



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

EVALUATION

**Preventing and eliminating child labour
in identified hazardous sectors in INDIA
(child labour component) INDUS.**

**IND/01/P50/USA
P.270.05.325.050**

**An independent joint mid-term evaluation by a team of
external consultants.**

PART II – DETAILED REPORT

India (selected States – Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh, UT Delhi)

A Technical Cooperation Project of the Government of India (GOI) and the United States Department of Labour (USDOL)

February 2007

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in February 2007. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

The report is provided as an independent perspective. The assessment is based on the information that the evaluation team could obtain in the period of the evaluation and under the parameters given by the evaluation. Factual information has to the extent possible been verified, although complete information has not always been available. Extensive feedback was received from stakeholders to the first draft and incorporated to the extent the evaluation team considered to be appropriate.

Funding for this project evaluation was provided by the Government of India and the United States Department of Labor. This report does not necessarily reflect the views or policies of neither the Government of India nor the United States Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement by the mentioned Governments.

¹ Zenda Ofir (Team Leader) Chaman Lal Shamshad Khan John Vijghen

TABLE OF CONTENTS PART II

1.	INTRODUCTION TO THE EVALUATION	1
1.1.	Context and purpose.....	1
1.2.	The evaluation framework and approach	2
1.3.	Methods.....	3
1.4.	The evaluation process	5
1.5.	Ethical challenges and technical constraints	7
2.	CONTEXT AND PROGRESS	10
2.1.	The national context.....	10
2.2.	The INDUS Project.....	14
2.3.	Project development.....	14
2.4.	Implementation and progress	16
3.	THE PROJECT DESIGN.....	18
3.1.	Is the Project doing the right things?.....	18
3.2.	The quality of the Project logic	22
3.3.	Timeframe and scheduling.....	22
4.	Project Implementation	24
4.	PROJECT IMPLEMENTATION.....	24
4.1.	Progress.....	24
4.2.	Achievements.....	27
4.3.	Unintended consequences	28
4.4.	Gender mainstreaming	29
4.5.	Knowledge management.....	30
4.6.	Sustainability.....	32
4.7.	Factors influencing implementation and performance	34
5.	PROJECT COMPONENT: BENEFICIARY IDENTIFICATION.....	39
5.1.	Introduction.....	39
5.2.	Emerging issues	40
6.	Project Component: Enrolment of Beneficiaries.....	42
6.	PROJECT COMPONENT: ENROLMENT OF BENEFICIARIES	42
6.1.	Introduction.....	42
6.2.	Enrolment of the 5-8 age group.....	43
6.3.	Enrolment of the 9-13 age group.....	43
6.4.	Enrolment of the 14-17 age group.....	44
7.	PROJECT COMPONENT: MONITORING AND TRACKING	46
7.1.	Introduction.....	46
7.2.	Reported progress	46
7.3.	Emerging issues	47
8.	PROJECT COMPONENT: TRANSITIONAL EDUCATION	49
8.1.	Introduction.....	49
8.2.	Reported progress	49
8.3.	Emerging issues	50
9.	PROJECT COMPONENT: VOCATIONAL TRAINING	54
9.1.	Introduction.....	54
9.2.	Reported progress	54
9.3.	Emerging issues	55
10.	PROJECT COMPONENT: INCOME GENERATION.....	59
10.1.	Introduction.....	59
10.2.	Reported progress	59

10.3. Emerging issues	59
11. PROJECT COMPONENT: STRENGTHENING PUBLIC EDUCATION	61
11.1. Introduction.....	61
11.2. Reported progress	61
11.3. Emerging issues	62
12. PROJECT COMPONENT: SOCIAL MOBILISATION	64
12.1. Introduction.....	64
12.2. Reported progress	64
12.3. Emerging issues	65

ANNEXES

Annex 1: Terms of Reference	69
Annex 2: The evaluation matrix.....	74
Annex 3: Summary of methodology	78
Annex 4: Respondents / persons met	79
Annex 5: Bibliography.....	92
Annex 6: Examples of evaluation instruments.....	94
Annex 7: Field mission programme.....	97
Annex 8: Summary of the INDUS Project.....	99
Annex 9: Key child labour policies, legislation and programmes.....	101
Annex 10: Project timelines.....	Error! Bookmark not defined.

TABLES

Table 1: The evaluation framework	3
Table 2: Number of days available to the evaluation team per activity	6
Table 3: Child labour in India	11
Table 4: Schedule for development and implementation of INDUS.....	15
Table 5: Most recognised achievements of INDUS	27
Table 6: Enrolment of Project beneficiaries.....	Error! Bookmark not defined.
Table 7: Updated beneficiary tracking information, December 2006.....	42
Table 8: TEC implementation over time.....	46
Table 9: TEC instructor training by state, November 2006	49
Table 10: Pre-VT instructor training by state, November 2006.....	51
Table 11: TEC Resource Centres, September 2006	51
Table 12: Vocational training, Sept 2006.....	52
Table 13: INDUS Self-Help Groups, 30 Nov 2006	55
Table 15: INDUS Self-Help Groups, 30 Nov 2006	59
Table 16: State-wise enrolment of working children in 5-8 age group	62

BOXES

Box 1: Purpose of the Evaluation.....	1
Box 2: INDUS at a glance.....	13

NOTE THAT THIS DETAILED REPORT IS SUPPLEMENT TO PART I:
SUMMARY REPORT – EVALUATION FINDINGS, LESSONS AND RECOMMENDATIONS

1. Introduction to the Evaluation

1.1. Context and purpose

Over the past two decades the Government of India (GOI) and its local social partners have been actively combating child labour across the country. Building on the principles enshrined in the Constitution of India², major legislation against child labour was introduced in 1986. The cornerstones of the resultant *National Child Labour Policy* (1987) were stricter enforcement of relevant legislation, the integration of child labour issues into the development strategies of different ministries and departments and project based action plans in areas with high concentrations of hazardous occupations.

GOI subsequently launched a number of notable interventions, in particular the National Child Labour Project (NCLP) and several programmes and schemes aimed at strengthening the education system, alleviating poverty and redressing inequalities that victimise vulnerable groups. International funding strengthened these national initiatives. India was the first country to sign in 1992 a cooperative agreement with ILO-IPEC with the joint aim of promoting conditions to progressively prohibit, restrict and regulate child labour towards its ultimate elimination. Several IPEC supported interventions followed. The largest of these, with a budget exceeding the total of all previous IPEC efforts in India, is the **INDUS Project**³, a GOI and US Department of Labour (USDOL) technical cooperation project approved in 2003 and coordinated by ILO-IPEC in partnership with the state governments, the state-based *Sarva Shiksha Abhiyan* (SSA) Societies and the district-based NCLP Societies.

Box 1: Purpose of the Evaluation

- i. To assess the design, approach, achievements and progress to date as well as the plans for long-term sustainability of Project benefits;
- ii. To identify strategic lessons and formulate recommendations to strengthen Project implementation and inform relevant local and international stakeholder initiatives;
- iii. To be forward-looking and provide useful information on those elements that can be considered for large-scale implementation or integration with existing initiatives;
- iv. To determine the extent to which INDUS approaches and experiences can inform models for interventions in other countries (requested by ILO-IPEC and USDOL).

Box 2: Purpose of the Evaluation

- v. To assess the design, approach, achievements and progress to date as well as the plans for long-term sustainability of Project benefits;
- vi. To identify strategic lessons and formulate recommendations to strengthen Project implementation and inform relevant local and international stakeholder initiatives;
- vii. To be forward-looking and provide useful information on those elements that can be considered for large-scale implementation or integration with existing initiatives;
- viii. To determine the extent to which INDUS approaches and experiences can inform models for interventions in other countries (requested by ILO-IPEC and USDOL).

² Including protecting children below the age of 14 from hazardous employment, abuse and inadequate opportunities for a healthy life lived with freedom and dignity.

³ The structure of the INDUS intervention is such that it qualifies as a 'programme' rather than 'project', encompassing ten major components or across five states and 20 districts. For the sake of consistency we will refer to the 'INDUS Project' throughout this report.

