TECs¹²) enrolled and retained in 'Lead' Schools¹³.** The Project Document envisages that 50% of the children from NCLP schools will be enrolled in Lead schools, and of these 50% will be retained in these schools. A total of five hundred (500) children enrolled from Special Schools and all of them retained in Lead/formal schools. As the number of children enrolled in Lead Schools depends on the availability of the trade in the Lead school, and the age and aptitude for learning the offered trades, the targeted numbers would have been difficult to achieve.

- **Extra-curricular activities:** In addition to these, many NGOs that operate NCLP special schools organise extra-curricular activities for the children, such as picnics, fairs, taking them to temples, institutions of learning, sports camps and cultural activities.
- **Pre-vocational training:** is a part of the NCLP scheme, with the intention of exposing adolescents to trades of their choice. These were conducted by all the NCLP schools already, the Project provided inputs to formalise the curriculum, and thus set a quality standard for these trainings. This achievement was possible in about 50% of the districts. An element of the pre-vocational training was to involve employer organisations, which was possible in terms of seeking advice on the trades to select, but was not possible to get direct trainings organised.
- **Work Education:** Work education trainings were introduced by the Convergence Project, and given through Lead Schools, which were formal schools within which the capacity was created to provide work education. Some of the trades are listed in Figure 3.

Figure 3: Trades for work education

- Computer application
- Basic electronics
- Home Appliances in daily life
- Tailoring
- Hanger making
- Rakhi making,
- Kite making
- Envelopes, file-covers and note pads making
- Putting henna designs for people
- Embroidery
- Making detergents and whitening agents
- Leaf plate production using machines
- Screen printing
- Candle making
- Jute products
- Sewing

¹⁰ Immediate Objective 1, Indicator 3 of Project Document

¹¹ Immediate Objective 1, Indicator 4 of Project Document

¹² TECs refer to the NCLP schools, which are the non-formal schools, where children can stay for a maximum period of 3 years before transiting to formal schools

¹³ Immediate Objective 1, Indicator 5 of Project Document

Ten schools were appointed as lead schools in each district, through which this training was provided. The training helped to retain the interest of children in attending school and provide some pre-vocational exposure to the children in trades where they have interest and aptitude.

- **Life-skills training:** This was another element that benefited the children, whose confidence and ability to speak and express themselves increased, and they also learnt from the module to think about, and resist trying drugs.

39. The Project demonstrates an understanding of gender differences in its design and implementation. It takes on board the constraints that girls face in continuing their education. School teachers were aware of the special needs of girls and made allowances for them to go and complete small household chores (e.g. filling and storing water) for short periods during school hours, so that they could continue schooling and not drop out. Gender segregated data was reported for the education component.

3.1.3 *Capacity building and convergence processes*

40. The Education programme of the Convergence Project offers several lessons for convergence. The first relates to the identification of children. The identification is mandated by the NCLP scheme, and is done periodically, twice in 5 years and at least once in 3 years. Both labour and education being concurrent subjects, State governments participate actively in this central government scheme. They conduct surveys periodically, and for every batch of 50 child workers, they can request that an NCLP special school be sanctioned. The Project's interaction with the identification process has shown that the ownership and leadership of this process is best rooted in local structures and systems¹⁴.
41. The second lesson relates to capacity building. The education action programme was able to mobilise the participation of the Department of Women and Child Development, and the Education Department to train the teachers, to sensitise them about child labour, and help to improve their training materials. Awareness campaigns have also included NGOs and the Public Relations Office of the government. Many innovative steps were taken at the district level, for raising resources and supporting the children. For instance, although Mid-Day Meals and books are provided by the education department to children in NCLP schools through convergence at the national level, such convergence does not extend to giving dresses or school bags. The district staff of the implementing agencies made links with companies, individual donors, Education Department, or the Labour Department to provide this support through the BOCWWB to provide such support to the children. Several convergence initiatives emerged at the district level.
42. The Odisha SRC coordinated with the Odisha Primary Education Programme (OPEPA) to elicit information on the out of school children vis-à-vis children actually attending schools. The SRC further coordinated with NCLP schools of 24 districts in the State, through the Child Labour Cell, of which 13 NCLP districts provided data on about 15,000 children, which is to be matched with the OPEPA data. This matching will streamline the mainstreaming process, ensuring that no child is left out of the monitoring, in case of drop-outs, and also that no child is registered at both places: the NCLP and SSA schools.
43. SRC has floated another innovative idea, that of seasonal hostels, which are particularly suited for migrant child workers. These have already been opened in three districts in Odisha: Bargah, Bolangir and Nuapada, and over 5,000 children have already been enrolled in these for continuing

¹⁴ This is also discussed later along with a discussion on identification processes, and on establishing CLMS.

their studies. In addition to the launching of seasonal hostels for the children of migrant workers in migration prone districts of Odisha, residential hostels for the child labourers have been opened in two districts of Odisha, Keonjhar and Khurda by the education department to take the convergence process ahead. Another initiative in Odisha was to organise training for PRIs, who committed to identify 1,000 Gram Panchayats in the State to make it child-labour-free.

44. A third initiative that brought positive results was the life-skills training. This programme, primarily targeted for NCLP school teachers, was also extended to SSA and Lead School teachers, SSA and District Institute for Educational Training officials. A refresher training was also conducted for some of them (e.g. Cuttack), thus building a pool of master trainers.
45. The ILO Life-skills materials were developed in consultation with NCERT, keeping in mind the needs of children who are being brought back to school. These children are always at risk and have very little guidance at home so there was a felt need for life-skills – e.g. decision making skills to take the right decision with respect to drugs etc. The focus is on the 10 Life-skills as defined by the World Health Organisation. Through this module, teachers are required to guide the children to be less at risk and motivate them to be in school.
46. Life-skills training was found useful by the NCLP teachers. The modules were already developed, and were adapted under this project for the local situation in each State. More than 400 master trainers have been trained under the programme, which will also help to carry forward some of the elements of the programme, to the extent to which the master trainers can use them. The life-skills modules were translated into local languages and the training provided in local languages.
47. Due to the project interventions such as INDUS project and the Convergence Project, Life-skills has been recognised as an important need in the school curriculum. The replicability rests on the availability and preparation of master trainers. This will vary from state to state – the NCLP scheme could mainstream this intervention, at the national level.
48. An important part of the ground level initiative is creating information and monitoring systems. The key tool here is the DBMR system introduced for tracking each child. A child becomes a beneficiary of the Project when he/she is enrolled into the education system (pre-school/ Angandwadi/ government school/SSA/ Bridge schools of the SSA/ NCLP special school), and provided with goods and services of education or pre-vocational training under the Project's Action Programme. The Direct Beneficiary Monitoring of the enrolled children has been taken up by the Project as per guidelines, which call for a visit the child once every quarter.
49. The criterion of maintaining an average attendance rate of 75 per cent during the past three months has posed a challenge for about 28.21 per cent of the children during the first monitoring and 26.22% during the second monitoring. Some children (2,485 during the first monitoring and 1,653 during the second monitoring) were reported to be working, albeit briefly, for one or two hours, after attending school for four to five hours, a day. The main reason for combining work and education is of family/ home based situations where children may get involved in the activity at home after school hours.
50. The DBMR system has been found to be very useful, and there have been requests by the States to digitalise the system and refine it to suit the local needs. Then the States can utilise this system to monitor all the child labour in the State. This request, particularly from Jharkhand State, has not yet been complied with, yet the State has taken steps to mainstream the system.

51. Another important mechanism for monitoring and preventing child labour is the Child Labour Monitoring System (CLMS) envisaged at the Panchayat or district level. Community based monitoring is contingent first on whether the community is aware of ways in which they can prevent children in their families from going to work. Most parents send children for work due to economic deprivation and they need to know that there is support available for them to be able to send their children to school and secure a better future for them.
52. In some districts, significant efforts have been taken for preparation at the community level for the elimination of child labour. For instance, in Cuttack district, the orientation and training programme have been held for parents attending Parents and Teachers (PTA) meetings of NCLP special schools, Village Level Monitoring Committee (VLMC) members, and community members of the concerned wards/ villages. Further, a Training of Trainers (TOT) Programme on CLMS for NCLP/SSA officials was held in Cuttack in January 2012. The issue of child labour has since been incorporated as an agenda item of the SMC meeting, which is held every month. Forms were supplied to the training participants to report in case they find child labour.
53. In Ujjain, too, there were efforts to activate the CLMS. A Gram Sabha was organised in a village (Dendiya) which has many brick kilns, and where labourers migrate from other districts (Umariya, Shahdol, Katni, Shajapur). A committee was made to eliminate child labour from this village, which assigned to the village committee the responsibility of linking with NCLP schools. An exposure visit was organised for the children of the middle school of this village, to motivate them to continue education. NGOs joined a campaign against child labour and conducted a survey of child labour in the brick kilns. A Child Labour Monitoring Centre was proposed to be established in the village, directives were sent to hold health camps and a proposal was also made for rehabilitation of migrant children.
54. CLMS is also reported to be operational in Katihar district¹⁵. Overall, the progress on setting up community-based monitoring systems has been different across States and districts. The Project has not had sufficient time to see them through an operational phase and learn from different field based processes for monitoring children out of school, migrating, or vulnerable to child labour.
55. The Project envisaged that (in target areas) communities will accept and engage in their role as agents of change and enforcement of the notion that children should be involved in education and not child labour. The Project aimed to mobilise all 5,000 families benefited under the family linkage component of the Project, as agents of change that children should be involved in education and not child labour. Approximately 1,500 parents/ community members have been sensitised by the NCLP society on relevance of education for children, by end of March 2013. However, these families remain highly vulnerable and need longer term support to reach a situation where their children can concentrate on education and not be engaged in paid work.

3.2 Vocational training

56. The vocational training element of the project targeted children in the age group of 14 to 17 years, with the objective of providing them with marketable skills. The Skill Development Initiative Scheme- Module Employable Skills (SDIS-MES) was identified for convergence, as the government had resources to accommodate the targeted children under this scheme. The Project aimed to train 200 children in each district under this component, including children from NCLP schools and bridge schools, their siblings, and other children from families vulnerable to child labour.

¹⁵ Technical Progress Report (TPR), April 2013.

3.2.1 The Number of adolescents reached

57. Table 3 below gives the number of children who have been trained / undergoing training in the districts as part of Vocational Training Action Programme.

Table 3: Vocational training - targets and achievements

District	No. of Participants Undergoing Training	No. for which Training is Planned[1]	Planned for Rollover
Surat	200	0	0
Vadodara	200	0	0
Ranchi	100	(April 25) 100	0
Sahibganj	97	(April 25) 40	63
Cuttack	139	0	61
Kalahandi	83	(April 20) 60	57
Sitamarhi	136	(April and May 64	0
Katihar	120	(April 20) 80	0
Jabalpur	123	(May 01) 20	57
Ujjain	190	10	0
Total	1,388	374	238

Note:

1. Status as on 31st March 2013
2. "Rollover" refers to a situation where there are currently no new vocational training providers (VTPs) with capacity to take up trainings and existing training. Providers also do not have sufficient infrastructure or trainers to start a new batch(s) concurrently. Hence the district would wait for the completion of on-going trainings to enrol new batches of adolescent beneficiaries for training in the existing training centres, at a date after the current batch completes its training.

58. By May 2013, over 1,600 children had been provided skill training.

59. The gender disaggregation of children who received vocational training is available only for 966 children, and as depicted in Table 4, 53% of these were girls.

Table 4: Gender disaggregated data of vocational training beneficiaries¹⁶

District	Boys	Girls	Total
Surat	20	160	180
Vadodara	7	31	38
Ranchi	59	41	100
Sahibganj	29	22	51
Cuttack	44	35	79
Kalahandi	56	27	83
Sitamarhi	92	44	136
Katihar	42	18	60
Jabalpur	33	35	68
Ujjain	70	101	171
Total	452	514	966

Note: 1. Status as on 21 November 2012

¹⁶ This Table relates only to the adolescents covered under vocational training component. This number is in addition to the children covered under the education component; the number of the latter are separately reported, in Section 3.1.1, given earlier. For children covered under the education component, gender segregated data has been available, as reported in Table 1.

60. The monitoring data on vocational training has not been gender disaggregated for one third of the beneficiaries. However, in implementation of vocational training, special attention was given to women's needs. Parents were wary of sending adolescent girls to training institutions, especially among certain communities; so the NCLP teachers and NGO staff escorted the trainees in many districts, and also assisted their learning process.
61. The trainings were provided in a very wide range of trades, some of which are listed in Table 5 below:

Table 5 Trades offered through SDIS-MES

<ul style="list-style-type: none"> • Basic electronics • Computer fundamentals • Tally programme • Repair of cellular phone, • Digital videography • Repair of photo copier • Desktop publishing • Computer hardware • Computer data entry • Automobiles • Electrical 	<ul style="list-style-type: none"> • Fabrication • Plumbing • Basic welding • Basic carpentry • Skilled Factory labour • House wiring • Garment making • Security guard • Housekeeping • Nursing assistant/ ward-boy • Embroidery
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62. The process of selection involved holding camps to sensitise families and children about child labour, vocational training as an entry point for improved skills and earnings, and counselling the children to help them choose a trade, resulting in final enrolment of children for skill training. Both girls and boys were offered trades which suited their interests, aptitudes and potential for income generation. These ranged from tailoring and nursing assistant to factory work, and computer education.

3.2.2 *Direct benefits from vocational training*

63. The indicator for this objective is that the *children enrolled in skills /vocational training are able to use their skills for gainful work under safe working conditions*¹⁷. The Project targeted that about 60% of the children would be in gainful employment after training¹⁸. The vocational trainings have just been completed, with assessments/results completed or awaited, and no experience emerging yet on the placements of these children. Given that the children are less than 18 years of age, it is unlikely that they will find employment in the formal sector, self-employment is their fall back option. As they are too young and do not have the resources to be self-employed, many considered un-paid or low-paid apprenticeship as a short-term option, with the hope of getting well paid employment after they honed their skills further. Thus the expectation of gainful employment is unlikely to be fulfilled by the end of the Project.
64. Further, many trainings were not completed by May 2013 and are not likely to be completed by the end of the Project. The training modules at basic level were to be followed by modules of advanced technical and soft-skills trainings and supply of tool-kits, which will not be possible for many trainees. This is likely to lead to expectations not being met as aspirations have been raised. Nor will their skills be brought to an employable level, which was the intention of the Project. If it is to

¹⁷ Immediate Objective 1, Indicator 6 of Project Document

¹⁸ This expectation was not realistic, and has been commented upon in the lessons and recommendations sections.

prevent negative impacts, the Project will need to provide for continued training, and completion of the modules for the selected group of all 2,000 trainees.

3.2.3 *The convergence processes for vocational training*

65. The Project envisaged demonstrating linkages with projects focusing on other technical areas such as GOI Skills Development Initiative and UN programmes¹⁹. To begin with, the Project organised three State level meetings to operationalize the vocational training action programme. On the ground, the Project organised meetings in 8 project districts to operationalize the linkages between the NCLP Society and the SDIS-MES. Those training providers who were not registered Vocational Training Providers (VTP's) were motivated to register as VTPs under the SDIS-MES scheme. A national level consultation was held for linkages between NCLP and SDIS-MES for vocational skill training, and linking families to Government schemes. A meeting was held with UNICEF to discuss the modalities for cooperation.
66. These processes of continuous discussions and follow up, along with discussions held by the Directorate General of Employment and Training (DGET) in other non-project districts, led up to proposals whereby the SDIS-MES scheme has been made more accessible for low-income families.

3.3 Family linkages

67. The objective of the family linkage component was to increase the economic security of the family, through linking them to the many poverty alleviation schemes of the government. The government has been involved very actively in this process.

3.3.1 *The number of families reached*

68. The Project envisaged that a ***number of families would be linked to poverty alleviation and social protection schemes***²⁰. The target set was 500 families per district, and achievements are given in the following Table:

Table 6: Number of families linked to government schemes (31 March 2013)

District	Families Identified	Families Data Forms Filled	Families receiving Benefits
Surat	670	570	239
Vadodara	750	750	750
Ranchi	1546	1546	885
Sahebganj	600	600	In process
Cuttack	509	509	846 (Multiple Benefits)
Kalahandi	500	465	In process
Sitamarhi	356	356	303
Katihar	500	500	794 (Multiple Benefits)
Jabalpur	286	286	286
Ujjain	501	501	334
Total	6,218	6,083	4,437

¹⁹ Immediate Objective 3, Indicator 5 of Project Document.

²⁰ Immediate Objective 1, Indicator 7 of Project Document.