The INDUS Project targets ten hazardous sectors for the elimination of child labour using a comprehensive and holistic approach that encompasses existing elements of the NCLP and SSA as well as additional, complementary elements referred to as ‘NCLP Plus’ and ‘SSA Plus’. It is an explicit role of INDUS to pilot-test these ‘Plus’ elements as models for possible scaling up and replication, or integration into the NCLPs and SSA throughout the country.

The Project context, key components and progress to date are summarised in Chapter 2. The evaluation Terms of Reference (TORs) can be found in *Annex I*.

1.2. The evaluation framework and approach

The Mid-Term Evaluation (MTE) was commissioned as a joint evaluation in response to a requirement in the Project Document. It took place after an extensive consultative process on the Terms of Reference and selection of evaluation team members between the major stakeholders, the GOI Ministry of Labour and Employment (MOLE) and the Department of Education of the Ministry of Human Resources Development (MHRD DoE), USDOL and ILO-IPEC.

For maximum credibility of its findings among all stakeholders it was commissioned as an external independent evaluation. It was coordinated by the Design, Evaluation and Documentation (DED) section, an ILO-IPEC unit without any formal connection to the programming division. The Evaluation Team consisted of two Indian nationals, a South African (the team leader) and a Dutch evaluator. None of the Team Members had any previous involvement with the INDUS Project, nor was any one member in permanent employment by any of the stakeholders. The formal independence of the Evaluation Team members is thus present.

The following approach and critical assumptions underpinned the Mid-Term Evaluation:

- The Evaluation Team was tasked to consider all elements of the INDUS Project - that is, NCLP, SSA and the ‘Plus’ elements – implemented since the start of the Project in 2003. A special emphasis had to be given to the ‘Plus’ elements. The analysis focussed therefore essentially on the individual components even though the report was to address the whole Project. The timeframe was not adequate for to evaluate the Project from a geography-focused or from a holistic, systems perspective, but an attempt was made to understand the influence of its context and whether the Project as a whole is more than a sum of its parts.
- The formative nature of the MTE implied assessing the project implementation as well as a focus on the Project design, rather than an assessment of outcomes, impact or the need for a second phase. However, in the view of the Evaluation Team developmental applications⁴ should have had a higher profile in the Terms of Reference because of the experimental nature of the Project.
- The Evaluation Team had to use the three major stakeholders’ original vision and approach as basis for its work. This focuses the evaluation on the enabling environment and approach to the elimination of child labour established by the Government of India.
- The evaluation was framed by a set of questions in the Terms of Reference. These questions were developed in discussion between the three major stakeholders.⁵ Given the Terms of Reference, a theory-based approach (using the Project logic as point of departure to frame the evaluation) was considered to be the most appropriate. However in line with the nature of formative evaluations the

⁴ Such as action research, action learning, reflective practice and building learning organisations

⁵ These questions were to be enhanced through a “consultative process with stakeholders in the initial stages of the evaluation”, but due to severe time constraints this could not be done.

Evaluation Team allowed issues to emerge and in part followed an inductive approach to understand the difference the Project was making.

- The tasks flowing from these questions were substantive given the short available time, forcing the Evaluation Team to sacrifice depth for breadth if most of the questions had to be addressed.
- At the start of the MTE a detailed set of evaluation questions was developed by the Evaluation Team as part of an evaluation matrix⁶ (Annex 2). However, built into the evaluation approach was a certain level of flexibility to allow important design and implementation issues to emerge, especially focusing on questions of what worked and what did not during implementation. In hindsight the evaluation was too ambitious, with too much effort given to answering all the questions posed in the TORs, and hence too unfocused for the available time and expertise.

Table 1: The evaluation framework⁷

Project design	Project implementation	Towards the future
Guiding question: Is the Project design leading to the right type and quality of intervention?	Guiding question: What works, what does not towards a successful, high quality and appropriate intervention? – per component and for the Project overall.	Guiding question: What can be learnt that should inform the future?
<ul style="list-style-type: none"> • Relevance • Validity • Quality of Project logic • Institutional arrangements • Risk and quality management • Convergence and partnerships • Linkages with NCLP, SSA • Cultural and gender considerations • Accountability and knowledge management 	<ul style="list-style-type: none"> • Progress, achievements, unexpected effects • Factors influencing implementation • Relevance and responsiveness • Institutional arrangements • Risk and quality management • Convergence and partnerships • Value addition to NCLP and SSA • Cultural and gender considerations • Accountability and knowledge management 	<ul style="list-style-type: none"> • Sustainability of Project benefits • Sustainability of successful components • Improvements to current intervention • Integration with other interventions • Replicability, scaling up

1.3. Methods

Various methods were used for data collection, with an emphasis on qualitative methods due to the formative nature of the evaluation. The evaluation Terms of Reference dictated the timeframe and data collection methods⁸. Since the TOR was agreed upon between the major stakeholders after lengthy negotiations and the visit itinerary was fixed prior to the MTE, the Evaluation Team was not able to define its own visit schedule and could only make minor adjustments to the existing schedule⁹.

⁶ An evaluation matrix is used to help focus and guide the evaluation. It usually consists of the main evaluation questions that need to be answered, more detailed sub-questions to be used for accurate data gathering and analysis, and details of the sources of data and information to be used to answer each question. Although it is also an “evaluation instrument”, it differs from the instruments in Annex 6 in that the latter are examples of the specific questionnaires and guidance used for surveys and interviews.

⁷ Refer to *Annex 2* for the complete evaluation matrix accompanying this framework

⁸ Given as a series of in-country meetings; desk review; interviews with key stakeholders at national, state level and district level; and a final stakeholder workshop.

⁹ For example sites could not be changed, and meeting audiences and formats only with great difficulty

The methods applied, although restricted by the limited time available in the field, generally provided scope for credible triangulation:

- i. A study of key documents was used to inform the evaluation team before, during and after the field mission. Documents were obtained from the Project Team as well as from each of the sites.
- ii. Open-ended face-to-face group meetings¹⁰ were held in each site visited during the field mission. The Evaluation Team tried to use a stratified and maximum variation sampling technique within the given group of Project stakeholders, based on a rudimentary stakeholder map developed by the Team at the beginning of the field mission. The participants in the group meetings were invited by the local organisers, in most cases through open but also in some cases through selected invitations. The groups were stratified according to institution or committee types, per site or per state, to facilitate comparison between their insights and experiences. Interview guides, checklists or a list of topics based on the evaluation framework guided the meetings. Each Evaluation Team member was responsible for obtaining answers to a specific set of evaluation questions. A complete record of the total number of persons met in this manner is not available, but in this manner the Team was able to get the input of more than 500 stakeholders from different interest groups.
- iii. The group meeting results were further enhanced by face-to-face, telephonic and email interactions, mainly by the team leader, with a total of 21 key individuals to clarify and obtain additional information during and after the field mission.
- iv. Limited field observation was done in each of the sites visited during the field mission. As the Evaluation Team was expected in each site and preparations made for their visits, it was impossible to make observations under natural circumstances. However, the visits facilitated a check on the credibility of some of the monitoring data collected as part of the Project activities. Checklists were used for this purpose.
- v. Four state level stakeholder workshops, one per participating state (with the exception of Delhi), were held after each observation visit to the districts in order to collect further information at state level. In total there were 161 stakeholder representatives at the workshops. The workshops consisted of formal presentations by officials and local stakeholders with limited time for discussion. A national stakeholder workshop with 85 representatives from most stakeholder groups was held at the end of the mission to help validate preliminary observations and in particular those that were the most problematic for the Team at that stage¹¹. Here, less time was reserved for formal presentations and participants made good use of the opportunity to challenge the Evaluation Team.

Although the TORs referred to the possibility to have a number of **sub-studies** carried out by individual Evaluation Team members or commissioned local organisations, the lack of initial preparation time, the tough field work schedule and the deadline initially set for the delivery of the draft report did not allow adequate consideration and commissioning of such studies. This is unfortunate as in-depth studies on some key themes not only would have provided valuable factual information but would have allowed the Evaluation Team to get a deeper insight in many aspects of the Project.