69. Against a target of 5,000 families, identification was done and forms were filled and filed for over 6,000 families. Of these, 4,437 families have already been linked, while government action on the rest is awaited. The late start of this activity led to the shortage of time in completing it during the project period, particularly in Kalahandi and Sahebganj. There were also frequent changes in the staff of the implementing agencies, including the District Collectors. Family linkages in the Project districts were aided by the inclusion of beneficiaries as members of the BOCWWB, and the inclusion in BPL lists. This initiative required interest and direction from the District Collectors. The frequent change of District Collectors and tardy registration as members of BOCWWB would have contributed to the linkages not being made by the time the project came to an end.

3.3.2 The linkages and benefits

70. The Departments contacted and the schemes for which linkages were made are given in the following table:

Table 7: The departments contacted and the schemes for which linkages were made

Government Departments/ Agencies	Schemes
<ul style="list-style-type: none"> • Building and Other Construction Workers Welfare Board (BOCWBB), Labour Department • Education Department • Health Department • Department of Rural Development and Panchayati Raj • Social Justice and Empowerment • Department of Tribal Development • Department of Home Affairs • Police Department • District Urban Development Authority • Khadi and Village Industries Board • District Trade and Industry Centre • Food and Supplies Department 	<ul style="list-style-type: none"> • Unorganised Workers Welfare schemes • Job cards under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) • Housing for those Below the Poverty Line (BPL) Indira Awas Yojana (IAY) • Antyodaya (provision of subsidised food grains and kerosene) • District Industries Centre's schemes for Self employment • National Health insurance scheme, Rashtriya Swasthya Bima Yojana (RSBY) • Life insurance: Janshree Bima Yojana • Schemes for construction workers • Scholarships for studies • Indira Gandhi Widow Pension Scheme • State government's Widow Pension Scheme • Indira Gandhi Old Age Pension Scheme • Manav Kalyan Yojana • Rural Employment Generation Programme (REGP), whereby loan is provided for village industry • Identity card to beedi workers through Welfare and Cess Commissioner, GOI • The Public Distribution System

71. The family linkages have been provided to households; hence no gender disaggregated data is available for analysis. However, women were found to actively participate with this component, as in many cases the households with child labour, or vulnerability to child labour were women headed (in Vadodara many beneficiaries were widows), or those where women were primary earners, especially when the men had migrated, were ill or alcoholic (anecdotal evidence of this was found during field visits in Sitamarhi, Cuttack and Ujjain). The implementing agencies had provided special attention to their needs. For instance in Vadodara, the women were provided with small grants for assets (hand carts for vegetable selling. Similarly, tailoring machines were provided in Ujjain, which helped all the women in the household to sew, and thereby reduce the hazardous work they were engaged in, such as *agarbathi* (incense sticks) rolling.

72. An **indirect benefit**, however, accrued to some NGOs, who facilitated vocational training for adolescents who were rescued from or vulnerable to child labour. In the process of counselling adolescents, escorting them for learning the trades, the teachers of the special schools developed an interest in these trades, and began to take an interest in production and marketing of products such as pickles, and other condiments. For instance, the Patel Shikshan Samiti in Ujjain started many income generating activities on a small scale: making cotton wicks for lamps, turmeric grinding and flower trading.
73. Some benefits from the family linkages accrued in the time period of the Project, one such case study is described in the accompanying box. On the whole, however, it is too early to see the benefits of the linkages. Those who have got job cards under the government's Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS), barely know how to use them, and in remote districts, such as Sitamarhi, MNREGS work was not started, so the card-holders have not yet got the benefit of holding the cards. Similarly, benefits from health or life insurance are realised only in case of illness or death. Some pensions did start accruing, and benefits such as scholarships for students, and trainings and asset support through District Industries Centre, for instance, did confer benefits during the Project period. Convergence under this component was created with at least nine departments, for at least ten official schemes. Given that this component was the last to start, its implementation was speeded up by the Project staff, especially by the coordination by and between the State Labour Commissioners, and State Resource Centres (SRCs) with the district level implementing agencies and different government departments.

3.3.3 *The convergence processes for family linkages*

74. The family linkages component of the Project was actively supported by the government at the district and State levels. Accordingly, the process involved:
- Identification of families with child labour or vulnerability to child labour.
 - Holding sensitisation camps, informing families about the different schemes, and motivating them to make applications.
 - Taking information of all families identified, either in camps or through household visits.
 - Making a list of all the schemes that the families could be possibly linked to, and the eligibility for these schemes.
 - Matching which schemes the families are eligible for, and have not yet availed of.
 - Filling forms, and preparing the right documentation along with the family.
 - Submitting to the relevant government departments.
 - Regular follow up with the departments from time to time.
 - Sometimes, district collector supports the activity by directly phoning or talking to concerned officials, or holding a meeting, for instance in Cuttack, of all stakeholder departments.
 - Formats have been made for capturing details of the schemes as well as child labour families.

The Smruti NGO in Cuttack linked all the parents of their NCLP school to the life insurance schemes of the Government of India. One parent, who was a construction worker, died soon after the family had been given the Jana Shree Bima Yojana (JBY) scheme. A health benefit of Rs. 30,000 was provided immediately to his wife, through the efforts of the NCLP school staff.

75. An elaborate process for facilitating convergence has been developed by the Project, though some lessons about follow up and getting benefits from the linkages, still need to be learnt.
76. This was a completely new activity for most members of the Project and implementing agencies, and they took time to develop the process. Admittedly, ILO's own technical capacities in this field have developed as a part of the Project, therefore guidance to State and district teams was not felt as strong as that in other areas where ILO has existing technical expertise. The action programme lasted for a short time, having been introduced as one of the last activities of the Project. The achievements have been impressive so far, but the action is not yet complete, and learnings from this part of the pilot cannot be fully captured due to the termination of the Project.
77. The processes developed so far, for convergence for facilitating family linkages need to be well documented and shared across agencies facilitating convergence among government, NGOs and UN agencies.

3.4 Withdrawal of migrant and trafficked children

78. One of the aims of the project, Immediate Objective 2, was to *enhance State level capacities to coordinate action against child labour, including migration & trafficking*. The Project aimed to withdraw migrant and trafficked children (5 – 14 years) from hazardous work, and provide them with counselling, education and support services as needed. The progress on this has varied from district to district.
79. One indicator towards this objective was *improved enforcement in the project areas*. The project first identified the training needs of enforcement officials, and then conducted Training of Trainers (TOTs) for enforcement officials conducted in the five Project states. The trainings included officials from the Project districts and other districts in the States. A training manual is in the process of finalization. Further, four State Project Steering Committee (SPSC) meetings were held with representatives of key government departments and stakeholders held in Odisha, Jharkhand, Bihar and Madhya Pradesh. Training programmes were held with Trade Unions as well as Panchayati Raj Institutions (PRIs) in Odisha.

Figure 4: Visits to brick kilns having child workers



80. At the State level, withdrawal (enforcement) has been an agenda prior to the Convergence Project, which has brought the agenda further into focus. The approaches in each State have been different. In Odisha, for example, government has identified 10 migration prone districts, where middlemen and agents have agreed transit points from where to take the workers from one place to another. The Labour Department has conducted raids at these transit points, and rescued children being taken for labour to other States (see Figure 5). A Memorandum of Understanding has also been made with the Labour Department of Andhra Pradesh (where many families are taken for work on brick kilns) for identification, release and rehabilitation of trafficked workers.
81. In Cuttack, the agenda was given special attention, as an NGO (Swapna) was identified for identification and rehabilitation of migrant and trafficked children. The NGO followed a strategy of creating awareness among the community, identification of children (110 migrant children), counselling them, conducting health camps, and submitting a list of school drop-out children to the nearest school to ensure their enrolment.
82. In Madhya Pradesh, the Labour Department plans to set up a help line, whereby, if people see child labour being employed, they can phone the help line number. They are not required to go with the team for the raid, or give evidence; they are invited to give information. The raid team usually includes persons from an NGO, the line department, and one or more police officials, who go with a video camera to record the children at work and the rescue operation. The Madhya Pradesh government had raided 5 hotels in April 2013, and faced antagonism not only from employers and the parents of child labour, but also from politicians, who claimed that as the poor are getting work and payment, the Department was wrong to prosecute. Where the political will to prosecute is lacking, the government's enforcement work is rendered more difficult.
83. The predominant orientation of the government, however, is not to punish except to create exemplary cases, to deter others. The preferred approach is to sensitise employers by creating awareness of the law and implications of violation to convince employers to avoid child labour. Towards this they plan to have wall writing, fliers, pamphlets and other means of reaching the general public and employers' associations, such as the hotel and restaurant owners' association. The government hopes that awareness will lead to prevention, and social pressure will work as a deterrent, which is more effective than punitive action.
84. The government also lacks the resources to rehabilitate all the child workers they rescue. Some officials felt that when children cannot return to parents, they have to be cared for by the state, and the facilities for keeping children are insufficient. Keeping girls in child homes is particularly problematic. For these reasons, the labour department sometimes chooses to ignore child labour rather than conduct raids and prosecute. Better facilities are needed for keeping children secure and for rehabilitation after rescue. Convergence is needed, especially with the Department of Women and Child Development, and NGOs managing stay homes.

3.5 Influencing the enabling environment

85. The Immediate Objective 3 of the Project Document was to strengthen the enabling environment for the prevention and elimination of child labour at the National level to take the convergence model to scale. Several initiatives of the Project related to developing and sharing knowledge.

3.5.1 Establishment of a knowledge centre

86. The Project has facilitated the establishment of a national Knowledge Centre on Child Labour at the V.V. Giri National Labour Institute (VVGnLI) to conduct research, training, and networking

among stakeholders of the ECL agenda. The Centre also brings out a quarterly newsletter called CHILDHOPE. The VVGNI, in collaboration with MOLE and the ILO, organised a SAARC conference on child labour in May 2013. This national institution houses the knowledge centre on child labour, increasing the possibility that the centre will stay active beyond the Project period.

3.5.2 *Materials development*

87. The Project developed several manuals, which are listed in Figure 5.

Figure 5: Training manuals developed by the convergence project

1. Training Manual for Training of Survey Enumerators for beneficiary identification (ready for print)
2. Guidebook for Gender Stereotype breaking camps (ready for print)
3. Guidebook on Participatory Rural Appraisal (ready for print)
4. Child Labour Guidelines for Employers: India (ready for print)
5. Trade Union Training Manual on Child Labour (under editing)
6. Training Manual for Enforcement Officials for Strengthening Child Labour Enforcement – (under editing)
7. Training Manual for Government Officials on Child Labour (under editing)
8. Training Manual for NGOs and Civil Societies on Child Labour (under editing)
9. Training Manual for Panchayati Raj Institutions on Child Labour (under editing)
10. Media kit (factsheets and manual for media) (ready for print)
11. Manual: Life-skills and Training Report

88. Some of these were already developed in the earlier projects (INDUS²¹, Karnataka State Based Project (KSBP)²² and the Andhra Pradesh State Based Project (APSBP)²³).

89. The manuals have been used for training in all the States, during the Project implementation. In addition to district officials, the training programmes have covered PRI Functionaries, Government and NGOs, capacity building programmes have been held for Trade Unions, NCLP officials and representatives from Teachers Federation/Union.

90. Some of the material developed under the Project, especially tools and manuals, could not be translated by the project into the local languages, which will pose a limitation for those wanting to use them at a later date as they will have to make an initial investment in translation. Some of this material may be accessed and used by stakeholders beyond the Project period, once they are finalised and put on the ILO website.

3.5.3 *Enhanced knowledge and understanding on child labour issues*

91. The Project aimed to *enhance knowledge and understanding on child labour issues*²⁴. The development of websites on child labour for each State, was an important tool for enhancing

²¹ INDUS was a child labor initiative which covered Delhi and 20 districts in four major states, targeting 80,000 children 5-17 years old. Within the 14-17 age range, INDUS supported vocational training for child laborers who were withdrawn from work. The \$40 million project had the Indian government and ILO as partners funded by USDOL was implemented from 2004 to 2009.

²² The Karnataka state based project in Karnataka targeted the worst forms of child labour in the agricultural sector with the aim of combating child labour and economic exploitation in selected communities. This project was financed by the Italian government.

²³ The Andhra Pradesh State Based Project (APSBP) was a project of ILO-IPEC with the GOI, implemented from 2000 to 2009, worked closely with the State Government and its departments to address the issue of child labour across the State in a holistic manner, both in terms of geographical reach as well as in terms of the sectors targeted.

knowledge and understanding on child labour. The Jharkhand website with content on child labour is fully developed, and that of Odisha has been completed and launched by the Labour Department, Odisha.

92. The content for websites has been developed the Project centrally and shared with the States.
93. An indicator of enhanced awareness was to be the achievement of *good understanding of child labour issues among media*²⁵. The Project is reported to have developed a strategy in consultation with the Country Office (CO), finalised a tool and conducted a sensitization workshop for the media. While the national workshop was successful in making media persons aware of child labour issues, and the tool can be used at a later date, these cannot be considered to have a significant effect of improving understanding. While the Project took a step in that direction, there is not sufficient documentation to show that significant progress was made on this indicator, during the period of the Project.
94. *Improved perception and understanding of child labour issues among national players*²⁶. This was to be achieved through strengthened linkages with child labour and non-child labour networks in all five states of the project. The Project commissioned studies by the **United Nations Solution Exchange Knowledge Sharing Gender Community**, on
 1. Directory on Child Labour networks, non-child labour networks and Teachers union federation;
 2. Compendium developed on central and state government schemes; and
 3. Compilation of case studies on child labour networks
95. While the compendiums and directories have been made, and can be used by the national, State, and district level structures, such use can only be confirmed at a later date, requiring an ex-post impact assessment.

3.5.4 *Research commissioned*

96. The research studies commissioned by the Project include:
 1. Study on Building Knowledge on Adolescent and Child Domestic Workers with focus on Occupational Health and Safety Issues.
 2. Study to capture Knowledge Aptitude and Perception of beneficiaries in two different stages.
 3. Study on Migration and Trafficking of Children that may result in child Labour.
 4. Effect of MGNREGS on Child Labour.
 5. Case studies of child labour networks.
97. The Project Document envisages that the concept of replacement of child labour with appropriate and innovative technology will gain acceptance, particularly in communities with large-scale home-based work involving children²⁷. Only an initial step could be taken by the project in this direction. A consultancy agency, SRISTI, was hired to conduct national level competition to collate feasible technology ideas for replacing child labour. Three types of innovations were listed, those which

²⁴ Immediate Objective 3, Indicator 1 of Project Document

²⁵ Immediate Objective 3, Indicator 2 of Project Document

²⁶ Immediate Objective 3, Indicator 3 of Project Document

²⁷ Immediate Objective 1, Indicator 8 of Project Document

eliminate the demand for child labour, by substituting the tasks in which children are engaged, those which eliminate the supply of child labour by increasing productivity and thus incomes of parents, and those which reduce the hazards in the tasks in which adults are engaged.

Figure 6: Visits of adolescents and parents to educational and training institutions

98. A number of end-of-project studies that are being carried out by the Project and discussions were held with the consultant who has been assigned the study for documenting good practices and lessons. The study will document 10 to 12 good practices (in accordance with ILO's guidelines for what can be considered good practice) and three to four key lessons emerging from the Project. An initial list of the proposed good practices and lessons, as provided by the study consultant, is given in Figure 7²⁸.



Figure 7: Proposed good practices and lessons of the convergence project

Good Practices in Convergence against Child Labour

1. Stakeholder consultations at an early stage of project implementation
2. Institutional structures which the Project put in place
3. Processes of coordination and collaboration between different government departments for educational services, vocational trainings services and access to official welfare, income generation and social protection schemes.
4. Educational initiatives, especially ERCs, life-skills education and work-education
5. Approach and innovations in vocational training, especially with a gender sensitive approach
6. Systematic implementation of the family linkages component
7. Support to the State Action Plans
8. Capacity building strategies of the Project
9. School safety guidelines
10. Direct Beneficiary Monitoring and Reporting (DBMR)
11. Establishment of knowledge centre

99. When completed, these studies will contribute lessons from the Convergence Project to other stakeholders and development actors engaged in the elimination of child labour. In addition to these, some of the managerial, technical and financial lessons arising from the Project are elaborated in Section 5.