¹⁰ In this report we use the terms 'conversations' or 'meetings' rather than the conventional 'interviews', and 'respondents' rather than the conventional 'informants'.

¹¹ The timing of the national stakeholders' workshop was unfortunate given that this was not an "expert opinion review" but an evaluation with substantive data collection and triangulation that required a significant period of analysis before arriving at findings and conclusions. The workshop was therefore used to challenge stakeholders on key issues. It did not allow for adequate consolidation or validation of findings that could be presented with confidence at the time.

For data analysis a combination of deductive and inductive¹² approaches was used to uncover emerging patterns and themes while being guided by the evaluation framework (Table 1). A major constraint was that the Evaluation Team members had only one day to work together on the analysis after completion of the field visits. Furthermore, much of the data of the state and national stakeholder workshops or specific data requested from the Project Team was not yet available at the end of the field visits. The Team members therefore had to analyse the findings in isolation from one another, focussing on the subjects and topics previously assigned to each person. As principal author of the report the team leader had to consolidate the results of each analysis.

The validation strategy for the findings was based on

- i. Triangulation using (i) different methods and (ii) different sources;
- ii. A national stakeholder workshop held to report on and test preliminary observations, including a short survey for early verification of a few key observations;
- iii. A commitment to obtain stakeholder input on the draft report before its finalisation.

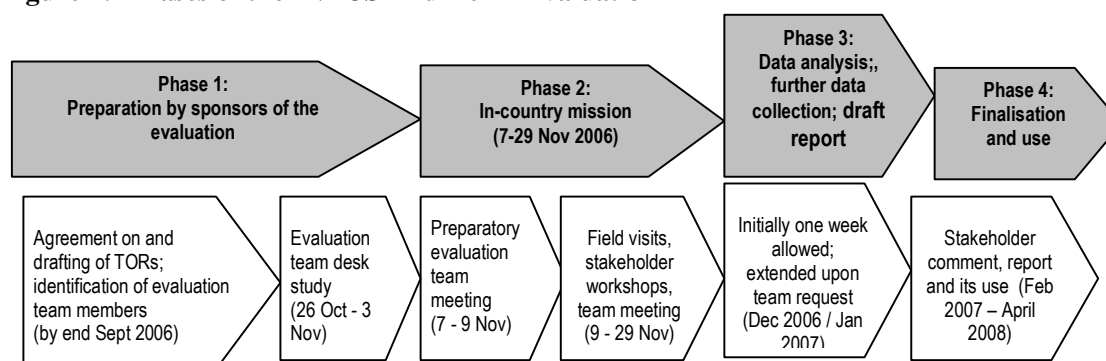
Details on each of the methods are provided in Annex 3. The list of persons met is given in Annex 4, the list of documents studied in Annex 5, and evaluation instruments used in Annex 6.

1.4. The evaluation process

The Mid-Term Evaluation was commissioned more than two years after the Project was formally launched, with more than two thirds of the Project period already completed. Furthermore, the MTE Field Mission was to be conducted within the very limited period of three weeks (Figure 1), starting without the benefit of a scoping mission to independently select sites and respondents.

The consultation process prior to the evaluation defined the role of Evaluation Team members. While normally team leaders are assigned prior to the evaluation, the basis for agreement to the evaluation was that the team would select the team leader. The lack of leadership prior to the commencement of the evaluation inevitably affected the evaluation process. There was far too little time to develop a rapport, establish a common understanding and way of working, and develop the methodology according to accepted evaluation norms.

Figure 1: Phases of the INDUS Mid-Term Evaluation



¹² Inductive analysis involves discovering patterns, themes and categories in data. Findings emerge through the analyst's interaction with the data. Deductive analysis involves analysing data according to an existing framework, for example a programme logic model.

The time constraint significantly hampered the in-country mission and forced the team to work less systematically and cohesively than was desirable. Fewer than three days of preparation were available to the team to develop a common understanding of the evaluation, appoint a team leader, plan the methodology, make some changes to the pre-arranged schedule and logistical arrangements and interact with the Project Team and key national government officials.

The lack of engagement in planning prior to the evaluation made it virtual impossible for the MTE Team to change anything in the site visit and respondent meeting plans. Visits to specific sites had been organised with numerous very short meetings and exposure visits per day. The MTE Team was put under strong pressure not to make changes for reasons of protocol. Changes could be made only to ensure that the most basic requirements for an independent evaluation were met, such as the need for meetings with a variety of selected stakeholder groupings, and meetings with respondents without the presence of an official entourage.

Eight days of the mission were devoted to district visits¹³ in four states (Table 2; Annex 7), during which the MTE Team split into units of two persons (one international, one national person) to optimise the time for data collection. Each visit was organised in a similar manner, allowing very brief observation visits to Lead Schools, TECs and Vocational Training centres, and 30-60 minute meetings with key stakeholder groups or individuals. In a few cases where circumstances did not allow effective meetings on-site they were (re)scheduled at a more appropriate time or venue. Each state visit was concluded with a stakeholder workshop.

Table 2: Number of days available to the evaluation team per activity

Activity	Days	Remarks
In Delhi	4	Preparation; Project Team, GOI discussions
Travel to/from Project areas	2	Most travel was actually on field visit days
Field visits	8	Including discussions with key individuals
State level workshops	4	Including preparation
Data analysis / free time	4	Instead often used for team meetings or travel
National Stakeholder Workshop	2	Including time for preparation
Total	24	

One scheduled visit to a remote district (Amravati in Maharashtra) was replaced at short notice with a site visit to a sub-urban Project area in Mumbai. This provided the team with their only insight into work of the Project in high density metropolitan areas. The mission ended with two days of preparation in Delhi for the National Stakeholder Workshop, followed by a period of analysis, follow-up discussions with key stakeholders and report writing of selected chapters by each member on his/her own, before consolidation and synthesis by the team leader into draft and final reports.

Only one week time for analysis and report writing was initially designated immediately after the end of the field mission. However, upon request by the Evaluation Team this period was significantly extended to allow for follow-up telephonic and email discussions, additional monitoring data collection, systematic analysis of information from a variety of sources, and consolidation of findings. This was important for the validation and triangulation and consolidation of the report and the review of the draft report will complete this.

¹³ The team decided during the Mission not to visit any Delhi project areas due to time constraints, but instead to rely on documents and presentations by Project staff.

1.5. Ethical challenges and technical constraints

The MTE was guided by the *Qualitative Evaluation Checklist*¹⁴, the *Norms and Standards for Evaluation in the UN System*¹⁵ and the *Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects*¹⁶.

In spite of adhering to these various standards and codes the Evaluation Team experienced several situations which presented significant challenges to the ethical and technical standards of the evaluation. For example, it was almost impossible to meet respondents at neutral locations – many meetings with non-governmental respondents were arranged in government buildings, often with government officials moving in and out. On occasions an individual Evaluation Team member met some respondents individually and outside the pre-arranged schedule, but shared the results of these meetings with the other Team members.

Ethical challenges

- i. Partly due to the rushed nature of the engagements but also due to different styles of interaction of Evaluation Team members, the actual purpose of the meetings was often not explained to the audience or the intended confidential nature of the meetings could not be assured, nor was a relaxed atmosphere created. This sometimes resulted in situations where participants did not really understand why they were being questioned. It was therefore difficult to establish a good rapport and level of trust between the evaluators and respondents. Several respondents confirmed to individual Evaluation Team members that they did not have the confidence to speak up at such meetings.
- ii. The Team also realised only at the start of the field mission that many of the key stakeholders were not aware of the need for confidentiality in meetings; previous experiences with internal evaluations have led them to believe that the presence of members of the Project management team during meetings was normal practice.
- iii. **Data collection was not pushed beyond certain boundaries** when stakeholders showed discomfort with further probing of issues they had mentioned (usually in private with only one or two evaluation team members). This was mostly apparent when issues of systemic inefficiencies or governance were brought to the fore.