²⁸ This is a tentative list provided by the consultant contracted for the study, at the time of writing the review

3.6 Involvement of social partners

100. The Project aimed to facilitate a *number of Social Partners to formulate and implement convergence related action plans*²⁹. The involvement of social partners has not been strategized well in the Project. Trade Unions and Employers organisations were involved in some stages. For example, they have been invited as members of the District Level Task Force (DLTF), and have also participated or organised campaigns against child labour at the State level, and held painting and debate competitions in schools.
101. Initial discussion with Employers' and Workers' organizations held at the national level. A national workshop on skills development and role of employers in the Convergence Project was also organized in Chennai, wherein a framework for action with employers was discussed and agreed, and a guidebook prepared for Employers' organizations and Employers, with initiatives and examples from India.
102. Similarly, stakeholder training programmes for social partners, trade unions, PRIs and NGO's were conducted in Jharkhand, Odisha, Madhya Pradesh and Bihar. A training guidebook on child labour for Trade Unions was finalised, and two training workshops conducted for TU officials to formulate a joint Action Plan.
103. Another indicator for involvement of social partners *was more private sector interest and support to initiatives promoted by the project*³⁰. The Project has invited private sector participation enabled in all the State level meetings for operationalising the skill training action programme. In districts where there are few training providers, private organizations have been encourage to apply for registration under SDI scheme of DGET, e.g. in Ranchi and Sahibganj district of Jharkhand, Vadodara district in Gujarat and Sitamarhi in Bihar. Private sector organisations were invited to select trades in which trainings should be given, and some provided scholarships for child labourers. Further, some employer organisations, (e.g. Ranchi) made commitments to identify and remove a fixed number of child labour in their areas of operations. Some employers made written commitments or made an oath in their offices for eradication of child labour. Others put a message against using child labour on their websites. In some cases, private sector employers engaged with suggesting trades for vocational training, and in placements.
104. However, the number of children reached through these initiatives was very small (2 scholarships were promised by one leading employer). No placements were made in formal sector companies, as the children were not yet 18 years old.
105. Further, these attempts are limited to the current reach of employer organisations in the formal sector. The Project, as already pointed out in the interim evaluation, missed out on the opportunity to plan and initiate discussions with employers in the informal sector, such as *agarbathi* (incense stick) manufacturers, hotel owners or brick kiln owners.
106. Having said that, involvement of social partners in a convergence process cannot be assumed to be a simple matter of including them in all the district and state level forums, as the existing relationships between social partners and the government may not always be conducive to coordination. A process of actively involving them in convergence projects will bring out the lessons for their effective collaboration between ILO constituents for ECL.

²⁹ Immediate Objective 4, Indicator 1 of Project Document

³⁰ Immediate Objective 4, Indicator 2 of Project Document

3.7 Alignment with Decent Work Country Programme

107. The Project is fully aligned with India's Decent Work Country Programme (DWCP) 2007 – 12 wherein the Priority 3³¹ - Outcome 4³² is directly related to the Convergence project. One of the outputs under Outcome 4 clearly states 'Support to constituents on child labour policy, enforcement, plans of action, including convergence-based models'. The DWCP Outcome 4 indicators are based on the development and immediate objectives of the Project.

3.8 Links with other UN agencies

108. The Project Document envisages that the Project will lead to *Child labour concerns and responses being integrated under the United Nations Development Assistance Framework (UNDAF) programmes*³³. Given that UN agencies now have a one-UN initiative and emphasise collaboration and sharing across the agencies through UNDAF and other tools such as joint programmes, the Convergence Project remained relatively isolated. The exceptions were some interaction with UNICEF that was done at district and State level, for instance, when UNICEF participated in the organisation of events on the World Day Against Child Labour.

109. The structure of the ILO calls for programme (rather than project) staff to lead on external relationships which lie strictly outside the mandate of a project. The lack of coordination between Programme and Project staff could have been one reason for the Project not being better related to UNDAF processes. Better coordination with UN Agencies would have given more opportunities to advance the ECL agenda, through potential joint programmes, or changes at policy level.

Figure 8: Fun activities in the education resource centres



³¹India DWCP 2007-12 Priority 3: Unacceptable forms of work progressively eliminated.

³²Outcome 4 is framed as: Strengthened policy framework for elimination of unacceptable forms of work.

³³ Immediate Objective 3, Indicator 4 of Project Document

4. Exit strategy and progress towards sustainability

110. The first section discusses the meanings of four key terms used in this review, related to sustainability. The progress towards sustainability, include the continuation or conversion of institutional structures used by the project to promote convergence, the utilisation of child and family benefit tracking systems, systems to link vulnerable families with existing government schemes and the status and potential of State Action Plans (SAPs) for the elimination of child labour to support the on-going implementation of the convergence mechanisms. A comment is made on the extent to which the recommendations of the interim evaluation have been taken on board, and to what effect.

4.1 Follow up on recommendations of the interim evaluation

111. The interim evaluation had made suggestions towards the exit strategy, the compliance against which is noted as follows:

Interim Evaluation recommendation 1: preparing an exit strategy

112. The understanding from the two States visited is that the Project did not formulate an exit strategy. The pre-occupation was with completing as many activities as possible, which took most of the time and attention of the staff of the Project and implementing agencies. An exception was the Education component, which was closed in March 2013 and some follow up activities were done in the last three months. The Project did not hold consultations in districts or States with attention to what will be taken forward and who would take ownership for which initiatives. This would also have helped at the national level.

Interim Evaluation recommendation 2: documenting good practices and lessons

113. The Project has initiated a documentation of good practices and lessons, which is well under way and scheduled to be completed before end of the Project. The documentation takes on board 10 to 12 good practices emerging from the Project and two lessons, all of which will be of immense value for the design of future projects for ECL with a convergence approach.

4.1.1 Education related interventions

Interim Evaluation recommendation 3

114. A district, state or national level discussion on taking forward the good practices in improving the quality of education in NCLP schools did not take place. Similarly, DBMR mainstreaming was not strategized. While some States may mainstream the process, e.g. Jharkhand, States like Madhya Pradesh have not yet planned the mainstreaming of DBMR, which is still perceived as a Project requirement, rather than a tool to aid district level monitoring. Further, as it has not yet been integrated with information on family linkages, its use remains limited, and its full potential for a tool in the convergence process is not realised.

Interim Evaluation recommendation 4: Linking ERCs to NYKs.

115. This link was made as suggested, in some districts, e.g. in Cuttack, and ERCs were also linked to NGOs running NCLP schools, where they were not already linked. For some time, The NGOs did get funds from NYK. However, this funding had stopped by the time of the final review in May

2013. As the NGOs do not have the resources to carry on the ERCs without the Rs. 3,000 per month that the Project had made available, most ERCs have been closed down. In some cases, the NGOs have continued to use the learning kits given and have managed to retain the NCLP teachers for an extra hour beyond the timing of the NCLP schools, but this is the exception rather than the norm.

4.1.2 Vocational training

Interim Evaluation recommendation 5

116. The DGET has now mandated supplementary/additional training sessions under the MES scheme and provided for 800 hours of training under the scheme. While the DGET has made the scheme inclusive, it does not have the resources to offer tool-kits, nor have discussions on enterprise trainings been completed. The intention that SDIS-MES help improve skills for employability could not be fully piloted under the Project and a post Pilot engagement will be needed to take forward the recommendations of the Interim evaluation.

Interim Evaluation recommendation 6

117. In the duration of the Project, the completion of trainings was prioritised. The recommendation relating to augmenting the capacities of the ITIs to incubate self-employment projects of groups of trainees or to provide continuing mentoring services to the adolescents who undergo skill training and this could not be realised.

4.1.3 Family linkages

Interim Evaluation recommendation 7

118. The recommendation about follow up for the inclusion of families vulnerable to child labour in the BPL list could not be taken up by the Project.

Interim Evaluation recommendation 8

119. The Project context changed, as NRLM has now sent a proposal for removal of the BPL eligibility for receiving support under NRLM. This will make it easier for the district and State level implementing agencies to bring child labour families into the fold of the State/National Rural Livelihoods Mission.

Interim Evaluation recommendation 9

120. The BOCWWBs have agreed that wherever the families are doing work relating to construction industry, such as masonry, earth work, etc. they may be enrolled as members in the Board.

4.1.4 Resource and activate the state action plans

Interim Evaluation recommendation 10

121. At the state level, indications are available from States, such as Jharkhand, Madhya Pradesh, Gujarat, and Odisha that the SAPs have been, or will be resourced³⁴.

Interim Evaluation recommendation 11

122. In some States, e.g. Jharkhand, the convergence between education and labour departments have been formalised by an order from the State's Labour Commissioner. The example set will show the way forward for stabilising the coordination and convergence mechanism on the ground level. The project can initiate this process as part of its exit strategy.

4.1.5 Sustaining SRCs

Interim Evaluation recommendation 12

123. As part of the exit strategy at the State level, discussions have been initiated on how SRCs will be resourced with funds and human resources so as to continue beyond the project period. Considering that States now have significant amount of funds under the BOCWWB, they can look at positioning the SRC as Secretariat of the Board, and provide necessary resources. Action has been taken in some States, such as Gujarat, and it is in process in Madhya Pradesh and Odisha.

Interim Evaluation recommendation 13

124. With the activation and continuity of the State Resource Centres and their functioning under the State Labour Commissioners, the State Level Task Force on ECL can stay activated. This was not discussed as part of the exit strategy, but could be in the agenda for SRC coordinators and Labour Commissioners for the future.

4.1.6 Integration into national review mechanism

Interim Evaluation recommendation 14

125. Discussions at the national level about the elements of the Convergence Project that add value and that need to be continued or scaled up, has not yet been possible and will still need to be discussed after the Project ends.

Interim Evaluation recommendation 15

126. The recommendation was that the findings of the research and capacity building efforts supported by the project need to be shared with the decision makers to gain an understanding of the grass root situation with regard to what works and what does not and to influence policy decisions positively. This will need to be done after the Project ends.

³⁴ The evaluator was shown notes which have been prepared for creating posts and allocating budgets to absorb at least two of the three positions in SRCs, either in the Labour Departments of the States (e.g. Gujarat, Madhya Pradesh) or other related structures, such as the State Labour Institute in Odisha.

Interim Evaluation recommendation 16

127. The recommendation was that Life-skills training, which has been found very useful, may be integrated formally in the SSA and NCLP programmes, translated into local languages³⁵, appropriately scaled up and an official monitoring system set up under the SSA and NCLP programmes. This and other potential improvements in the NCLP scheme may be discussed, at the initiative of MOLE, if it decides to take on board the lessons emerging from the Convergence Project.

4.1.7 Documenting impact

Interim Evaluation recommendation 17

128. It related to knowledge sharing about the piloting process of the Convergence model and suggested a:

- **Documentation of what works:** The project should start creating evidence for promoting certain activities like ERC, pre-vocational training in Lead schools, elements of joyful learning and life-skills training, which can be integrated into NCLP schools on a large scale.
- **Sustaining what works:** The project needs to start thinking strategically about the different sustainability approaches to integrate some of the elements of the convergence mechanisms, by way of budget commitment from state government, joint guidelines between departments, among others.
- **Database and Monitoring Systems:** The project can pilot a web-based DBMR software application which can assist states in tracking all of their beneficiaries under NCLP. In its next version, it can also develop a comprehensive MIS for vocational training and family linkages. This will give dynamic and real time data to the department to keep the agenda of ECL alive, and will also help in sensitising labour enforcement officials to take up initiatives from rehabilitation perspective (rather than prosecution).
- **Documenting Impact:** Further, the project could commission some Tracer Studies which include a detailed documentation of household transformation and change in at least two project districts with different development parameters, including – livelihoods, economic and social aspects and vulnerability assessment.

129. The study on good practices will document some of the aspects of what works, including the DBMR. However, digitalising DBMR, integrating information about family linkages and making it a tool to be owned and operated by the State governments, has not been possible during the Project period. Some case studies will be documented to show early impacts.

4.1.8 Understanding context

Interim Evaluation recommendation 18

130. It suggested that the findings of the KAP study need to be shared with the States and the district teams so as to build awareness among different stakeholders. Further, given the increased attention to child rights in India, a quick study on the impact of the Right to Education (RTE) Act on child labour in each of the project states would add value to the project by strategising its sustainability. These have not been done by the Project.

³⁵At the time of evaluation, some plans for translation are already underway.

4.1.9 Working with social partners

Interim Evaluation recommendation 19

131. It was that the project can strategise and have discussions with TUs/ Employers' Organisations (EOs) about some simple steps by which the agenda for ECL may be mainstreamed in these organisations. There could also be a discussion of how the existing tools prepared by the project for capacity building may be used by the workers and employers association to build the capacities of the field units of these organisations. An important element of this is translation of the tools into local languages. The TUs and EOs need to reach out to informal sector workers and employers. Capacity building for this will need to be supported by the project if any progress is to be achieved during the project period.
132. The Project did hold some discussions with Employers' Organisations and Trade Unions, who are interested to work alongside the Government of India and the State governments to eliminate child labour, but point to the need for ILO's continued technical assistance in going forward with the initiatives. UNICEF also offered assistance, e.g., in Madhya Pradesh.

4.1.10 Sharing experience between project states

Interim Evaluation recommendation 20

133. It was that experience sharing be organised between the Project states, especially between source and destination states, to enable refinement of the State models, and enhance effectiveness of measures to stop child labour and trafficking. The Principal Secretary Labour, Gujarat, took a visit to Odisha to see and learn from the convergence processes followed in Odisha. A Project-initiated exchange, was not yet organised till May 2013.

4.1.11 Long term: mainstreaming the ECL agenda

134. The Recommendations for mainstreaming the ECL agenda at the national level including continuing **The Inter Ministerial Project Review Committee**, which could not be discussed with the Ministry as yet. Discussions with **the National Advisory Committee (NAC) about highlighting the issue and advance the agenda of CACL** have not yet taken place, and linkages with NCPCR and NRLM are not evident. As said earlier, the Project has been pre-occupied with completing and closing the Project activities, with relatively less attention to strategizing exit. At the State level, however, the mechanisms are likely to come together for some staff to be located in the SRC, and for the SRC to be the catalytic agent for carrying the ECL agenda forward.

4.2 Progress towards sustainability

135. Four key terms employed in most evaluations: sustainability, replication, scale-up and mainstreaming, are often used as interchangeable. The way these terms are interpreted and used in this report is first defined, and then an assessment is made of sustainability and the potential for replication, of some key elements and lessons arising from the Project.

4.2.1 Defining key concepts

136. The meanings assigned to these terms in the current report are as follows:
- **Sustainability** is the capacity to endure and, in the context of this Project, is used to assess whether a mechanism, structure, process, or system will continue beyond the Project period.

An end time is not defined, but the assumption is that it would continue indefinitely, at least for five to ten years until the problem of child labour is eliminated³⁶.

- **Mainstreaming** of an approach, or any element of an approach, involved integrating one or more activities or schemes in a way that the main scheme includes and makes special provisions, if needed, for the specific excluded group. For instance, when NCLP students are listed in SSA schools and monitored along with the formal school children, the monitoring process can be considered to have been mainstreamed.
- **Scale Up** refers to the same initiative being tried for a larger number of beneficiaries, for instance, instead of 20,000 children, coverage of 100,000 would constitute scale up of the project.
- **Replication** means implementation of the pilot project in places other than where it has been piloted. For instance, elements of the CACL approach could be tried in all districts in a State, or all States in the country. While scale-up and replication can be used inter-changeably if the same approach is scaled-up, replication has the additional possibility of adapting one or more features of an approach, in the process of scaling up.

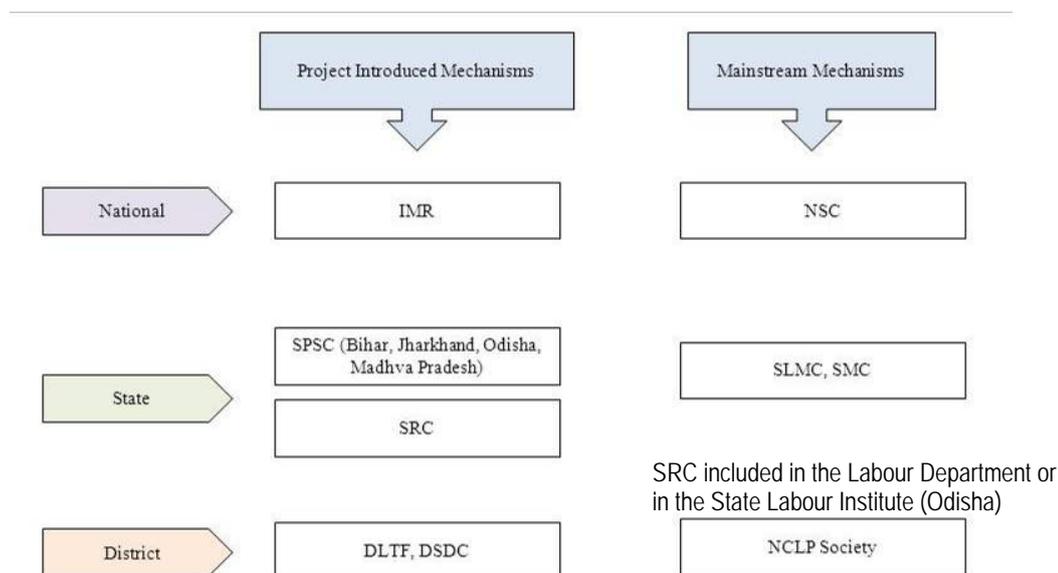
137. The Project offers several practices from the Convergence model for Elimination of Child Labour for replicating in additional districts within the Project States and in additional States.

4.2.2 Sustainability of institutional structures and mechanisms

138. Given that elimination of child labour has been a focus area of the national and state governments in India, and the history of earlier projects with the ILO, some structures existed before the Convergence Project, while others were introduced by the Project.

139. The institutional mechanisms relevant for the Project are depicted in Figure 9.

Figure 9: Institutional mechanisms



³⁶ The term sustainability has its origins in environmental assessments, for a related definition, see <http://www.thwink.org/sustain/glossary/Sustainability.htm>

140. The structures and mechanisms set up at the national, State and district level are key to the sustainability and replicability of the Project's lessons on convergence.
141. At the national level, MOLE had invited ILO to design a Project for Convergence against Child Labour, and given their participation in the design of the Project, should have had very high ownership. While in some quarters this was the case, in others there was dissonance due to incompatible personalities, resulting in disturbed relationships which affected both the coordination of the Project as well as its ownership at the national level.
142. While at the national level the convergence lessons are not yet taken on board, at the State and district level, the sustainability is significantly higher than at the time of the interim evaluation. Some of the reasons are as follows:
143. **Commitment of the State governments** have been made explicit by passing the SAPs, and making a provision of staff (two to three persons) in the SRC, to continue focussing on the ECL agenda and use convergence processes after the project ends. The sustainability of the SPSC mechanism remains variable, although they have the potential to sustain. For Madhya Pradesh, for instance, the SPSC was created in an earlier ILO-GOI project (INDUS), and was later designated by the government as the SPSC for the Convergence Project by a Government Order (GO).
144. Capacities at the State Level: A key indicator of State capacities to continue action of the ECL agenda, with convergent processes, is *enhanced collaboration and coordination amongst key ministries and programmes on child labour*³⁷. Towards achieving this objectives, workshops were held for awareness and capacity building, and stakeholder meetings have been held at national and State level, as follows:
- One National level meeting for NCLP Officials with active participation of MOLE and MHRD.
 - Inter-Ministerial Project Review Committee Meeting
 - National Steering Committee (NSC) Meeting with participation of key ministries and social partners.
 - National Consultative Meeting to discuss the framework for the Vocational Training Action Program and for linking of child labour families to government schemes
 - Five States Stakeholder workshops were held with participation of key Ministries and Government partners
 - State Project Steering Committee (SPSC) meetings have been held, in Jharkhand, Madhya Pradesh, Odisha and Gujarat, and a State Monitoring Committee meeting was held in Gujarat.
 - Gujarat has conducted three programmes with key stakeholders-judiciary and National Human Rights Commission. Madhya Pradesh has conducted a programme with district and State officials. Odisha has conducted 3 programmes with district and state officials, PRI functionaries, government and NGOs.
145. These meetings have brought the departments to discuss ways to converge schemes for ECL. However, any continued collaboration will depend on the initiatives taken by the State and Central governments to sustain these processes beyond the Project period.

³⁷ Immediate Objective 2, Indicator 2

146. **State Action Plans for Elimination of Child Labour**³⁸ offer great potential to be used as the framework under which to advance the ECL agenda and support the on-going implementation of the Convergence mechanism. At the time of the interim evaluation, the SAPs were not yet resourced, and it was recommended that they be allocated resources to enable them to carry the ECL agenda and plans forward. This has since been done in Gujarat. The Labour Department in Gujarat envisages taking the following steps to take forward the lessons from the Convergence Project:
- a) Replicating the convergence model in all the districts of Gujarat
 - b) Establishing a State level cell for monitoring
 - c) Introduced Child Labour Tracking System in 8 Corporation Areas and 4 industrial zones in Gujarat
 - d) Proposed these budget lines and budgets for replication and tracking units in the Annual Development Plan of Gujarat for 2013-14
147. The SAP for elimination of child labour in Jharkhand has been approved by the state cabinet, and formally launched by the State Chief Minister. In at least two other States, Madhya Pradesh and Odisha, concrete proposals have been put up for the sanction of funds to implement the SAP agendas.
148. **State Resource Centres.** The role of SRC is key in achieving convergence at the State level, and in ensuring *improved programme implementation and reporting by implementing partner*³⁹. They have conducted several activities towards this objective, including:
- Sensitisation and capacity building of labour officers, enforcement officers, government line departments, trade unions, employers, PRIs, CSOs, NCLP special school teachers/ students, District Legal Services Authority, advocates, district judicial officers, electronic and print media persons in the district, and other stakeholders within and outside government
 - Holding sensitisation events such as observing World Day Against Child Labour, or participating in local cultural festivals, such as the week long Baliyatra in Cuttack.
 - Work on ensuring compliance with the recommendations of National Commission for Protection of Child Rights (NCPCR) on child labour.
 - Making linkages with education and other departments. For instance, linkages were made by the SRC, between the district teams and the Jharkhand Education Project for training of educators. Senior officials of the Education Project and DWCD were consulted, and invited for state level workshops, for making the SAP for ECL, wherein the collaboration with DWCD, for Integrated Child Protection has been suggested by DWCD. These departments collaborated in the campaign against child labour.
 - SRC Jharkhand also facilitated coordination between the CID, Police and Labour Departments in cases of reported trafficked or abandoned children below the age of 14 years, and mass migration of workers. The SRC coordinates resource persons for workshops and orientations conducted for Police personnel as well as the judiciary.

³⁸ The establishment and funding of SAPs is Indicator 3 of Immediate Objective 2 of the Project Document.

³⁹ Immediate Objective 2, Indicator 4

- In some States the raid squad is active (*dhawa dals*⁴⁰) e.g. Bihar, Odisha, which involves:
 - Planning and conducting raids on establishments with child labour
 - Legal procedures followed for prosecution of employers
 - Arrangement of transit home for children
 - Preparing rehabilitation plan for children.
149. However, the difficulties in proper care and rehabilitation have led to the States not resorting to the rescue and rehabilitation strategy for eliminating child labour.
150. SRCs also have a role to play in enabling data management and sharing for effective ECL. The Development of District Action Plans is being overseen by the SRCs. Further, SRC-Odisha has facilitated discussions whereby a proposal is mooted to integrate a portal on “missing children” commissioned by the Home Department, with the portal on child labour, which will enhance the efficiency and effectiveness of outreach to children in difficult situations.
151. Thus, **at the State level, the State Action Plans** encompass the agenda for ECL as well as provide for the human and financial resources for the State level agenda and activities. At the district level, the Project had provided for three positions, each of whom were either appointed by or deputed from, the implementing agency. This team of three focussed on the ECL agenda, and were instrumental in carrying out the Project activities, through a convergence approach. These three positions are critical and merit mainstreaming at the district level. This team needs to be provisioned under the SAP and the resources needed could be provided by the MOLE, either directly, or under the NCLP scheme. Alternatively, the resources could be met partially or fully by the State. The mainstreaming of these three positions would ensure that child labour are found, removed from work, educated, monitored, and provided with technical skills to enhance their employability. The team will also be able to continue the work of prevention, by linking families with, and vulnerability to child labour, with official schemes for poverty alleviation.
152. **At the District Level**, the ownership rests with the District implementing agencies, under the leadership of the District Collectors. As District Collectors coordinate about 80 to 90 committees, the attention to the ECL agenda is likely to be divided, and dependent upon the particular Collector. The District Level Task Forces (DLTF), as currently constituted, include government officials, local political representatives such as Ward Members or Gram Panchayat leaders, social partners and NGOs; however, the vitality of each DLTF will remain dependent on the District Collectors as well as the coordination and initiatives taken by the State Labour Commissioners and the SRCs.
153. **Gram Panchayat at village level:** At the village level, Village Level Monitoring Committees (VLMCs) are mandated in NCLP special schools to monitor the progress and functioning of the schools as per guidelines of MOLE Govt. of India. In Cuttack, these VLMCs are formed and reported to be functional with training and support from the SRC.

4.2.3 *Potential for replication*

154. A key expectation of the Project was that the **“strategies from the Convergence models are replicated in non-project areas, with non-project resources”**⁴¹. The different elements of the Project have varying potential for replication, as the processes may have unrolled quite differently

⁴⁰ Enforcement squads, comprising usually of Labour department officials, police personnel and the informants about child workers: NGO staff or community persons.

⁴¹ Immediate Objective 1, Indicator 1 of the Project Document

for the education, skill development and family linkages components. Further, the processes have been different in each State.

155. **From one district to other districts, within a Project State:** The feature of Convergence under the leadership and aegis of the District Collector has been found useful. The State can issue directions to all Collectors to activate the Child Labour Eradication Committee under the Collector and coordinate with all departments and NGOs for the necessary tasks. This acknowledgement and intention was stated by the Labour Commissioners in both the States visited, Madhya Pradesh and Odisha.
156. For instance the Madhya Pradesh Labour Department plans to have a three year pilot project for elimination of child labour, with activities and time lines defined. The activities will include holding workshops in each district, and preparing trained staff to work in the districts. The State officials plan to hold video conferences with District Collectors to monitor progress under this initiative.
157. The SAP will, however, need resources, especially for human resources, survey for identification of child labour, awareness campaigns. These could be sourced from large NGOs and the Building and Construction Workers' Welfare board, whereby the latter can provide the funds to support families engaged in the construction sector. Affidavits to the Gram Panchayat and endorsement by the GP will suffice to register as a member with the BOCWWB.
158. Similarly, Labour Departments plan to scale up vocational training, to reach 10,000 youth. The training institutions will receive the last instalment of funds, 30% of their remuneration, only after all the trainees have been placed or take up self-employment. Children over 14 years will be included in this initiative, and those less than 14 years will be re-admitted to schools.
159. **From one state to another, and at national level:** The most successful replication from state to national level has been that of the changes introduced in the SDIS-MES scheme of the DGET. This is largely because the scheme is a national one, introduced and monitored by the DGET in Delhi. The office of the DGET is in constant touch with the districts where the scheme is operational, and has been open to amending and revising the scheme as new needs emerge. The lessons that emerged from the field relate to:
 - the need for transport allowance, and residential facilities for trainees who come from a long distance;
 - approval of extension centres for training in addition to the training at the approved institute;
 - provision of longer modules of training and combination of different levels; and
 - inability of the children from families with or vulnerable to child labour to pay fees upfront.
160. The DGET is in the process of amending the scheme on all three counts. For children coming from distant villages, transport allowance will be given, and training will be made residential wherever possible. A due process of inspection by State based teams has been devised, after which ITIs and training institutions will be permitted to start extension centres where more than 20 trainees have to be trained. Modules for basic and advanced training have been combined to offer MES training for 800 hours, and all the fees for training and assessment for MES have been waived. These features have made the scheme universally inclusive, and families of child labour will be able to access it just like any other disadvantaged group.

161. Some cross learning has taken place from one State to another, due to the visits of staff, for instance the visit of Gujarat. Beyond this, the discussion of which elements can be scaled up from district/state to national level is a bit premature, as the Project's lessons have yet to be documented and shared, as preparation for scale-up or replication.
162. **From India to other countries in South Asia:** The Project certainly offers great potential for various elements to be replicated in other countries in South Asia. These include lessons relating to structures and mechanisms, and convergence across different departments, especially the education department, the need for awareness generation, and the ways in which poverty alleviation strategies can be brought on board to eliminate the need for child labour. Several lessons in terms of generating convergence processes have yet to be documented by the Project.
163. The senior management of the ILO/CO definitely has an interest in extending technical cooperation for convergence for elimination of child labour. This was evidenced in a workshop where SAARC countries participated (held in Delhi in May 2013), and lessons from the Project were presented, as well as lessons from ILO's earlier child labour projects were shared as well. However, any programme of South-South cooperation will need to be realistic, and will need to adapt to the context of the replicating country. The Indian government has been working with the concept of convergence, and the structures, policy environment, as well and the larger enabling environment for advancing the ECL agenda is positive in India. The feasibility of convergence processes will have to be assessed realistically in the political and economic context of the specific South Asian country.
164. Some of the particular elements of the Project can be replicated, identified during discussions with stakeholders, are as follows:
- The features of offering Non formal education to children released from, or vulnerable to bondage;
 - Skills training, particularly those provided through government schemes;
 - Linkages made for beneficiary families, with government's social protection schemes;
 - Placing teams at the district level, to carry on project activities as well as provide support to the government and other stakeholders, and carry the agenda of ECL; and
 - Creating the SRCs, which serve as a good support mechanism to coordinate all activities in the district and state levels related to the ECL.
165. These features would enable all stakeholders to work with, and operationalize, the concept of Elimination of child labour through convergence of various official schemes and programmes.

5. Lessons learnt and potential good practices

166. The Convergence Project has a few key stakeholders and then a wide range of partners and implementing agencies. All of them together have shaped the Project. As a Convergence Project, the mandate was to work with existing schemes of the government and work more as a catalyst to bring the schemes to focus on a particular group of vulnerable people. The results of the Project, therefore, are attributable to many stakeholders, and this impact cannot be separately assigned to any one of the stakeholders. The impacts, good practices and lessons learnt have all emerged from the (strong or weak) collaboration among these key agencies, and are not attributable to any one agency.
167. The Convergence project, benefited from the foundation laid by three earlier projects of the Government of India and ILO: the INDUS child labour project, which operated in 21 districts across five States in the country, the Andhra Pradesh State Based Project (APSBP) and the Karnataka State Based Project (KSBP) for the elimination of child labour. The lessons of earlier projects were taken on board in designing the Project, and it had three key elements⁴²:
- **Coordination:** A holistic approach with coordination between different government ministries, departments, agencies, social partners and civil society organisations (CSOs) converging their efforts and resources at district, state and national level for ECL;
 - **Existing Structures and Mechanisms:** Major national programmes, such as the NCLP, SSA, SDIS, NREGS, poverty alleviation, insurance and health programmes to impact child labour and their families; and
 - **A Family Centred Approach:** whereby the educational rehabilitation of the child is accompanied by pre-vocational training of adolescents and social protection as well as economic improvement of the family.

168. The meaning of convergence is elaborated by a senior government official:

"The problem of child labour cannot be dealt with in isolation; it is caused by a complex set of problems. Parents are unaware, poor and in need of cash; children are either too small to know, or not able to stay in school for various reasons; employers find children low paid help, who do not demand leave and do not protest long working hours or hard work. When external people challenge the practice, they are initially resisted and confronted with non-acceptance by all quarters. So action is required on many fronts: awareness, improving quality of schooling, social protection and income enhancement. People need to have access to many schemes for training, grants, loans for economic activities, housing and other needs, Kissan Credit Cards (KCCs), maternity benefits, health and life insurance, etc. All official assistance that improves the standard of living of the families vulnerable to child labour need to be ensured, and for these, convergence is needed." – Labour Commissioner, Madhya Pradesh

5.1 Elements of a convergence project for prevention and elimination of child labour

169. The first expectation from the Project was the development of a Convergence model for elimination of child labour. The following paragraphs highlight the key aspects of the Convergence model followed, and also highlight some additional aspects that need attention, in a convergence project⁴³. The Project has worked at many levels, with some broad sets of activities as follows:

⁴² Adapted from the Project Document, Convergence Against Child Labour: Support for India's Model

⁴³ Detailed suggestions for additional aspects to be included in a future convergence project, are made in section 7.3.