Technical constraints

- i. The evaluation team noted in documents that several time periods for the in-country mission - from 30 to 90 days - were discussed between the major stakeholders. In the end the period was limited to 24 days. With visits scheduled to five states across an extensive geographical area and each with a large number of observation activities and meetings, the time for data collection and consolidation of findings among team members was extremely limited. The length of the in-country mission was not negotiable once the mission had started and this led to significant methodological shortcomings which the Evaluation Team did their best to overcome as the mission unfolded.
- ii. Due to the fact that a team leader / coordinator was not appointed prior to the mission¹⁷, a common vision and approach for the evaluation among the team members and with local stakeholders could not

¹⁴ Retrieved on 14 April 2006 from www.wmich.edu/evalctr/checklists. Published by the Evaluation Centre, University of Western Michigan. September 2003

¹⁵ Published 29 April 2005

¹⁶ Published November 1997

¹⁷ The team leader was elected by the evaluation team members on the day the team met for the first time

be developed in full. There were clearly varied expectations on the purpose, meaning and method of evaluation among state governments, field implementing partners and Evaluation Team members. The concept and methodology of an ‘independent’ evaluation compared to an ‘internal’ evaluation had not been clarified beforehand. An evaluation plan could also not be designed prior to the field mission. The mission programme and methodology were thus determined without any input from the Evaluation Team, and in spite of minor changes remained fairly inflexible throughout the mission.

- iii. Some Evaluation Team members were not available during parts of the field mission due to prior commitments.¹⁸ This hindered the development of a common understanding within the Team of the methodology and style of engagement by each Team member, and made information sharing and alignment of team member findings difficult. The commitment of each Team member to achieve a useful evaluation alleviated this situation, but nevertheless reduced the available time for data collection and analysis during the field mission.
- iv. Meetings were generally conducted in English and most participants were articulate in their participation. In a few cases translators were used where the Team was advised that this would be appropriate.

These three factors had the following effects on the quality of the evaluation:

- There was no time to manage the evaluation process or interactions in a manner that could enhance understanding of its nature and approach among stakeholders, and to make it more utilisation-focused. This led to several misunderstandings of the methods and ethical considerations required for sound methodology. It placed extraordinary pressure on the evaluation team and disregarded the interests of some of the most important stakeholders, including the Project Team who felt at times that their voice had not been adequately heard.
- Certain areas requiring emphasis during the evaluation for a project of this nature¹⁹ had to be neglected. For example, capacity building and developmental applications²⁰ should have been a higher priority for the evaluation, but require significant time and specific expertise for in-depth data gathering which was not available or shared by all Evaluation Team members.
- In view of the negotiated parameters of the evaluation, the TORs determined the data collection methods²¹ with little room for change. Site selection and programming was done with little strategic input by the evaluation team. The sampling strategy had to be adapted with the time constraints and lack of a prioritised stakeholder map. As a result, time was in some cases severely limited for substantive interaction with important stakeholder groups including SRCs, SPSCs, national training organisations and NCLP Societies, or with district project directors, key GOI officials and international partner representatives. Perspectives external to the Project were also not obtained.
- As a result of protocol, local hospitality and logistical challenges, the visits to sites were generally carefully managed by the hosts. While their efficiency and warmth were much appreciated by the evaluation team, meetings and opportunities for observation were short and the team was often accompanied by an entourage of officials and staff. It was thus almost impossible to observe the

¹⁸ One member was hired for six days per week and in line with his contract conditions should have taken leave during Sundays, but did so only on one Sunday. Another member could not join the team during certain planning and consolidation days.

¹⁹ An experimental project with a strong focus on upstream work and sustainability

²⁰ Such as action research, action learning, reflective practice and building learning organisations

²¹ Given in the ToRs as a series of in-country meetings; desk review; interviews with key stakeholders at national, state level and district level; and a final stakeholder workshop

Project and conduct discussions under natural circumstances. New leads obtained during the mission could also generally not be pursued; snowball sampling²², often useful under these circumstances, was impossible.

- The evaluation team made heavy demands for the collection of additional data at short notice that are not normally part of the Project Monitoring Plan (PMP). This placed a significant burden on the national and local project teams. With more focused methodology and interaction this stressful situation could have been alleviated.
- Four stakeholder workshops were held to mobilise inputs at state level. They consisted predominantly of a series of formal presentations even though the programme tried to emphasise plenary and group interaction. Although useful, the presentations limited opportunities to obtain in-depth information at state level.
- The National Stakeholder Workshop was held too early after the field mission to serve the intended purpose in full. The evaluation team did not have enough time to do systematic data analysis or consolidation into preliminary findings. However, the workshop proved to be very useful for bringing together the local stakeholders from five states who could inform the Evaluation Team about their views regarding the project implementation and future improvements.
- The stakeholder workshops would have provided an ideal opportunity for closed question surveys in order to verify and obtain a quantitative analysis of stakeholder views and experiences thereby enriching the qualitative findings. For various reasons this was not possible.

Although some of these constraints may seem severe, the evaluation team used their combined and varied expertise and strong commitment to a good quality evaluation to find appropriate tactics that could ensure the credibility of the evaluation. These included negotiating certain reasonable adjustments to the initial schedule and methods with the assistance of the Project Director; frequent information transfer from the Indian to the international team members on local contexts; an extended desk study to include many documents accessed during and after the mission for additional triangulation; testing controversial observations with stakeholders; hard work to consolidate main findings before the end of the mission; follow-up discussions with key individuals after the field mission for further triangulation; and a division of work during data collection and report writing that made use of the strengths and interests of each team member.

In spite of the challenges, the Evaluation Team focused on conducting the work with commitment and the best use of their expertise for the benefit of the children and young people of India. Rather than provide final answers, the evaluation team believes that a formative evaluation should first and foremost be aimed at creating new insights and debate, and highlighting issues for the stakeholders to study, address and use as they see fit. The Evaluation Team trusts that this report will achieve this goal.

²² Where a discussion or new information lead to the names of other appropriate persons to meet

2. Context and Progress

2.1. The national context

Spurred on by effective economic reforms during the 1990s, India is fast becoming a notable economic and political power in the world. Strong economic growth and an enabling policy and political environment are leading to the emergence of a thriving middle class, globally competitive companies and significant international investment. Unfortunately the benefits of this unfolding success have been slow to reach the poor and prosperity continues to exist side by side with abject poverty. Studies predict that India will not achieve several Millennium Development Goals aimed at social development before the 2015 target date.^{23 24} Twenty-six percent of the population (more than 260 million people; 75% of these in rural areas) continue to live below the poverty line²⁵. Although the number is decreasing, the trend is slower than expected, in part due to uneven performance in some of the most populous states.

Key stakeholders interviewed during the evaluation agree that this situation poses a severe challenge to the thrust to eradicate child labour. The connections between child labour and human deprivation and social vulnerabilities such as food insecurity, distress displacements, gender inequity, social and human under-development, illiteracy, conflict situations and poor governance²⁶ are well known. These cause or exacerbate poverty, and poverty remains acknowledged as the single greatest force that generates the flow of children into the workplace^{27 28}. This is supported by the situation in India, where those states with the highest incidence of poverty also have the highest proportion of out-of-school children and child labour²⁹. Poverty is also a consequence of social vulnerabilities and of child labour; the latter contributing to the unemployment of adults and causing wage depression.

In any national effort to eliminate child labour³⁰ this classical “chicken and egg” relationship between poverty, illiteracy, social exclusion and child labour demands coherence, coordination and convergence between policies and interventions. The Government of India together with international organisations and local partners has been working for many years towards this ideal. This was again confirmed during the recent tabling of the Private Member’s Bill in Parliament, when it was unanimously recognised that the problem of child labour cannot be solved by legislation alone and that only a holistic, multi-pronged and concerted effort to tackle the problem will bring the desired results.

Child labour is a matter on which both the central and state governments can legislate. A number of national policies and legislative arrangements at both levels (refer to Annex 9 for a summary of key national policies, legislation and programmes) have provided the backdrop for several high profile national programmes in

²³ *The Millennium Development Goal Report 2005*, United Nations, New York. 2005.

²⁴ *Attaining MDGs in India. Role of Public Policy and Service Delivery*, Human Development Unit, South Asia Region, The World Bank. June 2004.

²⁵ *Tenth Five Year Plan (2002-2007)*, as approved by the National Development Council, 21 December 2002.

²⁶ In *Review of Child Labour, Education and Poverty Agenda. India Country Report 2006*. Global March against Child Labour. 2006, p 1.

²⁷ *A Decade of ILO-India Partnerships. Towards a Future without Child Labour*. 1992-2002. ILO Subregional Office for South Asia, New Delhi. 2004

²⁸ *The End of Child Labour: Within Reach*. Global Report, ILO. 2006

²⁹ The States are Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. In *Review of Child Labour, Education and Poverty Agenda. India Country Report 2006*. Global March against Child Labour. 2006, p 20.

³⁰ India has not ratified the 1973 Minimum Age Convention (No 132) and treats 14 years as the minimum legal age of entry to the world of work. In India a ‘child’ is defined as a person who has not completed his/her fourteenth year of age; an ‘adolescent’ as a person who has completed his/her fourteenth year of age but not yet his/her eighteenth year of age; and an ‘adult’ as a person who has completed his/her eighteenth year of age.

support of the eradication of child labour, including the pivotal *National Child Labour Project* (NCLP) Scheme (Annex 9) led by the Ministry of Labour, and the *Sarva Shiksha Abhiyan* (SSA) led by the Department of Education in the Ministry of Human Resource Development in an effort to provide and improve education for all.

The Tenth Five Year Plan (2002-2007)³⁶ had a stronger focus than its predecessors on ‘children in difficult circumstances’, aiming to “have all children in school by 2003, and all children completing five years of schooling by 2007”. Drawing from an evaluation of the NCLP Scheme in 2001, an ambitious target was set to eliminate child labour in hazardous occupations by the end of the Plan period. It proposed expanding the NCLP to an additional 150 districts, linking CLE efforts with the SSA³⁷, and achieving convergence with other Schemes of the Departments of Education, Rural Development, Health and Women and Child Development for the ultimate attainment of the ECL in a time-bound manner. The NCLP Scheme was thus revised and improved³⁸. The financial allocation for the NCLP by MOLE nearly tripled to Rs 602 crores³⁹ ⁴⁰ during the 10th Plan period and now accounts for around 50 percent of its total annual budget. ECL is currently the single largest programme in the activities of the Ministry.

Number of working children (Census data) ³¹	
1981	13.60 million
1991	11.28 million
2001	12.56 million
Number of working children (NGO estimates) ³² ^{33 34}	25-115 million
Decline in proportion of working children to child population 5-14 years, 1991 to 2001 ³⁵	5.4% to 5.0%
Percentage of working children estimated to come from rural areas (mainly agriculture and related activities)	90%
Number of children officially reported to be in hazardous occupations	1.2 million

The unprecedented focus by the Government of India on achieving both Universal Elementary Education (UEE) and the Elimination of Child Labour (ECL) provided an opportunity to develop integrated initiatives that could demonstrate how one could reinforce the other. A critical point of convergence was thus forged between the NCLP and SSA. Child workers in the age group 5-8 years would be directly mainstreamed through formal schools, while working children in the age group 9-14 years would be mainstreamed into the formal education system through the NCLP special schools. At the same time the formal school mechanism was to be strengthened in terms of quality and numbers. Convergence was to be further enhanced by linking up with the ongoing schemes of the Ministries of Health, of Rural Development and of Social Justice and others at the State, district and micro level.

Yet in spite of the enabling policy and legal environment and significantly improved and coordinated national interventions, the problem of child labour persists. Documents and discussions with government and non-government representatives revealed that there is as yet no reliable assessment of its magnitude, and estimates of the number of working children vary greatly (Table 3). The number of children officially reported as working in hazardous occupations is relatively low, in part due to the listing of “hazardous”

³¹ Government of India: Census of India 1981, 1991, 2001.

³² Human Rights Watch Report 2003. From <http://www/hrw.org/reports/2003/india/India0103.htm>; extracted 23 November 2006.

³³ In *Review of Child Labour, Education and Poverty Agenda. India Country Report 2006*. Global March against Child Labour. 2006.

³⁴ *Literature Review: Safety and Health Problems of Child Labour engaged in Hazardous Occupations and Processes in India*. Government of India, Ministry of Labour and Employment. 2005.

³⁵ *Ibid* p 12

³⁶ Tenth Five Year Plan (2002-2007) as approved by the National Development Council, 21 December 2002. Chapter 2.11.

³⁷ Among others ensuring that children in the age group of 5-8 years get directly admitted to regular schools and that the older working children are mainstreamed to the formal education system through special schools

³⁸ Also using inputs from the Regional Level Conferences of District Collectors held in Hyderabad, Pune, Mussoorie and Kolkata, where district-wide reviews of the NCLP were conducted at the level of Secretary.

³⁹ One crore equals ten million (rupees)

⁴⁰ One US Dollar equals Rs 40.

occupations which only recently included work in residences and the hospitality sector, and still excludes the agriculture sector where most working children are known to be employed.

Perspectives and analyses by child rights organisations and activists in India recognise the complexity of the required actions as well as the increasing efforts by the central and State governments and partners. They also identified the following as critical obstacles to the success of ongoing efforts to eliminate child labour:⁴¹

⁴² ⁴³ ⁴⁴

- Lack of effective enforcement of existing legislation, believed to be a result of inadequate capacities, insufficient commitment and/or corruption;
- An inadequate or ineffective focus on employers, exacerbated by low conviction rates that do not act as deterrent;
- Gaps in action and legal provisions against child labour, which include a lack of focus on the household manufacturing sector where large numbers of children are often employed in harsh working conditions;
- Failure to address effectively the underlying social causes of human deprivation related to gender, caste, ethnicity, religion and class;
- Major problems remaining in the quality of education and educational infrastructure, exacerbated by the slow implementation of SSA as driver for ensuring the constitutionally guaranteed fundamental right to education for all children between 6-14;
- High drop-out rates, after enrolment in earlier years, among the age group 10-14 years due to poor quality education or pressure to work and sustain family livelihoods;
- Inadequate community engagement in, and ownership of plan formulation and supervision;
- Inadequate synergies and coordination at grassroots level between child labour policies and interventions, and other welfare and poverty alleviation programmes.

Several of these factors were repeatedly noted in discussion between the evaluation team members and key stakeholders. This **evaluation thus has to be considered against the systemic nature of child labour, the complex set of factors needed for real long-term success, the intentionally phased, evolving approach by the central government and the objectives of the intervention within the larger system.**

Any intervention that does not effectively help to address the immediate, underlying and root causes⁴⁵ of this complex problem is bound to be of limited value in the long term *unless* – in the case of India - *effective* convergence with, and execution of, the myriad government schemes aimed at reducing poverty and empowering socially disadvantaged groups⁴⁶ have the desired effect.

⁴¹ *Human Rights Watch Report 2003*. Extracted 23 November 2006, <http://www.hrw.org/reports/2003/india/India0103.htm>

⁴² *Child labour ban not good enough*. Quoted Child Rights and You (CRY). India Together, 26 August 2006. Extracted 27 November 2006, <http://www.indiatogether.org/2006/aug/hrt-notify06.htm>

⁴³ *A bridge it is, but to where?* India Together, 26 May 2006 and *Eyewitness: Neglect of rural schools*. India Together, October 2006. Extracted 27 November 2006, <http://www.indiatogether.org>

⁴⁴ *Review of Child Labour, Education and Poverty Agenda. India Country Report 2006*. Global March against Child Labour. 2006.

⁴⁵ *Immediate causes* – household income at poverty level; cash-flow crises; changes in family size and structure. *Underlying causes* - values and situations that predispose a family or community to accept / encourage child labour. These include traditions and cultural expectations, commercial employer interests, traditional gender roles and social exclusion. *Root / structural causes* – at the level of the larger economy and society which influences the enabling environment in which child labour can either flourish or be eliminated; 'national poverty'.

⁴⁶ Tenth Five Year Plan, Tenth Five Year Plan (2002-2007) as approved by the National Development Council, 21 December 2002. Chapter 4.1.