170. **Start-up activities:** The start-up activities included sharing the project design and its rationale, and consultations and buy-ins from the stakeholders, especially at the State level. Stakeholder workshops were held at national level and in the States to create consensus and to develop an agreed way forward. As the mandate of the project is to work with the government, such exchanges and consultations are important at the beginning and in later stages of the project as well. These would then have the potential to become active mechanisms for operationalizing convergence processes.
171. **Focus at the District Level:** The project had several key interventions at the district level, including:
- a) Survey for identification of child labour as target beneficiaries;
 - b) Transition, or bridging education in the NCLP schools;
 - c) Linkages with formal education, for work education, and for mainstreaming after bridge education;
 - d) Vocational trainings;
 - e) Social protection and income generation support for families;
 - f) Awareness generation;
 - g) Child Labour Monitoring Systems (CLMS).
172. **Initiatives at the State Level:** These included structural mechanisms being put into place as well as capacity building:
- a) State Resource Cells, for coordination of the activities of the Project at State level;
 - b) Drafting and getting the SAPs accepted with budgets for key SRC staff and commitment to the ECL agenda
173. **Creating an Enabling Environment** in which policies, norms and institutions prioritise elimination and prevention of child labour. These involve multiple measures such as
- a) Increased awareness and understanding of the causes and ill-effects of child labour;
 - b) Build-up of public opinion against the use of child labour;
 - c) Creating policies and programmes for reducing vulnerability and improving livelihoods of families with prevalence of, or risk of, child labour (such as support for education, social protection and poverty alleviation)
174. **Coordination mechanisms** are needed at many levels, and these need to stay activated throughout a Convergence Project. Coordination needs arising at district level can be taken care of by the District Collector, but at the State level, it helps to have the Labour Commissioners of the States keep an oversight on the progress, as they can exercise an influence at the district level. Thematic learning would also be facilitated if exchanges and workshops are held at State and national level, bringing together those working on education, for instance, to share their learnings, and discuss ways in which successful processes and initiatives can be replicated in other districts, and strategise how difficulties faced by one or more districts can be overcome. Such exchanges were not formalised in the Convergence project, but would add to the efficiency, effectiveness, sustainability and replicability of a future convergence project.

175. **Collaboration and sharing among UN Agencies:** Several UN agencies also work with convergence approaches, and at least two agencies are directly connected with the issues that have a bearing on elimination of child labour (UNICEF, with its focus on child protection and education; and UNDP, with its focus on decentralised planning, marginalised groups, social protection and livelihoods). Early collaboration and establishing strategy sharing meetings and workshops would have added valuable learning dimensions to the Project. This needs to be included as an important element of any future programmes on prevention and elimination of child labour. Equally, UNICEF and other UN agencies also need to recognise the learning potential inherent in projects such as CACL and invite them to learning and strategic forums, such as inviting ILO to committees formed by UNICEF/ UNDP on issues such as child protection/ social protection or for attention to extreme poor or marginalised groups.

5.2 Identification of child labour

176. The identification of child labour is the first and most difficult and contested step in any project or programme for reaching out to this group. The challenges and areas of attention in this first step are as follows:

177. **Defining Child Labour:** The standards which have been set by different international and national conventions and laws are different, hence it becomes important that all stakeholders participating in a project agree to the definition that will be applied for identification.

Figure 10: Awareness campaigns about child labour, Ujjain, Madhya Pradesh



178. **Who should identify child labour? :** The NCLP scheme provides for a survey of child labour once in three years, for which a committee has been formed, consisting of the Chief Executive Officer of the Zilla Parishad as the nodal officer, officials from SSA, Labour Department, and NCLP. The Committee is responsible for:

- Deciding the methodology of the survey.
- Selecting the surveying agency.
- Deciding on the survey proposal given by the selected agency.

- Marking of 40 to 45 areas where families working in hazardous conditions use their children as well.
 - Selection of settlements with a concentration of child labour.
 - Getting the survey conducted in the selected areas.
179. However, the Convergence Project did not strictly follow this methodology. A national agency was appointed to identify child labourers for all the Project districts as it was felt that the criteria and methodology across districts needs to be uniform. Many children on the list were not found at the time of starting the project, apparently due to the time gap between identification and project start-up time, migration of families in the meanwhile, and children having crossed the age of 14 in the interim period between identification and project start-up. This led to mistrust among implementing agencies, re-surveys were conducted, and the differences in perspectives on withdrawn and prevented children between ILO project management and the MOLE were never bridged.
180. If the Labour Department does not directly identify the children to be targeted by an external intervention, the agency appointed for identification should ideally be mandated and commissioned by the government and work under their direct supervision. This not only ensures compatibility with the legal processes in any particular country, it also ensures official acceptance of the selected beneficiaries.
181. **Sensitisation of parents** is key to withdrawal of children from child labour. Poverty, combined with the fact that school education does not hold the children's interest or provide high quality learning, leads parents to believe that it is better for their children to work. Parents need to be sensitised to the long term harm caused to their children, and their future livelihoods prospects by denying them basic education. They also need to be made aware of children's rights for protection, including education and freedom from work and violence.
182. **Rescue and prosecution:** The logical next step after identification of child labour, which is against the law, is to rescue the children from such labour and prosecute the employers. The due process of law then requires that the children are provided with shelter if they do not live in their homes, and eventually return them to their families after legal procedures have been followed. However, this process is highly confrontational, and traditionally, the Labour Department has not been able to follow only a prosecution approach to stem child labour (as evidenced in Figure 11). There is a need to improve facilities for short stay homes, a task of other agencies and departments (Women and Child Development, Social Welfare and NGOs). The Labour Department officials felt that they would be able to prioritise rescue and prosecution only after protection and rehabilitation of children is assured. This issue has been included as an agenda in the SAP.
- Figure 11: Rescue but not prosecution**

In March 2013, a citizen who saw 200 to 300 people in buses, including children, being taken from Nuapada district of Odisha, informed the police. The police checked that the contractors had no license to take these workers. The children were rescued, and sent to residential schools or seasonal hostels in their home districts. The contractors were, however, not prosecuted as the police and Labour department felt it would be difficult to prove the charge of trafficking.
183. **Identification of those vulnerable to child labour:** If a project targets both children withdrawn from work, as well as those vulnerable to child labour, the latter category needs a definition. Vulnerability of a family to child labour has many dimensions including dire poverty, lack of

education and skills, distress migration as a necessary way of survival, single parent or one or more members in the family affected by ill health (mental or physical). A context-specific, considered and agreed definition is needed for each project, as no generalised definition would serve the purpose.

184. **Providing high quality education:** is key to keeping children out of work. For this, teaching needs to improve, especially by increasing the motivation of teachers to teach, augmenting their teaching capacities and ensuring higher attendance of teachers in school. Other important features that make schools more attractive for children from low-income families are free access to education till class VII, mid-day meals, free dresses and books, and in some cases, the possibility of living in residential schools.
185. **Access to schemes for poverty alleviation:** if families get some concrete assistance to improve the skills of some members of the households, have better access to work or improved skills combined with employment or self-employment, they will be able to see a path out of poverty and will be motivated to take their children out of work and into education, either special/ bridge education or mainstream schools.
186. **Coordination and Convergence at the State Level:** The State level Monitoring Committee (SLMC) for Child Labour is headed by the Secretary of the relevant department. As there are over 20 committees at the State level, the Secretary of the nodal department of the relevant Child Labour Eradication Committee has to be actively involved for significant results. It is found that mutual support keeps the motivation for the ECL high. NGOs and media can also advance the ECL agenda by publishing as well as holding the government accountable.

5.3 Adequacy of educational support

187. Education is the first and most important support that a child withdrawn or prevented from child labour needs. In the first instance, the Project admitted children to NCLP schools, and in some districts where NCLP schools did not exist, the children were admitted to SSA schools. The lessons arising from the education initiatives are as follows:
188. **Provisions and Benefits of the NCLP Special Schools:** The NCLP special schools have the following provisions and facilities:
 - NCLP special schools admit 50 children per school, in the age group of 9 to 14 years.
 - The children get education up to class 5. Children are taught in three groups, and flexible teaching ensures that they reach learning levels of class five over a period from their admission up to a maximum of three years.
 - As each NCLP school has a period of three years, it is expected to wind up or shift location in that time.
 - Each child gets a scholarship of Rs. 150 per month, and mid-day meals are provided through the linkage with the SSA schools.
 - In addition to classroom education, there is a provision for pre-vocational training through the appointment of a vocational training instructor and the products made are to be exhibited in craft fairs organised by the government.
 - Periodic health check-ups are provided for the children.

189. The Convergence project included links with NCLP schools, so all children benefited from the above provisions. At the same time, the deficiencies in the main scheme affect the children too. For instance, some of the difficulties in the NCLP system are as follows:
190. **Limitations arising from the minimum age or number limits:** A child can be admitted to an NCLP school only at a minimum age of 9 years. The reviewer found some children who were working or not attending school, but were waiting to be admitted to NCLP special schools, either because they were not yet 9 years old, or because the school already had 50 children, and could admit an additional child only in the next year, when some children would transfer to the SSA school. This means that the system does not yet provide for all the children who might need support of NCLP schools, but have to wait for their turn if under 9, or if the school already has 50 children. The original intention of these provisions was that children under the age of 9 should be admitted directly to formal schools, but the ground reality in some places is that child labourers just work and wait at home till they find place in NCLP schools⁴⁴.
191. **Limitations arising from the maximum time period:** An NCLP school is typically sanctioned for only 3 years, and within this period, the beneficiary children are expected to transit to formal schools. This provision works best for children who are admitted to an NCLP school, at the age of 9 or 10, in the first year of its formation. Children admitted in the second and third year of the school's establishment receive only one or two years of special educational support. While it is possible for children who get three years' education in an NCLP school to transit to class 6 in a formal school, children who receive fewer years of support are likely to be at a much lower learning level. Even if they transit to formal schools, in classes 3 to 5, they would likely be at lower learning levels in these classes. This needs further research, but points to the need for allowing NCLP schools to be continued until there are no more children who need to be admitted, or continued, until they transition to formal schools.
192. **Lack of facilities and materials:** An NCLP school does not usually provide furniture, such as tables and benches/ chairs, and as they are usually managed by NGOs, who also may not be able to provide these facilities, several of the NCLP schools seat children on the floor. Some do not have the three rooms needed to separate three notional classrooms, thus children can be found crammed in small rooms, learning on the floor, being taught sometimes just by one teacher.
193. **Low paid teachers and staff:** The teachers and staff of NCLP schools receive contractual payments, which have recently been doubled, yet remain low compared to formal schools.
194. **Delay in release of grants:** The NCLP grants are reported to be delayed, causing difficulties for NGOs who run the NCLP schools. Often these are small NGOs with limited resources and it results in the schools not operating well due to paucity of funds.
195. **Summary on adequacy of education support:** For these reasons, NCLP special schools offer a bridging option, but of a much lower quality than formal schools. Admittedly, NCLP schools are to be operated by NGOs with preferably volunteering staff, and no claim to regular employment by the government. These provisions were designed so as to consider NCLP schools a short term service for a few children for a short time, and not create them as permanent establishments. However, this has created its own set of problems, i.e. teachers and staff who feel uncared for and children who study in schools that are not well equipped to be good learning places.

⁴⁴ Given that the impressions in this report are based on anecdotal evidence gathered from visits to only 6 districts, a more comprehensive research would be needed to ascertain how common these phenomena are. Yet, the larger issue here is that when a scheme needs to be reviewed, government needs to take the ownership and move forward, a Convergence Project works with the existing scheme and can at best serve as an eye-opener.

196. A Convergence project takes a scheme as it exists, and while the provisions of the scheme provide the benefits envisaged, the limitations of the government scheme also pass on to the Project. This goes beyond the mandate of the current Convergence Project, which is designed to work with current schemes of the government. However, it does bring to fore the need for upgrading NCLP schools. The question then arises whether the government is open to learning about the limitations and responding to these challenges by modifying the scheme itself as needed. It may also be useful to include an element in Convergence projects of discussing experiences with existing schemes, so that some modifications may be considered if needed. Admittedly, modifications to schemes require a long process of revisions, approvals for the additional funds requirements, and finally, formal approval from the Cabinet. Even so, government departments may be willing to make the necessary changes when these arise from needs of beneficiaries and are endorsed by their officials and partner agencies.

5.4 Special schools or mainstream schools

197. The project was designed in 2008, when the link was proposed with NCLP schools. In 2009, the Right to Education Act was passed in India, which mandates that every child below the age of 14 should be in a formal school. The question that arises is whether all NCLP schools are relevant in the new context, or should now be closed, as all children should be admitted to SSA schools.

Figure 12: Children in an NCLP school



198. Meetings and visits to NCLP schools show that children who have been working definitely benefit from a place where they get specialised attention, as a bridge to joining formal schools. However, the quality of these schools is very much lower than formal schools as budgets and facilities provided by the Labour Department are far lower than those provided by the education department for the mainstream schools. The time-bound nature of the bridge schools would mandate an improvement of facilities in NCLP schools, at least to the level of SSA schools.
199. Alternatively, a stand may be taken that all children found out of school, for whatever reason, including being in work, should be admitted to and cared for by the mainstream department responsible for their education. Indeed, in Sitamarhi, this was the case, where all NCLP schools have been closed and only SSA schools operate.

200. As education is a concurrent subject, the decision has varied across States, and within a State, it has also varied across districts. The key lesson arising from the Project is about coordination between departments of Labour and Education being critical, not only to ensure that children under 14 are in school, but also in ensuring that quality education is provided with basic minimum support assured to children in terms of books, dresses and meals. A monitoring system that tracks children through data and portals common to both departments is an important need that has emerged, and pilots emerging for such coordination will in due course offer valuable lessons for scaling up at the national level.

5.5 Convergence processes in providing vocational training

201. Several lessons emerge from the experience of convergence processes in vocational training. These relate to supply of services, learning as well as sustainability and replication.

202. **Availability of Training Providers:** The SDIS-MES scheme is a relatively new scheme of the GOI and has adopted technology for scaling up its outreach. As such, the process in the MES scheme involves several steps as shown in the accompanying box (Figure 13). When the vocational training component began, many of the pilot districts did not have sufficient number of training institutions where the children from this group could be admitted. New private VTPs needed to be authorised to offer MES trainings, a process which took time.

Figure 13: Process of offering MES trainings

1. Online registration
2. Online enrolment
3. Online allotment of Training Batch Number for starting and ending of courses with timings
4. Starting of course
5. Course completion
6. Assessing batch number (ABN) allotment
7. Assessment of training by assessing body
8. Certification by RDAT
9. Further enrolment for advanced courses

203. **Learning Capacities and Modules:** Children who have been working full or part-time, are not used to learning for 6 to 8 hours a day. They can learn for about 1 to 3 hours a day at the maximum, as they are able to concentrate on class room learning for short periods. Often, due to responsibilities at home, they are also not able to attend classes for 8 hours a day. They need constant follow up to be able to attend the training regularly, and monthly tests help in monitoring their learning levels. The combination of courses that emerges as most useful for child labour is that of a basic course, followed by an advanced course, combined with soft skills training, and finally, giving a tool-kit for enabling them to continue practicing, and making small earnings.

204. **Close support and regular monitoring is needed.** As many adolescents, especially girls, and those from the minority community have not been out of their homes, the parents do not feel comfortable sending them to vocational training institutes. In several instances, the NCLP teachers/ NGO staff accompanied these children to the VTPs, assuring their safety and supporting their learning. Periodic visits were also made by the Project Director – NCLP schools, to monitor the trainings.

205. **The distribution of tool-kits** by the Project was an additional element, not part of the MES, that was found useful in creating an asset for the families of child labour. This enables the trainees to start using their skills immediately and earn small amounts of money, thus preventing the child from going out to work.

206. **Sensitisation of staff of ITI's and private VTPs** goes a long way in giving special attention to child labour students. Further, a number of PRAs and Gender Stereotype breaking camps were conducted at district level involving NGOs, for instance in Cuttack municipality area, 60 such appraisals and trainings were conducted.
207. **Sustained access of vulnerable children to the SDIS-MES trainings** can take place through both demand and supply side mechanisms. On the demand side, District Skill Development Committees (DSDCs) have been formed, for instance in Ujjain, where the committee members include NCLP officials, District employment officers, General manager of District Industry and Trade Centre, Principal, ITI, Principal, Women's ITI, Manager, Skill Development Centre, Secretary, Chambers of Commerce and Industry. On the supply side, the DGET has added features to the MES scheme which has made it more inclusive and suitable for youth from low income households.
208. **Adolescents need a long term training plan.** Experience on this project shows that while vocational training for adolescents prepares them for further training, it cannot be expected to lead them towards gainful employment in the near future. To begin with, adolescents would need at least 3 years of training, be supported till the age of 18 years, and only then would they be employable in the formal sector. Even if they have to go as apprentices after the training given by the Project, this was not part of the Project design, or thought through by the implementing Project team or agencies. The SDIS-MES is suitable for these children only as an initial introduction to formal learning, and longer term solutions need to be found, for them to have employable levels of skills.

5.6 Challenges in linkages for social protection

209. An important challenge faced in the Project is that of eligibility for support under government schemes, which is through the Below Poverty Line (BPL) card. When the Implementing agency staff in the districts made a list of families of child labour who did not have this card, and applied for making it, they encountered some barriers. To begin with, an income certificate was needed, which is issued by *Talatis or Tehsildars*, local government officials, or *Jana Seva Kendras* (People's Service Centres). The official visits an area once a week, and when presented with 50 to 100 forms, is not able to verify and complete them in a day. This process takes a few weeks⁴⁵.
210. Another constraint arises from the fact that BPL lists are only made at specific intervals. In the interim, the number of people who can be included in the list, is limited by the number already there, and only when a Collector decides to get the list cleaned, remove the families that may be missing for some reason, can new families be included⁴⁶.

5.7 Gender mainstreaming in child labour projects

211. This Project design took on board the fact that girls are more disadvantaged than boys in a family with, or vulnerability to child labour. It has been inclusive, in bringing children and adolescents as beneficiaries of the education and vocational training components, and in offering a range of trades for work education and vocational training. The lesson from the Project, however, is to attend to the needs of both girls and boys, as in many cases the parent is a single parent, unskilled or unable to earn for different reasons, and needs social protection as a measure to prevent children from

⁴⁵ This was especially encountered in Vadodara district, Gujarat

⁴⁶ This process was ordered by the Sitamarhi Collector in Bihar, so that as many families as possible, from among the Project beneficiaries, could be included in the list, and given housing and other benefits., from among the Project beneficiaries, could be included in the list, and given housing and other benefits.

going to work⁴⁷. The support needed in these cases would be more than family linkages for small pensions; a significantly larger pension would be needed. Additional support may be needed, such as mental health counselling, or even foster care of children. These need to be developed as options in the strategy of a pilot project.

212. An area where adolescent girls faced a problem was in travel to the training institutions, even if these were short distances, but particularly if they had to come from rural areas to district headquarters. Boys found it easier to take public transport or cycle alone for long distances, girls needed to come in groups, which was not always possible, as beneficiaries were scattered. Therefore, girls from rural areas could not join vocational training, but were well represented in urban areas, such as Ujjain district of Madhya Pradesh, Baroda and Surat in Gujarat. Here, often the teachers or staff from NGOs accompanied the girls to the vocational training centres. These issues were taken on board by the DGET and SDIS-MES, and revisions were proposed to the scheme, to allow for residential facilities or transport allowances. The residential facilities are, however, first to be provided for boys. Future projects could attend to this need and incorporate support strategies to enable girls to travel for vocational training.

5.8 Scale of pilot projects

213. This Project was quite large in terms of the number of children it reached, about 20,000, and in terms of the number of districts it covered. This design of the pilot made it useful in testing out the approach in different contexts and enabling environments. However, the division of 20,000 children across ten districts meant dispersal of the target group across a large geographical area, and targeting a finite number meant that once this number was reached, the Project was not under pressure to extend outreach to more children. The NCLP programme of the Indian government is also designed to reach only 2,000 child labourers per district (40 schools of 50 children each). While deviations are possible (Katihar district presented a request to open 100 NCLP schools), these are not the norm.

Convergence projects need more flexibility compared to traditional projects, as the multiplicity of catalysts leads to different agencies or individuals playing key roles, and adopting different implementation strategies with implications on ensuing impacts as well as on budget utilisation.

214. In order to make a pilot project more powerful in terms of its results, some government officials suggested working with the objective of making a whole district free of child labour. A focus on creating a “child-labour-free” district, they felt, would lift the project above a target-focussed approach, and give equal attention to both identification, rescue and rehabilitation on the one hand, and prevention on the other. It was also felt that such a focus would help galvanise the energy of all the departments concerned, making the effect of Convergence stronger, and the result more visible and powerful, for the Labour Department, all other departments participating in the initiative, and the District Collector as well.

5.9 Realistic expectations from a convergence model

215. A project that seeks to converge different schemes invokes a scenario by which several actors: departments, NGOs, social partners, project staff come together to achieve significant results in terms of identification, rehabilitation, prevention and elimination of child labour. The expectations from a Convergence project are typically very high.

⁴⁷ The evaluator found that in many cases of families with child labour, the mothers were widows, or abandoned. In some cases, the fathers were ill or alcoholic. And in some cases a single parents were mentally unstable as well. Such cases were found not only in Madhya Pradesh, Jharkhand and Bihar, but also in Gujarat.

216. At the same time, a Convergence project typically involves many actors, and therefore the demand for coordination is high. When these schemes are official, it requires a lot of correspondence, official orders, documentation and follow-up to access them. Enabling structures and processes take time to set up, and sometimes long and tedious negotiations are necessary among different stakeholders at different levels: district, State and national. These require human and financial resources, and time. The expectations from a Convergence model need to be tempered with the understanding that even though one or two organisations are catalytic agents and the key responsibility rests with them, the role and ownership of other partners within and outside the catalyst organisation(s) has an immense impact on the results and outcomes of a Project. These impacts can be both, positive and negative. The inter-play of different stakeholders at different levels hampers the analysis of attribution of impact to a Convergence Project.

5.10 Convergence projects need flexibility

217. The fact that a Convergence project involves many actors, pre-defined roles and processes may not play out as planned. The key mover on an initiative may be at the state level, or at the district level in different project locations. Similarly, budgets may be assigned for activities, but these may be financed locally or done at lower costs than envisaged. In some cases, new activities may be needed which require additional funds. Some activities may need to be added or dropped. For instance, in some districts, budgets assigned for conducting family linkage camps were not used as the local officials found a family focus and follow up necessary for making the linkage. In other cases, camps were used to fill forms for a particular scheme for many families. The resulting variations in activities and financial expenditures need to be assessed with an acknowledgement of the differing field realities and preferences of key actors in different States and districts.

The high expectations from a Convergence Project need to be tempered with the understanding that it works simultaneously at district, State and national levels, and with a wide range of stakeholders. This makes its results uncertain, and also difficult to attribute to the Project alone, as many other factors operate alongside in the enabling environment and partner agencies to enable significant impact on any dimension of ECL.

218. The need for flexibility was recognised in the Project Document, and has also been re-affirmed by the Project experience.

5.11 Is a convergence strategy sufficient for ECL?

219. Convergence is a methodology that is now followed by many Indian government programmes. It is a major modality of the National Rural Livelihoods Programme of the Ministry of Rural Development, the flagship poverty alleviation programme of the Indian government.
220. The convergence strategy concentrates on access of the families with, or vulnerability to, child labour, to the existing schemes of the government. While this is a worthwhile effort in a country which has several State and central schemes, the question arises whether this strategy alone suffices to meet all the needs of the target children and families.
221. A convergence strategy works with existing schemes, and therefore both benefits from, and is constrained by, the features of that scheme. This has been experienced with regard to the NCLP scheme for instance, which has been discussed earlier in section 3.

222. The Project does not have the mandate to change the scheme, and only those changes can be effected that are recognized and accepted by the designers and implementing agencies of the scheme. For instance, wherever DGET felt the SDIS-MES scheme could be made more inclusive, the changes have been made: more training modules and hours, transport allowance, and removal of fees. There are needs of vulnerable families which the scheme has not yet taken on board, e.g. children who work full time or part time need a stipend to be able to come out and learn a trade for more than one or two hours a day, as they cannot afford to lose earnings. The DGET has not yet made a provision for a stipend, partly because they feel that this would be too resource-intensive, and partly because they have just invested in making the scheme universal, whereas introducing stipend would mean targeting again.
223. The lesson arising from this is that the Project needs the relationships, as well as the time, for not only piloting convergence, but also to work with the government for two to three years just to debate and discuss changes needed, and help pilot this second round of changes. Convergence alone is not enough, a Project has to work with and alongside government to change the schemes, and re-orient their features to effectively reach these extremely vulnerable households with prevalence of, or risk of having child labour. Without such a discussion and revision of schemes, the effort on Convergence is inefficient as well as potentially misleading, as it gives the impression that the scheme per se is well-designed, and only access needs to be created. As seen in the case of the NCLP and SDIS-MES schemes, this is clearly not the case.

5.12 A convergence strategy can be inherently inefficient

224. In a country like India, where Convergence has developed as a strategy that is now getting worldwide recognition, the Indian government is conscious of the difficulties in managing too many schemes. They spell inefficiency, and can engender corruption. The Indian government set up a committee to examine the issue, and the committee has suggested streamlining of the schemes. This will go a long way in making government support more efficient and transparent. When large government programmes, or projects with donor partnerships such as the Convergence Project, *follow* rather than *question* the need for Convergence, they fall into the same in-efficiency traps as the national government is in. Therefore, even as a project works with a convergence strategy to learn about the strategies that would benefit a specific target group such as child labour, it is important to debate about, and engage with the national government, in discussions about streamlining the schemes themselves, and reducing the need for convergence.

6. Conclusions

225. The Convergence Project is a very ambitious project, having incorporated lessons from earlier ILO-IPEC projects with the Government of India, and having taken on board the invitation to support GOI's convergence strategies. The project has activities at all levels: district, State and national, and had a much larger number of activities compared to earlier projects, involving a wide range of stakeholders. As the project has followed a strategy of convergence with existing government schemes, its achievements and shortfalls cannot be assigned to any one of these stakeholders: typically, two or more stakeholders are responsible in most cases. Similarly, attributions cannot be made only to design or implementation of the Project, as good features of design can be marred, or weaknesses in design can be overcome by management processes. Therefore, this report highlights the areas of achievement and shortfalls.

226. The achievements against the objectives of the Project are as follows:

10.1. By the end of the project, an effective Convergence-based model for elimination and prevention of child labour, including trafficking/migration of children for work, has been demonstrated in two districts in each of five States, namely Bihar, Gujarat, Jharkhand, Madhya Pradesh, and Odisha.

227. The Project has been able to demonstrate parts of a Convergence based model, with many effective processes piloted in all three areas of its direct work: education, vocational training and family linkages. However, the pilot was not completed, systems not fully set and lessons not fully learnt by the time of close of Project. In pilots relating to migrant/ trafficked children too, good practices emerged in some districts, while others did not prioritise this work.

228. The Project further required that strategies from the Convergence models are replicated in non-project areas, with non-project resources. The scaling up of specific elements of the Project to other districts has taken place in some States at the initiative of the States, such as Jharkhand, Odisha and Gujarat. The elements and lessons of the Convergence model are not yet shared across other States. Zonal workshops have been proposed in other States at the time of the final review.

10.2. At the end of the project, state-level capacities to coordinate action against child labour and support converging interventions at district level have been enhanced.

229. This objective has been achieved to a large extent. State level capacities have increased significantly, with SRCs in place, and with a mandate to coordinate the ECL agenda in collaboration with nodal officers that have been appointed by the relevant government departments of many of the pilot States. At the State level, SRCs have emerged as a focal point to coordinate several convergence activities, such as:

- Planning and coordination of capacity building activities, at state and district level, including linkages and provision of resource agencies and persons for training and documentation
- Facilitating linkages between labour and other departments
- Preparation of district level action plans

230. The SRC have also taken some innovative measures to solve problems, such as suggesting and working with the education authorities to set up seasonal hostels for migrant children (Odisha).

Similarly, stakeholder trainings for PRIs have been effective in the PRIs taking ownership of the ECL agenda.

231. At the district level, mechanisms have been established in the pilot districts, yet their sustainability beyond the Project period will depend upon the interest and motivation of the respective District Collectors. Several lessons learnt for convergence, at the district level, can inform the child labour elimination efforts of other districts and States, such as the CLMS, the DBMR, coordination between labour and education departments to track child labour, and children out of school, coordination for linking children from vulnerable families to vocational trainings (with MES and other State or district level organisations), and linking families to social protection and livelihoods schemes of various government departments.

10.3. At the end of the project, a strengthened enabling environment for the prevention and elimination of child labour will be in place at the National level to take the convergence model to scale.

232. The achievement against this objective is limited. While knowledge centres have been set up, and tools produced, the fact that the pilot could not be completed at district level has affected the achievement of this objective. The lessons from district and state level could not be shared among the pilot States, nor could these lessons be brought to the attention of those responsible for the scale-up at the national level. While the lessons emerging from vocational training were taken on board by DGET, similar sharing and collaboration was not possible regarding the education and family linkages interventions. The full potential of the pilot Project to learn lessons from the field experiences, and share them at national level, could not be achieved.

10.4. By end of the project, workers' and employers' organization will have capacity to actively participate and promote the convergence model at district, state and national levels.

233. The achievement against this objective has been limited. Workers and employers organisations were invited to be on the structures set up by the Project. They were involved in awareness campaigns, and in some States and districts have taken this role quite prominently, e.g. Jharkhand. Several tools and manuals have been developed, and trainings have been conducted for their members. Some employers have pledged that they will not employ child labour; this pledge has been included in their codes of conduct. Some employers have participated in the project to offer scholarships, suggest vocational trainings, and to support placements. Yet, these engagements are at a small scale. Widespread engagement with social partners to reach out to the informal sector workers and employers could have been better strategized and implemented. The opportunity that the Project presented to ILO technical specialists in this field, and to the Project, to work with social partners, to reach out to employers and workers in sectors with predominance of child labour (hotels, brick kilns, embroidery, beedi work, etc.) has been largely lost.
234. Overall, the lessons from the Project are of very high relevance in the Indian context. The new legislative move by the GOI that has proposed to ban all forms of child labour below the age of 14 years and all HCL below the age of 18, will pave the way for the ratification of ILO C.138 and C.182 by India. This will, in turn, create new opportunities in combating child labour, and renewed efforts in terms of new programmes and projects can take on board the good practices and lessons learnt from the Convergence Project.

7. Recommendations

235. As the Project will close on June 30, 2013, a few key recommendations arise for its closure, and for future projects designed for prevention and elimination of child labour through convergent processes. The recommendations concern all the three key stakeholders: The MOLE, Government of India and the ILO-CO and the USDOL

7.1 Completing unfinished activities

236. A quick overview of expenditure reveals that even though final accounts of the Project have yet to be drawn at the time of this evaluation, it is likely that of the Project budget of \$6.85 million, about \$ 1 million will be remaining unspent, and could legitimately be used to complete some of the activities that were part of the Convergence Project.

1. **Completing Unfinished Activities:** The Project needs to find a way to ensure that those who are mid-way through vocational training get full training (basic, advanced, and soft skills) and provision of a toolkit at the end of their training. The Project needs to ensure that the ITI's and private training providers make a plan and a financial budget to complete this commitment, so that the beneficiaries do not suffer the negative impacts of incomplete training.
2. **Follow up and support for migrant and trafficked children:** There is a need to augment the number, quality and capacity of short stay homes for children withdrawn from being migrated or trafficked for work. This will need collaboration between the State and national governments, and across departments (Labour, Social welfare, Women and Children).
3. **Enhancing Mainstreaming Impact:** In order to retain the benefits from the project, it will be important to mainstream the structures that will sustain project activities not only at the State level, but also at the district level, by appointing/ retaining or deputing three key staff with the specific objective of prevention and elimination of child labour. These may be resourced through the SAPs, or through the central MOLE, as a special provision, or provision under the NCLP scheme.
4. **Debates and discussions on alternate strategies for withdrawal of child labour:** In projects and programmes which seek to eradicate child labour, the choice between the legal prosecution route and the collaborative prevention route needs to be well understood. A strategy that balances and makes use of both paths, would help those withdrawn to get justice, and would help prevention as well.
5. **Documenting Convergence Processes:** The Project has several positive lessons and challenges it faced in the facilitation of convergence processes. The processes developed so far for convergence for facilitating; education, vocational training and family linkages, need to be well documented and shared across agencies facilitating convergence among government, NGOs and UN agencies.

7.2 Using convergence project outputs

6. **Streamlining Knowledge Sharing:** The ILO-CO needs to review all the material on child labour, the manuals it has produced, and streamline them to ensure that the latest and most updated ones are made available through the ILO and the Knowledge Centre's websites. The technical backstopping for this can be provided by the ILO-CO.

7.3 Design of future projects

7. **Long term training to adolescents:** When adolescents have been withdrawn or vulnerable to child labour, they need vocational training up till the age and a level where they can be gainfully employed. Long term training solutions were not part of the current project and still need to be piloted.
8. **Attention to gender and inclusion aspects:** A new project could have a special component for support (economic, medical or social) to the families of single parents, or those with need for mental health support. It could include a provision for attending to specific problems faced by girls/ women in accessing official or project support, such as enabling them to travel from villages to district towns, or holding classes for them in the villages.
9. **Role and contribution of each partner:** A pilot project to eliminate child labour has interventions in many fields, with The type of support that a project needs from external resources also needs discussion, as the government at all levels only needs more staff, technical assistance and funds for piloting specific initiatives and areas which are not funded by official funds, such as awareness campaigns and organisation building.
10. **Scale of Pilot Projects:** The next pilot in the field of Convergence against Child Labour could focus on elimination of child labour from a particular geographic area, such as a district. This could involve PRIs at the grassroots level, making Panchayats child-labour free, and aggregate over a district all the lessons learned. The idea could also be designed at the State level, should a State government be interested in piloting such a project.
11. **Geographical Focus:** In case of another project in the area of convergence against child labour, it would be useful to take the focus away from a targeted number of beneficiaries, to district-wide coverage, with the intention of making a district child-labour free. Such a pilot could be over a smaller geographical spread, focus strategies decided and implemented through participatory processes, including several theme-based interactions at various levels (district, State and national) to enable strategy development, troubleshooting, and replication.
12. **Duration of the Pilot Project:** Such a programme could be longer in duration, seven to eight years, to give sufficient time for completion of every aspect of the pilot project.