Box 3: INDUS at a glance	
Developmental Objective Contribute to the prevention and elimination of hazardous child labour by enhancing the human, social and physical capacity of target communities and improving compliance with child labour policy and legislation in the target districts	
Immediate Objectives <ul style="list-style-type: none"> ▪ Children working in selected hazardous occupations in the target districts are identified, in collaboration with communities and other partners ▪ Children withdrawn from hazardous work are provided with transitional and pre-vocational education, and social support to prevent relapse ▪ Provide adolescents withdrawn from hazardous work with vocational training and alternatives for income generation ▪ Increased economic security of families who withdraw their children from hazardous work by encouraging savings and development of alternative livelihood ▪ Access provided for children to quality education to prevent children from entering or re-entering hazardous work ▪ Monitoring and tracking takes place of children released from hazardous work to ensure that their situation has improved ▪ Public support and momentum created against child labour in the target districts and in favour of educational opportunities ▪ Strengthen capacity of national, state, district and local institutions so that they can function as ongoing support for eliminating hazardous child labour ▪ Interest in other areas in adopting measures to prevent, remove and provide alternatives for children in hazardous sectors 	
Hazardous Occupations incorporated	
<i>Bidi</i> manufacturing Brassware production Brick manufacturing Fireworks manufacturing Footwear manufacturing	Glassware production Lock making Manufacturing of matches Stone quarrying Silk manufacturing
States and Districts	
<i>Madhya Pradesh</i> Damoh, Sagar, Jabalpur, Satna, Katni <i>Maharashtra</i> Amaravati, Aurangabad, Gondia, Jalna, Mumbai Suburban <i>Government of NCT Delhi</i> (added in March 2006)	<i>Tamil Nadu</i> Kanchipuram, Namakkal, Tiruvallur, Thiruvannamalai, Virudhunagar <i>Uttar Pradesh</i> Aligarh, Allahabad, Ferozabad, Kanpur Nagar, Moradabad
Components	Key Additions (after finalisation of Project document)
i. Survey ii. Direct enrolment of young children (5-8) iii. Withdrawal / provision of transitional education (9-13) iv. Vocational training for adolescents (14-17) v. Income generating alternatives for families vi. Strengthening the public education system vii. Capacity building of key government agencies viii. Social mobilisation ix. Beneficiary tracking / child labour monitoring systems x. Knowledge management	Greater and direct focus on social mobilisation and awareness raising activities Comprehensive State-wide capacity building plans Focussed work with employers and workers organisations Mainstreaming child labour issues into workers' education programmes Action research on occupational safety and health (OSH) and child labour
"NCLP Plus" Elements	"SSA Plus" Elements
<ul style="list-style-type: none"> ▪ Social mobilisation through awareness raising and involvement of the community in monitoring and striving for ECL ▪ Beneficiary tracking and monitoring ▪ Capacity building of all government departments as well as key civil society partners ▪ Income generation activities for affected families ▪ Resource centres and tuition support to TEC and mainstreamed children 	<ul style="list-style-type: none"> ▪ Structured convergence between TECs and the formal schools under SSA in the Project area. ▪ The concept of Lead Schools. ▪ Strengthening of public education.

- | | |
|---|--|
| <ul style="list-style-type: none"> ▪ Vocational training for 14-17 years age group ▪ State level structures for planning, coordination, monitoring and capacity building – the State Project Steering Committees and State Resource Cells | |
|---|--|

2.2. The INDUS Project

Against this backdrop the US Department of Labour of the United States (USDOL) and the Ministry of Labour and Employment (MOLE) of the Government of India signed on 31 August 2000 the Joint Statement on Enhanced Indo-US Co-operation on Elimination of Child Labour, committing both governments to a joint programme of work and technical assistance in the area of child labour. The Joint Statement reiterated the common concern of the two Governments over the problem of the worst forms of child labour and expressed their commitment to combat it through the (then) newly established ‘Comprehensive Projects’ of ILO IPEC.

The INDUS Child Labour Project (Box 2, Annex 9) was developed within the framework of the Joint Statement as a sustainable model to complement and build upon existing child labour projects, in particular the NCLP and SSA. While continuing with the existing components of NCLP and SSA, the Project was designed to address some of the critical gaps and challenges in these major national initiatives through additional components referred to as “NCLP Plus” and “SSA Plus”.

The design and implementation of INDUS were therefore aimed very specifically at pilot-testing these additional initiatives in order to determine their usefulness for replication in all NCLPs and SSAs in the country.

2.3. Project development

The process of reaching the unique joint agreement leading to the INDUS Project included identification of gaps in existing elimination of child labour (ECL) programmes, the development of a framework for implementation in consultation between both signatories and with ILO as the implementing partner, and selection of Project areas based upon the high proportions of child and adolescent workers identified in the hazardous child labour sectors. A series of rapid assessments and visits to potential field sites were conducted in four targeted States.

Realising the complexities of implementing the Project in a federal environment, provision was made in the Project document for instituting both State Project Steering Committees (SPSCs) and INDUS Project (or NCLP) Societies at district level. In view of the importance of these bodies for effective Project implementation, special care was taken to ensure that their composition reflected representation by relevant all line departments and social partners. Each of the SPSCs was supported by a State Resource Cell (SRC)⁴⁷, in three states located in the Office of the Labour Commissioner and in the fourth in the Administrative and Training Institute.

Extensive consultations and negotiations at national and State level led to several revisions of the Project document before its finalisation towards the end of 2001. The National Steering Committee gave approval for Project implementation nearly a year later. An ILO Project Team was in place only by 1 May 2003. The Project start date, initially scheduled for September 2001; was first postponed to October 2002 and finally

⁴⁷ These are government institutions

noted as 24 April 2003. It was officially launched on 16 February 2004. The Project is scheduled to end on 31 August 2007.⁴⁸

The main steps taken to develop the Project before implementation are summarised in Table 4.

Table 4: Schedule for development and implementation of INDUS		
Period	Phase	Main activities
31 August 2000	Agreement	Joint Agreement signed by USDOL and GOI
Nov 2000 - Mar 2001	Exploration	Rapid Assessments and visits to field sites in four target states
Apr - Dec 2001	Project design	Preparation of Project document; formation of State Project Steering Committees; consultation with states; negotiations and several revisions of the Project document
Aug 2001	Budget negotiation	Negotiation of Project framework and budgetary allocation at ILO headquarters involving USDOL, MoL of GOI and ILO IPEC
Aug 2002	Project approval	Clearance from National Steering Committee for ILO to commence Project activities
Aug 2002 – Apr 2003	Recruitment	Project Team in place by 24 April 2003
May 2003 – Feb 2004	Preparation towards implementation ⁴⁹	Consultation at national and state levels Recruitment of project teams Establishment of SRCs - <ul style="list-style-type: none"> ▪ <i>Maharashtra</i>: Institute of Labour Studies, Mumbai on 15 October 2003 (shifted to YASHADA, Pune, April 2006) ▪ <i>Uttar Pradesh</i>: Labour Commissioner's Office, 1 November 2003 ▪ <i>Tamil Nadu</i>: State Labour Commissioner's Office, 1 March 2004 ▪ <i>Madhya Pradesh</i>: State Labour Commissioner's Office, 1 July 2004
16 Feb 2004	Project launch	Official launch of Project upon receipt of GOI clearance
16 Feb 2004 – 30 April 2006 (approx. three year implementation period)	Implementation	NSC clearance for the Operational Guidelines in July 2004 First implementation steps: Finalisation of APSOs of major Project components, and state level stakeholders' workshops <ul style="list-style-type: none"> ▪ <i>Tamil Nadu</i>: 18 Feb 2004 ▪ <i>Madhya Pradesh</i>: Aug 2004 ▪ <i>Uttar Pradesh</i>: 25 Sept 2004 ▪ <i>Maharashtra</i>: 30 Sept 2004
Feb 2005	Internal review of the Project	Conducted by stakeholders
Mar 2006	Expansion	Union Territory of Delhi incorporated
1 May 2006 - 31 August 2007	Extension	No financial implications Project period since its launch now 3 years, 6 months

⁴⁸ Originally conceived as a three year programme for commencement on 1 September 2001, the most recent Project Document (5th revision) shifted this date to 1 October 2002. In TPRs the official Project period is now given as 24 April 2003 - 31 August 2007 with the exception of one financial year 2001 funded portion (IND/01/P50/USA) which terminated on 31 August 2006.