Figure 14: Learning kits provided to Anganwadi centres



Annex 1: Terms of Reference



**International Labour Organization-
International Programme on the Elimination of Child Labour
ILO/IPEC**

Final: June, 2013

**Terms of Reference
for
Final Independent Review**

(a follow-up review of the Interim Independent Evaluation)

Converging Against Child Labour:

Support for India's Model

A Technical Cooperation Project

Funded by the United States Department of Labor (USDOL)

ILO TC symbol	IND/08/50/USA
IRIS number	101579
Countries	India
Duration	57 months
Starting Date	30 September 2008
Ending Date	30 June, 2013
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	USDOL
Donor contribution	US\$ 6,850,000
GOI contribution	National Child Labour Project & other participating schemes of GOI (in-kind)

I. Background and Justification

Background to Project

1. For over 20 years the Government of India (GOI) has committed substantial resources to eliminate child labour and has made remarkable progress. The Department of Labour had set up the National Child Labour Project (NCLP) to rehabilitate the children withdrawn from work and this scheme is currently operational in 266 districts where there is a concentration of child labour. Besides, a number of other special schemes, such as, the “*Sarva Shiksha Abhiyan*” (SSA) to achieve universal elementary education; the Right to Education Act (2009) to provide free and compulsory education for all children 6-14 years; the **Mahatma Gandhi National Rural Employment Guarantee Act (NREGA) that aims at enhancing the livelihood security of people in rural areas, and similar other programs** are excellent strategic interventions towards the elimination of child labour in India. In spite of all these efforts, India still has around 9 million child labourers according to the 2004-05 National Sample Survey.
2. In the process of elimination of child labour, ILO-IPEC has been assisting the GOI since 1992. During the last one decade IPEC has provided technical support to the GOI through the INDUS child labour project (jointly funded by the Government of India and the U.S. Department of Labor, concluded December 2008), the Andhra Pradesh State-Based Project (funded by the U.K. Department for International Development, concluded March 2009) and the Karnataka state-based project (funded by the Government of Italy, concluded August 2009). In order to assist the GOI in the process of prevention and elimination of child labour, further development of the “Convergence Model”, begun under INDUS. Convergence, as such, was not a new concept in India’s policies, but its use as a framing strategy for the GOI work against child labour, and the felt need for facilitating a concrete structure to support its implementation, lead to the development of this Convergence project to assist the GOI. This Convergence Child Labour Project has been designed as a pilot, to facilitate the development of an effective model for Elimination of Child Labour (ECL), with a focus on child labour and their families, based primarily on key initiatives and schemes of the GOI.
3. The essence of a Convergence model involves:
 - Coordination amongst governmental agencies and amongst other partners, such that their policies, goals, action 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 – 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.
4. The Convergence Project strategy requires implementation at the National, State and Local level. For this, institutional coordination frameworks/ structures are required at each level. It is also important that the structures and linkages survive beyond the project period to continue the planned interventions without much external support. Therefore, the aim is to build a “Convergence Model” using the existing governmental structures (or by creating new structures within the mandate and framework of the government), policies and schemes and linking them as ‘resources’ for the key interventions planned to eliminate child labour. The other key non-governmental partners and ILO constituents are also linked so that the strategy is comprehensive and robust.

5. The idea is to enable ‘horizontal’ and ‘vertical’ linkages simultaneously following a ‘top-down’ and ‘bottom-up’ approach, to link the National, State and Local (district) government machinery, dealing with key schemes and resources, to converge. The participation of the ILO constituents/social partners is essential and this tri-partite (government, trade unions and employers) element makes the structures sustainable as the tripartite forces shall be able to drive the process, singly or together, even after the project is over. It is essential that during the Convergence process, such tripartite participation is enabled at all levels.
6. The Convergence project is funded by the United States Department of Labor (USDOL) with a grant of US\$ 6,850,000 and started in September 2008. The completion date is 30 June 2013.
7. The main components, strategies and features of the Convergence project are as follows:

Targeting the selected States/Districts with known child labour prevalence where NCLP Project societies already exist. The five targeted States, of which two Districts each have been selected for implementation, are Bihar (Sithamari and Katiyar), Jharkhand (Sahibganj and Ranchi), Gujarat (Vadodara and Surat), Madhya Pradesh (Jabalpur and Ujjain), and Orissa (Cuttack and Kalahandi). These are where either child labour is at a high level due to poverty, social disparity, or low education levels or where child labour due to rural-urban migration is on the rise.

Withdrawing and preventing 19,000 children (between 5-14 years) from hazardous work. The target children will benefit from a range of educational and skills training opportunities plus monitoring and tracking. About 2,000 working adolescents (*from 14 through 17 years of age*) will benefit from opportunities for training, awareness raising and links to employment. Some 5,000 target families will receive support and training to improve their incomes. Other families will indirectly benefit by being linked to poverty alleviation schemes.

Focusing on child labourers and their families, not only on the children. Drawing on the poverty alleviation programmes’ expertise and resources, plus a strong advocacy campaign, the aim is to provide families with the social safety net, livelihood assistance, and encouragement that will help them keep their children in school and out of work.

Strengthening linkages between Central, State and District levels and within each of these levels. Technical support will be provided to coordinative structures at national, local and state levels to move from refinement of the model to nationwide replication.

Engaging ILO’s areas of comparative advantage in the GOI’s effort against child labour. Bringing to bear ILO’s strengths as a tripartite organization and the lead UN agency on child labour is, in effect, taking the concept of convergence forward on another level. It will link with the processes and operations of the United Nations Development Assistance Framework (UNDAF) programmes in India (especially relevant is UNICEF), the work and priorities of the Indian workers’ organizations and employers’ associations, and the activities of other parties within the ILO Decent Work Country Programme (DWCP) (see <http://www.ilo.org/public/english/bureau/program/dwcp/download/india.pdf>). This not only strengthens important actors, but is also a means to leverage wide stakeholder support to reinforce the GOI agenda on child labour.

Replicating key elements of the convergence model. Through new research, knowledge-sharing, networking, and media campaigns, the Convergence model will be refined and made available to areas previously served under other projects, as well as other States or Districts.

Developing and/or further testing two important interventions: First is a new approach for identifying and protecting children at risk of being trafficked or pressed to migrate for labour purposes. Second is the monitoring of child labour through an integrated community- and school-based system, linked to the Labour Department and Panchayati Raj Institutions (PRIs) which will identify, refer, and track children at risk. Crucial to the success of both, is strengthening the capacities of government enforcement agencies so that inspection and enforcement becomes a viable strategy.

Background to Evaluation Process

8. ILO considers evaluation and review an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures
9. The Project Document provides for a mid-term evaluation and a final independent evaluation to be carried out in consultation with the donor, ILO/IPEC and MOLE. It suggests that the final evaluation will be carried out towards the end of the project focusing on further documentation of achievement and identifying contribution to impact, in particular providing a perspective on the experience with the convergence model. The purpose, timing, issues to be addressed by the evaluation will be decided in consultation with the partners. The evaluation function at IPEC HQ, the Evaluation and Impact Assessment (EIA) section will coordinate the evaluations.
10. The mid-term evaluation was carried out in October 2012 and due to its timing in relation to the timeframe of the project it was planned and implemented as the main evaluation of the project. Termed as an Interim Evaluation, it was an extensive evaluation carried out by a team of three independent evaluators. The field visit covered six of the ten districts of the project in all five of the project states.
11. This final evaluation will be carried out as a Final Independent Review and will follow up on certain aspects of the Interim Evaluation. Information on the achievement of key outputs and objectives will be updated from project records and a more in depth analysis will be made on the development of the convergence model and its continuity and replication by state partners.
12. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per ILO evaluation policy and IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this review is carried out to determine the final Terms of Reference.

II. Purpose and Scope of the Final Independent Review

13. The main purposes of the Final Independent Review are to:
 - Update the findings of the Interim Evaluation on the delivery of services to children and adults;
 - Identify and review key issues in exit strategy and progress towards sustainability, including the continuation or conversion of institutional structures used by the project to promote convergence, the utilisation of child and family benefit tracking systems, status of State Action Plans and systems to link vulnerable families with existing government schemes;
 - Identify opportunities for replicating the convergence model in additional districts within the project states and in additional states;

- Review the ongoing documentation of the project implementation including the process for documenting the convergence model and its dissemination;
 - Review the documentation on good practices to highlight emerging good practices and possible innovative approaches;
 - Identify lessons learnt that can contribute to the Government of India's further work on convergence and for ILO/IPEC and USDOL.
14. The main users of the Review should be the Government of India at the national, state, and district levels to inform their own convergence process in an effort to reduce child labour, and the project, ILO and the donor.
 15. The review will cover all activities considered as being part of the "Convergence Project" and under implementation since the beginning of the project until the date of the review.
 16. The review should look at the programme as a whole, including relevant issues of implementation, lessons learnt, replicability and recommendations for future programmes.

III. Suggested Aspect to be addressed

17. The review should be carried out in adherence with the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations; the specific ILO-IPEC Guidelines and Notes; the UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Quality Standard.
18. The review will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations, January 2012 http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm
19. Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the review process. Attention should be given to the guidelines on 'Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour' ILO 2003.
20. In line with results-based framework approach used by ILO for identifying results at global, strategic and project level, the review will focus on identifying and analysing results through addressing key questions related to the evaluation/review concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
21. Annex I contains specific suggested aspects for the review to address using the following categories:
 - Process of implementation (efficiency)
 - Achievement of objectives (effectiveness)
 - Sustainability
 - Specific aspects to be addressed
22. Other aspects can be added as identified by the reviewer in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Evaluation and Impact Assessment section (EIA). It is not

expected that the review will address all of the questions detailed in the Annex; however the review must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the review.

IV. Proposed Methodology

23. The following is the suggested methodology for the Final Independent Review. The methodology can, however, be adjusted by the reviewer if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Evaluation and Impact Assessment section of ILO/IPEC, who will serve as the overall review manager for this review in accordance with the ILO evaluation policy.
24. The review methodology will include:
- Desk review and analysis of relevant reports, documents and data related to the project and its components (e.g. Project Document, project management report, progress reports, etc.) and consultations with out of country stakeholders including the donor and IPEC HQ.
 - An inception report that indicates the methodological approach to the review including the evaluation instruments that will be used for documenting and analysing the achievements of the project. The instruments need to make provision for the triangulation of data where possible
 - A series of meetings and consultations in-country, at national, state and district levels with stakeholders
 - Feedback to key stakeholders at the state and national levels and with the project as appropriate for the verification and discussion on the initial findings and recommendations of the reviewer.
25. The review will make use of a number of end of project studies that are being carried out by the project and will not duplicate the same research. This includes the following studies that are in progress by the project (final drafts of these will be available for review by the end of May):
- The study on the impact on child labour of the MGNREGS (employment guarantee) scheme
 - Documentation on the convergence process
 - Documentation of good practices
 - Documentation of the use and potential to adapt the direct beneficiary monitoring and reporting (DBMR) system for use by national stakeholders
26. It is proposed that the review field mission will visit two of the five states. The field schedule should, based on the findings of the Interim Evaluation, visit one state where there is a high level of integration of project institutions with state structures and one state where this integration is not apparent, so that a range of situations can be reviewed to facilitate the identification of lessons and opportunities. A number of key government and project personnel will be involved in a study tour from 27 – 31 May and this period will not be suitable for the field mission.
27. It suggested that the review should include interviews with the key Government Officials, Constituents, USDOL as the donor and ILO either prior to field work or at an early stage of the review process so that key stakeholders may give input to the review framework.

28. Through interviews, focus groups, observation etc., the reviewer will solicit the opinions of a wide variety of stakeholders, government representatives at all three levels and in different project locations, community members, teachers, the action program implementers, child labour monitors, and ILO staff regarding the project's accomplishments, sustainability, and the working relationship between IPEC and its partners, where appropriate.
29. The reviewer will be responsible for drafting and finalizing the review report. Upon feedback from stakeholders to the draft report, the reviewer will further be responsible for finalizing the report incorporating any comments deemed appropriate. The reviewer will have the final responsibility during the review process and the outcomes of the review, including the quality of the report and compliance with deadlines.
30. The review will be carried out with the technical support of the IPEC-EIA section and with the logistical support of the programme office in New Delhi. EIA will be responsible for consolidating the comments of stakeholders and submitting them to the reviewer.
31. It is expected that the reviewer will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

32. The Final Independent Review will be conducted by an independent reviewer who will be an evaluation expert with comprehensive international experience. As this is a follow up review, building from the recent Interim Evaluation, participation in that evaluation would facilitate the link between the two assessments. The reviewer will have the final responsibility during the review process for the outcomes of the review, including the quality of the report and compliance with deadlines.
33. The role of the Reviewer:
 - Liaise with project management and stakeholders on the implementation of the review
 - Facilitate necessary analyses of information and preparation of outputs of the review
 - Ensure that the final report is prepared as agreed, reflecting perspectives as appropriate and in accordance with the terms of reference for the review and agreed deadlines
 - Complete the report writing as per agreed scope and within time lines
34. The responsibilities and profile of the reviewer should be as follows:

Table 8: Responsibilities and Profile of the Reviewer

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Development of the evaluation instrument • Briefing with ILO/IPEC-EIA • Telephone interviews with ILO/IPEC HQ desk officer, donor • Undertake field visits in project area • Facilitate stakeholders' de-briefings • Draft review report • Finalise review report 	<ul style="list-style-type: none"> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant sub-regional experience • Relevant country experience highly preferred • Familiarity with the recent Interim Evaluation useful • Experience at policy level and in the area of migration and legal issues would also be appreciated.

Responsibilities	Profile
	<ul style="list-style-type: none"> Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular Poverty Reduction Strategy Paper (PRSP) and the United Nations Development Assistance Framework (UNDAF). Fluency in English is essential

Review Timetable and Schedule

35. The following are the steps in the final process as well as a tentative timeline:

Table 9: Steps Followed in the Final Process

Phase	Responsible Person	Tasks	No of days	Planned dates
0	EIA	<ul style="list-style-type: none"> Drafting and agreement on the ToRs, identification and selection of the reviewer 	0	Ongoing to 5 April
I	Reviewer	<ul style="list-style-type: none"> Briefing with ILO/IPEC Desk Review of project related documents Telephone briefing with IPEC EIA Interviews with donor, IPEC HQ and ILO regional office (some by 'phone) Preparation of inception report including review instruments 	5	6 - 17th May
II	Reviewer with logistical support by project	<ul style="list-style-type: none"> In-country for consultations and interviews with ILO management, project management and ILO programme staff and decent work team Interviews with stakeholders and partners Field visits Consultations with other relevant stakeholders Sharing of preliminary findings through feedback to key stakeholders and the project Debriefing 	12	20 th May – 1 st June
III	Reviewer	<ul style="list-style-type: none"> Draft report based on desk review and consultations from field mission 	8	3-14 th June
IV	EIA	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to reviewer 	0	
V	Reviewer	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	2	By 28 th June
TOTAL			27	

36. The specific schedule for the review will be determined through consultations between the reviewer, the evaluation manager, the project manager, and the key stakeholders.

37. The review will use existing documentation from any established monitoring and evaluation systems of the various components as well as other relevant reporting, studies and material as considered appropriate by the team. Various stakeholders and managers of different components will prepare a list of these documents.

V. Expected Outputs

38. The expected outputs to be delivered by the reviewer are:
- A desk review of appropriate material resulting in an inception report as described earlier under methodology;
 - Field visit to the project locations in two states;
 - Debrief with key stakeholders following the field mission if requested;
 - Draft Final Independent Review report;
 - Final Independent Review report incorporating feedback from stakeholders.
39. The draft and final reports will contain:
- Executive Summary with key findings, conclusions and recommendations
 - Clearly identified findings in response to the review questions
 - Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
 - Lessons learnt
 - Potential good practices
 - Appropriate Annexes including present TORs and a list of those consulted by the review
40. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project reviewed. The report should be sent to ILO/IPEC EIA as the evaluation manager as one complete document and the file size should not exceed 3 megabytes.
41. The procedure for the submission of the final report is described below:
- The Reviewer will submit a draft report to ILO/IPEC EIA in Geneva
 - ILO/IPEC EIA will circulate a copy to key stakeholders for comments on factual issues, findings, conclusions and recommendations as the start of the feedback process
 - IPEC EIA will consolidate the comments and send these to the reviewer by date agreed between EIA and the reviewer or as soon as the comments are received from stakeholders
 - In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.
 - The final report will be submitted to IPEC EIA who will then officially forward it to stakeholders, including the donor.
42. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the review rests jointly with ILO-IPEC and the consultants. The copyright of the review report will rest exclusively with the ILO. Use of the data for publication and other presentations can

only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the review report in line with the original purpose and with appropriate acknowledgement.