⁴⁹ Reflects the process at MOLE

2.4. Implementation and progress⁵⁰

The successive delays during the Project development phase held back implementation until the appointment of the Project Team. Although the pace started accelerating once the Team was in place, the preparatory phase also took considerable time due to the establishment of infrastructure and staff, and a series of further consultations about implementation details. The latter took place at national level with relevant ministries and key national level policy advisory organisations, and at state level with the SPSCs. The State Resource Cells started functioning and supporting implementation in each state during late 2003/early 2004.⁵¹ They collate information, ensure inter-departmental coordination and facilitate problem-solving by identifying and resolving policy and implementation gaps. They are also active in attempts to mainstream the ECL agenda in other departments' development schemes and socio-economic policies.

The Project Team initially devoted considerable time to conceptualising and structuring each intervention component in detail, mobilising a broad alliance of partners to recognise child labour and take action, and beginning the process of influencing state and district players to mainstream child labour into policies, programmes and budgets. From the start they had to implement three distinct overarching strategies - strengthening the enabling environment for the elimination of child labour at national, state and district levels, ensuring concrete action to meet set targets, and building relevant institutional and social awareness and capacities.

As could be expected, working towards smooth coordination and convergence at all three levels in both policy decisions and grassroots action is time-consuming. At national level the Project Team has been working closely with the Ministry of Labour and the Department of Education to monitor progress through monthly reports and coordination meetings. They continue to collaborate with key national level policy advisory bodies⁵² on action research as well as the development of guidelines, modules and products for better implementation of individual Project components. They have also started to engage major NGOs and civil society bodies in identifying successful models and sharing their knowledge with other implementing partners.

Interventions have to be customised per state and at times even per district. The Project Team has therefore devoted considerable energy to engaging states in targeted policy dialogue with a view to creating state level ownership and convergence, and influencing policy decisions that can complement downstream activities.

Fifty-five workshops and training programmes have been conducted to date aimed at capacity building and consultation. State level stakeholders have been encouraged to conduct periodic review and organise meetings to share experiences between government and NGO role players, and between different districts and states.

By September 2006 several SPSC and NSC meetings had been held, UT Delhi was starting Project activities, the Trade Unions through the Central Board of Workers Education (CBWE) increased their active engagement with INDUS and the SSA related activities commenced in earnest.

Most of the APSOs of major Project components were finalised early on, with the exception of those for Public Education completed only in July 2005. State level stakeholder workshops assisted in formulating approaches and specific action steps. By December 2004 the Project was fully operational at field level. Meetings with community-based interest groups had been held, SRCs and NCLP Societies were actively

⁵⁰ Refer to table 5, section 4.2 for perceived achievements of the Project to date.

⁵¹ In Maharashtra progress was slow until the SRC shifted to the Yashwantrao Chavan Academy of Development and Administration (YASHADA) in April 2006.

⁵² Such as CBWE, NCERT, NIEPA, NIC, DGFASLI, NIOH, NISTAADS and NIRD

engaging around INDUS and the processes of withdrawing and rehabilitating children, and providing vocational training for adolescents were gathering momentum. By August 2005 the consultations and interactions with state level authorities were starting to yield results at policy level and social mobilisation activities gained momentum. A year later a total of 156 contracts are being implemented including 67 large action programmes.

Details on progress and achievements per component and for the Project overall are given in the chapters following in this report.

INDUS has also expanded in various ways from its original intent. Its official time span has been increased from April 2006 to August 2007. It has added a stronger emphasis on state-wise capacity building as well as social mobilisation and awareness raising after recognition of the need for a sector-area based approach and hence a stronger focus on upstream work. It is conducting focused work with employers and mainstreaming child labour issues into worker education programmes. It has also added an action research component on occupational safety and health and child labour. It was furthermore originally conceived for 20 Districts in four States. The realisation that ECL activities in the Union Territory of Delhi (UT Delhi) had been small-scale, sporadic and mired in implementation problems resulted in its inclusion as a fifth Project state. The Project modified its survey methodology for Delhi based on lessons learnt. Implementation has only started recently as a result of long delays in the appointment of NGO partners and project staff. At present 1 008 child workers are attending TECs in Delhi, while 123 adolescents are engaged in vocational training.

INDUS has also contributed to another sector through a study commissioned in March 2003 as part of an undertaking in the Joint Agreement. The final report for the study titled 'Child Labour Elimination in the Carpet Sector: A Review of Interventions'⁵³ was submitted to the GOI in February 2004. It is currently under consideration in MOLE in consultation with several stakeholders.

⁵³ The final report revealed that the ECL initiatives had caused a decline in hired child labour because of many development efforts, sensitisation of enforcement agencies and awareness amongst exporters. Its findings mention a general perception amongst weavers, exporters, NCLP staff and other development programme workers that there is a decline in the overall revenue produced in the carpet sector, with a consequent reduction in the incidence of child labour. It also highlights a negative impact on weavers' families who are shifting their household labour to other non-targeted sectors such as bidi-rolling or construction.

3. The Project Design

3.1. Is the Project doing the right things?

INDUS was conceptualised as a comprehensive pilot project that operates through convergence and linkages with appropriate bodies, and builds upon the NCLP and SSA by identifying gaps, reinforcing or expanding existing initiatives, learning appropriate lessons and innovating in the process. As it was limited in scope to only 21 districts, its implementers had to have the freedom to experiment in order to develop a model that could be scaled up across all NCLP districts.

The Evaluation Team assessed the strengths and shortcomings of the Project design⁵⁴ using this notion of its place in the enabling policy environment and its role among other ongoing child labour related interventions (Chapter 2; *Annex 8*).

One of the most fundamental questions is whether the INDUS Project is doing what is needed at this stage given the history, context and vision within which it is taking place. The MTE Team is the opinion that the Project conceptualisation was appropriate and remains so until today:

- The underpinning philosophy of the GOI with respect to child labour is in line with the conventional wisdom that the elimination of child labour requires a multi-pronged, integrated and holistic approach. Their approach emphasises effective convergence between role players as well as a gradual, sequential approach to the withdrawal and rehabilitation of their target audience⁵⁵ against a well established enabling environment at national (*Annex 5*) and state levels. The decision to follow a systematic, phased approach starting with children and adolescents in hazardous occupations and processes stems from important realities in the country - its complex socio-economic situation; limitations in the capacities of the administrative system at national, state and district levels; and the need to find cost-effective solutions for interventions that are to be effective on a country-wide scale.⁵⁶

The INDUS design is thus based on the strategies, tactics and priorities of GOI as part of this larger integrated and phased approach to ECL. This comes as no surprise given that the Project was the result of two decades of ECL engagement by GOI as well as the Joint Statement between their Ministry of Labour and the US Department of Labour (Chapter 2). In the Joint Statement both parties undertook to initiate interventions in collaboration with ILO-IPEC that “build on and complement existing efforts, embrace innovative strategies, and ensure that all efforts are integrated and coordinated...”, and that will “expand access to basic education in the affected areas...” Eight key elements stipulating intervention priorities include several INDUS components.

- *The Project design was informed by available data and information in India as well as ILO-IPEC global and local experiences.* Challenges and gaps were identified and geographic areas and components selected using the global and local expertise of the individuals who drafted the framework, statistical data (albeit incomplete and disputed in part), the formal evaluations of ILO-IPEC and NCLP interventions and intensive consultations which took place at various stages during the development and

⁵⁴ For its assessment the evaluation team used the most recent available copy of the Project Document (labelled India-USDOL 5h revision 1; 18 Oct 06) as the Project framework. They were further informed by the *Operational Guidelines for the INDUS Child Labour Project*, 2006.