VI. Resources and Management

43. The resources required for this review are:

- For the review team leader:
 - Fees for an international consultant for 27 work days
 - Fees for local Daily Subsistence Allowance (DSA) in project locations
 - Travel from consultant's home residence to Delhi in line with ILO regulations and rules
- For the review exercise as a whole:
 - Local travel in-country

A detailed budget for internal management purposes is available separately.

44. As per the Project Document, the Evaluation and Impact Assessment section which operates as a professional evaluation function within ILO/IPEC, independent of the management of ILO/IPEC, will serve as the evaluation manager. EIA will coordinate the process, including the preparation and finalization of the ToRs and technically overseeing the review process as per ILO evaluation policy. There will be close consultation with designated focal points in key stakeholders, as necessary.

45. The reviewer will report to IPEC /EIA in headquarters and should discuss any technical and methodological matters with EIA. The project management and the ILO Office in New Delhi will provide logistical and administrative support as required.

ANNEX I: SUGGESTED ASPECT TO ADDRESS

Process of Implementation (efficiency):

- How well are management structures, such as the National Steering Committee, the State Project Steering Committees and the District and Block Committees facilitating the delivery of the convergence model?
- Assess the effectiveness of the coordination/convergence process rather than the quality of services delivered (i.e. the project is largely responsible for designing processes and linking while the Govt. is responsible for delivery);
- How has the project addressed the recommendations of the interim evaluation? What has been the impact and if recommendations have not been followed what were the reasons?

Achievement of objectives (effectiveness):

- Update the findings of the Interim Evaluation on the delivery of services to children and adults in the areas of education, vocational training and family linkages;
- Assess the achievement of project targets (including withdrawal and prevention targets), taking into account any changes that may have been made to them;
- How effectively are strategies for child labour monitoring being implemented?

- How effective has the project been thus far in helping families overcome barriers to access social protection schemes?
- Review the progress made in registering and linking families with government schemes and assessing the benefits actually received by families;
- Review the evidence on the impact on child labour resulting from the linkage of families with government schemes;
- Assess the process and results of the documentation of the convergence process and assess how it is being utilised;
- Review the tools and methodologies developed to support the convergence process;
- Assess how the concept of convergence is described and presented, and how this concept is understood by different stakeholders;

Sustainability:

- How effective has the project been to date in promoting local and national ownership of the program and promoting long-term sustainability?
- Review the institutional structures that the project has used with partner organisations (both existing and especially formed ones) for the implementation of the convergence model identifying lessons for the convergence model;
- Review the role and participation of different institutions/departments/ministries and if there is any correlation with the level of child labour in that sector;
- What is the long-term potential to use the convergence mechanisms put in place by the project taking into consideration the technical and financial capacity of local/national institutions (including governments)?
- What are the plans to continue to use the convergence model after the project end?
- Assess the sustainability of child and family benefit tracking systems;
- Assess the sustainability of the Child Labour Monitoring System;
- Identify evidence of possible sustainability (project benefits sustained after withdrawal of external support), including possible replication and up-scaling of models of intervention used

Specific aspects to be addressed:

- Review the potential for State Action Plans for the elimination of child labour to support the ongoing implementation of the convergence mechanisms;
- What possibilities are there for effective replication of the convergence model in other districts within the project states and in additional states?
- Identify key elements required for a successful 'Project to support a national convergence process'. What are the ingredients that are required or need to be put in place?
- Identify the level of interest in sharing the India Convergence experience and achievements regionally through some form of South-South cooperation.

Annex 2: List of people interviewed

International Stakeholders

Tele conference with ILO Geneva

1. Mr Keith Jeddere-Fisher, Senior Evaluation Officer, EIA (DED)

Tele conference with USDOL,

2. Ms Sharon Heller, USDOL, Washington
3. Ms Angela Peltzer, USDOL, Washington
4. Ms Maureen Jaffe, USDOL, Washington
5. Ms. Celeste Lemrow, USDOL, Washington

National Stakeholders

Government of India

6. Mr H. K. Jethi, Joint Secretary, Joint Secretary (Child Labour), MOLE, New Delhi
7. Mr Dinesh Nijhawan, Director, DGET, MOLE, New Delhi The Joint Secretary, Joint Secretary (Child Labour), MOLE, New Delhi

ILO Delhi

8. Ms Panudda Boonpala, Deputy Director, ILO, Decent Work Team (DWT)/CO-New Delhi
9. Ms Preet Verma, NPM, CACL project
10. Ms Neetu Lamba, Programme Officer
11. Mr. Ranjit Prakash, Project Officer, Convergence Child Labour Project
12. Mr. G L Narasimhan, Project Officer, Convergence Child Labour Project
13. Mr. R K Khurana, Research, Monitoring and Evaluation Assistant, Convergence Child Labour Project
14. Ms. Radha Sharma, Secretary, Convergence Child Labour Project

Constituents and Other relevant organisations

15. Mr. Brajesh Pandey, Consultant for Documenting Good Practices and Lessons Learnt from the Project
16. Ms. Neena Paul, Infrastructure Leasing and Finance Limited, Consultant for Life Skills Training
17. Ms. Alka Narang, Deputy Director, UNDP
18. Mr Lolichen, UNICEF, Madhya Pradesh
19. Mr. Anjani, Bihar Rural Livelihoods Project, Patna (meeting in Delhi)
20. Ms. Smita Jacob, National Rural Livelihoods Mission, Delhi

State and District level Organisations and Individuals

Madhya Pradesh

21. Mr. R.G. Pandey, Deputy Labour Commissioner and Secretary, SRC, Madhya Pradesh
22. Ms. Sapna Dubey, Coordinator, SRC, Madhya Pradesh
23. Smt Suchitra Devnath, Teacher, Patel Shikshan Samiti, Ujjain
24. Shri Rajkumar Mehta, Project Coordinator, Convergence Project, Ujjain
25. NCLP special school, Juna Somvaria, Ujjain: Interaction with teachers

26. Women ITI, Ujjain: Interaction with children and teachers

Odisha

27. Dr. B.B.Acharya, SPC-SRC Odisha

28. Ms. Kavita Paramanik, Assistant Labour Commissioner, Nodal Officer, Convergence Project

29. Sri Pradip Mohapatra, District Labour Officer, Cuttack

30. Mr. Bijaya Kumar Rautaray, SRC Odisha, O/o LC

Annex 3: Research questions for key stakeholders

The research questions to the stakeholders will cover the following key aspects of this review:

Key Issue	Research Questions
Efficiency	
Management structures	<ul style="list-style-type: none"> • How is National Steering Committee facilitating the delivery of the convergence model?⁴⁸ • How is the State Project Steering Committee facilitating the delivery of the convergence model? • How are the District and Block Committees facilitating the delivery of the convergence model? • What are the lessons to be learnt from the operation of these structures?
Coordination/convergence process	<ul style="list-style-type: none"> • What are the key successes achieved by the Convergence Project? • What are the processes, features, that led to the success, and how do they function? • How are the State Action Plans for the elimination of child labour being (or planned to be) resourced, implemented, to support the ongoing implementation of the convergence mechanisms;
Recommendations of the interim evaluation	<ul style="list-style-type: none"> • Which recommendations of the interim evaluation have been followed up, and with what results? • Which recommendations have not been followed up, and reasons thereof
Effectiveness	
Target and delivery of services to children and adults in the areas of education, vocational training and family linkages	<ul style="list-style-type: none"> • Updated data on targets and achievements, with reasons for success, and non-completion of activity, as the case may be • Current status of children at school/ vocational training/ current status of work • What have been the benefits to the children, families from education, skill trainings, linkages with social protection schemes? • In which ways has the project been able to help families overcome barriers to access social protection schemes? • Any resulting increases in employability in earning potential, jobs secured, or enterprises started or expanded • What are the key aspects of the Project that have helped them to withdraw/ prevent CL in the household? • An understanding of the potential, strategies and aspirations of beneficiary families and low income households in the region
Effectiveness of Child Labour Monitoring System	<ul style="list-style-type: none"> • How are strategies for child labour monitoring being implemented? Which structures are responsible for the monitoring? What are the processes for CLM, and are these processes well integrated at district, state and national levels?
Documentation of the convergence process	<ul style="list-style-type: none"> • How has the convergence process been documented? Is the documentation separate for each type of intervention: education, vocational training and family linkages? • In what form is the documentation completed and available? • Who are the targeted audience for this documentation, and are they utilising some of the documentation already?
Presentation and Understanding of the concept of convergence	<ul style="list-style-type: none"> • Understanding and description of Convergence for ECL in different areas: education, vocational training and family linkages • Understanding and articulation of what kind of information, coordination of services and monitoring systems need to be in place for effective ECL
Sustainability	
	<ul style="list-style-type: none"> • Which key features of the Convergence Project are the most effective in ECL and can be continued beyond the Project? • Are there some features, processes, systems introduced by the Convergence Project that

⁴⁸ Wherever available, minutes of the National, State and District Committees will be reviewed.

Key Issue	Research Questions
	<p>have already been integrated into the government systems, and therefore likely to continue to sustain beyond project period?</p> <ul style="list-style-type: none"> • What are the plans by the national, state or district level governmental structures, departments to continue to follow certain identified processes and guidelines initiated by the convergence model after the project end? • How and by whom will child and family benefit tracking systems be used after the Project? What are the resources the state government, district has set aside for this? Is the tracking system embedded in local monitoring processes? • How and by whom will Child Labour Monitoring System (CLMS) be used after the Project? What are the resources the state government, district has set aside for this? Is the tracking system embedded in local monitoring processes?
Sustainability of the Structures	<ul style="list-style-type: none"> • Which institutional structures has the project has used with partner organisations (both existing and especially formed ones) for the implementation of the convergence model? • In case of Project specific structures, which state structures will take up their function? • In case state structures have performed certain functions of the Project, will these structures and processes sustain beyond the Project period? • Is the national or State government working with the convergence concept in other areas of work? What are the national and state government's technical and financial resources for ECL? For continuing to use the convergence mechanisms put in place by the Project?
Replication	
National, state and district level officials	<ul style="list-style-type: none"> • Which key features of the Convergence Project are the most effective in ECL and can be replicated elsewhere? • What possibilities are there for effective replication of the convergence model in other districts within the project states and in additional states? • What are the ingredients that are required or need to be put in place for replication?
National and State level officials	<ul style="list-style-type: none"> • What are the possibilities of sharing the India Convergence experience and achievements regionally through some form of South-South cooperation?

Documents reviewed

1. District Child Labour Rehabilitation and Welfare Advisory Society, Ujjain. Convergence Project Against Child Labour. Progress Report. 29th May 2013.
2. Government of Gujarat. Letter from Commissioner of Labour, Udyog Bhavan, Gandhinagar, dated Feb 7, 2013, about replication and budgeting for sustaining Convergence Project activities.
3. ILO. Role of Employers' Organisations in Combating Child Labour.
4. ILO, Sristi, National Innovation Foundation and Honey Bee Network. 2013. Technological Innovations to Eliminate Child Labour.
5. Office of the Labour Commissioner, Odisha. Letter to the Deputy Director, ILO dated Feb 5, 2013.
6. PRODOC (Project Document dated 16 October 2009)
7. Project Brochures: Hindi , English
8. Project fact sheet (2 pager)
9. Survey TOR
10. Centre for Operations Research and Training (CORT) for Conducting Beneficiary Baseline Survey of Child Labour in 10 Districts of Five Project States
11. Mini Programmes: Initial support to the State Government: Jharkhand, Gujarat, Odisha and Madhya Pradesh.
12. Action Programmes on "Convergence model for education of children withdrawn and prevented from hazardous work" for 10 DISTRICTS (Ranchi, Sahibganj, Surat, Vadodara, Cuttack, Kalahandi, Ujjain, Jabalpur, Katihar and Sitamarhi).
13. Action Programmes on "Vocational training and skills development of adolescents" for 10 DISTRICTS (Ranchi, Sahibganj, Surat, Vadodara, Cuttack, Kalahandi, Ujjain, Jabalpur, Katihar and Sitamarhi).
14. State Resource Cell Action Programmes for 5 States (Jharkhand, Gujarat, Odisha and Madhya Pradesh and Bihar).

Service Contracts

15. Service Contract for Establishment of a Knowledge Centre at VV Giri National Labour Institute (VVGNI).
16. Service contracts for linking child labour families to Government Schemes in 10 DISTRICTS (Ranchi, Sahibganj, Surat, Vadodara, Cuttack, Kalahandi, Ujjain, Jabalpur, Katihar and Sitamarhi).
17. Service Contract for training needs assessment and developing training manuals for strengthening of the law enforcement system to combat child labour.
18. Service Contract for training needs assessment and developing training manuals for training of stakeholders.
19. Service Contract for Adaptation of ILO Child Labour Guidebooks for Employers for the Indian Employer Organizations and Employers.
20. Service Contract for Development of Participatory Rural Appraisal (PRA) Guidebook and Guidebook for Conducting Gender Stereotype Breaking Camps in Context of Child Labour.

21. Service Contract for conducting Knowledge, Attitude and Perception assessments.
22. Service Contract for Study on Migration and Trafficking of children that may result in Child Labour.
23. Service Contract for Building Knowledge on Adolescent and Child Domestic Workers With focus on Occupational Health and Safety Issues.
24. Service Contract for Content Development for the State Resource Cell Website for the Jharkhand State.

Manuals/ Guidebooks

25. Training Manual for training of Enumerators for beneficiary identification.
26. Training Manual for Enforcement Officials for Strengthening Child Labour Enforcement (Draft).
27. Training Manual for Government Officials on Child Labour (Draft).
28. Training Manual for NGOs and Other Civil Societies on Child Labour (Draft).
29. Training Package for Panchayati Raj Institutions on Child Labour (Draft).
30. Guidebook for Gender Stereotype breaking camps (Draft).
31. Guidebook on Participatory Rural Appraisal (Draft).
32. Child Labour Manual for Employers: India (Draft).
33. Trade Union Training Manual on Child Labour (Draft).
34. Directory on Child Labour Networks, Non-Child-Labour Networks and Teachers Unions/ Federations (Draft).
35. Desk Research and Preparing a Compendium of Central and State Government Schemes that benefit Child Labour Families (Draft)
36. Manual: Life Skills
37. Child Labour Manual For Employers: India PRA Manual developed by PRIA (Draft)
38. Guidelines on Direct Beneficiary Monitoring and Reporting System (DBMR).
39. School Safety Guidelines.
40. Content Developed for the State Resource Cell Website for Jharkhand State (CD)

Studies and Reports

41. District Baseline Survey Reports for 10 Project Districts (Ranchi, Sahibganj, Surat, Vadodara, Cuttack, Kalahandi, Ujjain, Jabalpur, Katihar and Sitamarhi). (Report for Ranchi District included in File. All others available on request).
42. Knowledge, Attitude and Perception Assessment under Convergence against Child Labour Project (Preliminary Report submitted by Development & Research Services Pvt. Ltd.).
43. Building Knowledge on Adolescent and Child Domestic Workers with focus on Occupational Health and Safety Issues.
44. Migration and Trafficking of children that may result in child labour.

Technical Progress Reports (TPRs)

45. Technical Progress Report – April 2013
46. Technical Progress Report - September 2009
47. Technical Progress Report - March 2010
48. Technical Progress Report - September 2010
49. Technical Progress Report - April 2011
50. Technical Progress Report - October 2011
51. Technical Progress Report - April 2012
52. Technical Progress Report - October 2012

Documents Received From Project Stakeholders

53. *From VVGNLI: Rehabilitation of Child Labour in India: Lessons from the Evaluation of NCLPs.* VVGNLI Publication. 2010.
54. *State Labour Department and SRC, Bihar: Annual report of Child Labour Commission in Bihar*
55. Brochure of Child Labour Commission in Bihar
56. *State Labour Department and SRC, Jharkhand: Jharkhand State Action Plan for Elimination of Child Labour (2012 – 16)*
57. Brochures of state level social protection schemes
58. Government notification and guidelines regarding new schemes under the Building and Other Construction Workers Welfare Board, Jharkhand.