⁵⁵ The Government publishes a list of hazardous occupations in a schedule to the Child Labour (Prohibition and Regulation) Act 1986. This is updated from time to time on advice of a statutory expert committee, the Child Labour Technical Advisory Committee.

⁵⁶ Verbal communication by the Joint Secretary, Ministry of Labour and Employment, INDUS MTR National Stakeholders Workshop, Delhi. 29 November 2006.

preparatory phases of the Project (Chapter 2)⁵⁷. The detailed Operational Guidelines were also modified over time based on field experiences. There are clear signs that inputs were taken on board and influenced the Project framework and operationalisation. A major modification was the focus on (sector)-area based rather than sector-based interventions as espoused in the Joint Statement.

In addition to deepening understanding of what works and what does not, the extensive consultations also helped to create buy-in and ownership among key stakeholders. The negative effect of the delay caused by the lengthy consultation processes during the preparatory phase was to some extent offset by the enhancement and ownership achieved among the institutional structures and stakeholders at national and state levels. The extent to which interventions are owned by local stakeholders has proven world-wide to be one of the most critical success factors in development interventions.

- *The Project components reflect a holistic and integrated approach, a focus on innovation and a balance between upstream and downstream work.* The INDUS Project design was based on perceptions of lessons from effective interventions as well as an analysis of gaps and challenges facing current efforts to eliminate child labour from hazardous occupations. The combination of Project strategies and components and inclusion of several novel components⁵⁸ reflect the recognition that the problem and solutions are systemic, with critical areas of engagement such as improved education and family income; that activities aimed at the family is needed to complement the child-centred approach of the design; and that long-term gain requires upstream work in addition to field level interventions. Although the design did not immediately reflect this priority, the Project Team quickly realised its importance and increased their focus on state level customisation, capacity building and social awareness activities. This extra burden in terms of time and expertise may thus not have been adequately provided for in the Project resourcing and staffing.
- The Project was not designed as the *only* approach to eliminating child labour in hazardous occupations. Instead, *institutional arrangements and partnerships were emphasised to encourage linkages and convergence* that could compound interventions that meaningfully address root causes (e.g. poverty) and the most serious obstacles to success (e.g. lack of effective enforcement). The institutional arrangements and partnerships also encourage stakeholder participation and coordination at national, state and district (local) level. Stakeholders are generally of the opinion that this participatory, three tier approach is leading to better results compared to interventions without this emphasis.
- Within the pre-determined structure of the Project logic and the requirement to achieve the stated outputs, the Project Team has been keen to be *responsive to contextual changes, stakeholder concerns, proposals for improvement and opportunities*. Modifications included the survey methodology, a stronger focus on capacity building and social mobilisation, a new emphasis on occupational health and safety, minor changes to indicators, state level customisation of strategies, and a shift to a sector-area approach. Changes in context since the Project was conceptualised do not seem to require significant Project revision before the end of the support period except to account for the migrant child labour category. Learning from experience should continue and increase in intensity if good models for scaling up interventions are to be developed. Any future design team should also take note of the emerging

⁵⁷ For example, an evaluation of the IPEC-ILO programme in early 1997 highlighted that education was among the areas where IPEC had made successful interventions. Provision of non-formal education (NFE) through NGOs covered 80,000 working children. The approach was flexible allowing for the adoption of different strategies to cater to the particular needs of each area. The new programme design is based on the GOI and ILO experiences that integrated and comprehensive projects which simultaneously address several key aspects of the child labour problem, such as educational and training opportunities, reliable and decent incomes for adults and adolescents in the family, and awareness creation have the best chances of success.

⁵⁸ Improved public education aimed at children at risk, monitoring and tracking of beneficiaries, capacity building of government and civil society partners, vocational training of adolescents and income generation initiatives

emphasis on interventions and evaluations based on dynamic systems approaches rather than rigid theories of change.

- The *focus on sustainability* in the Project Document highlights the intent to continue action after INDUS ends to ensure that the benefits are not lost even when external support is withdrawn. The stated strategy for sustainability shows commitment in principle to the effort by the GOI. It consists of several elements:
 - Incorporate and scale up successful INDUS components into the SSA and NCLP programmes;
 - Delegate most of the implementation responsibilities to district level so that if INDUS comes to an end, the local infrastructure remains and work could simply continue given another source of funding;
 - Continue the SRCs as strong backstopping agencies for field project implementation as very important element for the effective monitoring of the performance of delegated responsibilities to the field;
 - Intensely engage communities and civil society partners in awareness raising, capacity building and monitoring so that it becomes a grassroots as well as government driven movement;
 - Develop and link the Project components so that they reinforce one another and use convergence with external initiatives to help address the root causes of child labour.

Some opposing views exist among stakeholders on the merit of certain components. For example, should adolescents be encouraged to embark on vocational training in the absence of a certain basic level of education? Does this mean that they will always be at a disadvantage, relegated to a specific place in society? Or is the intent to give them the bare minimum of skills to enable them to find work outside hazardous sectors? The Evaluation Team did not feel equipped to express firm views on such issues in the absence of a clearly articulated philosophy and set of principles and assumptions underlying the Project design.

The Evaluation Team agree that the following omissions weakened the initial Project design and execution, although some of these were addressed subsequently:

- *A nuanced understanding of the implications of work in rural, urban and metropolitan contexts.* The selection of districts was done based upon areas of high concentration of target groups with little emphasis on a balance between rural and urban (metropolitan) areas. Few of the selected districts are in major industrial areas. Stakeholders are aware that the challenges are quite different⁵⁹, requiring contextualised strategies, yet this matter received no attention in the Project Document or work plan.
- *Special strategies for migrant child labourers and adolescents.* Large numbers of children migrate regularly either with their families or come unaccompanied to (mostly) urban areas to work. Very often their work is exploitative and hazardous, with low remuneration. Access to schooling is limited due to their migrant lifestyle. Existing rehabilitation packages do not sufficiently address this problem as they presuppose a family support structure. The Child Migrant Addendum (later added to the Project) stipulates a focus on developing a strategy and model for both accompanied and unaccompanied migrant child and adolescent workers, but it is unlikely that the allocated period until June 2007 is enough to achieve the intended objectives. The Evaluation Team therefore recommends that the lifetime of the Addendum be extended with at least 12 months.

⁵⁹ For example, once convinced of the merit those in smaller rural districts are seen to be more committed to vigorous and sustained efforts to combat child labour than in the more competitive and dangerous environments posed by large urban populations and industrial mega projects. Yet changing mindsets in rural areas is often more difficult due to lack of exposure and education among parents. Longer distances, scattered populations, remote areas and inadequate skills further complicate operations. Raising awareness, social mobilisation and enforcement in highly industrialised environments also require strategies different from those in small rural family units in rural areas.

- *Gender and cultural considerations.* Dealing with cultural and social traditions as well as gender considerations are known to be important in the design of ECL strategies in India, yet the Project Document touches on these aspects only in the context of one of the components.⁶⁰ No such considerations are emphasised in the Project Monitoring Plan. Although the Operational Guidelines show some sensitivity to gender considerations⁶¹, mainly in terms of the need for disaggregated data, there has been a surprising lack of strategic and explicit emphasis on these aspects in the Project design.
- *Knowledge management.* Although this is one of the Project components, its initial conceptualisation and positioning within the Project's stated aim to develop a model for scaling up successful elements of the intervention is rather weak. While the Project Team has been active in giving this component more profile, the lack of focus on the diverse aspects of knowledge management in the design may have contributed to the lack of strategic focus during the initial stages on knowledge sharing across Project boundaries and promoting the actual use of the information and knowledge produced. However the team did commission a number of useful studies throughout the Project lifetime, synchronising the timing of studies with the relevant phases of the project lifecycle⁶². The Evaluation Team proposes that the Project Team continue to carry out or commission specific studies to be able to leave a body of new knowledge after completion of the Project.
- *Enforcement.* INDUS cannot play a direct role in the enforcement of child labour legislation and regulations, yet constraints in law enforcement remain a significant weakness in the systems established to combat child labour in India. The Project Document called for the exploration of "innovative approaches to labour inspection appropriate to the Indian context".
- *Recognition of the need for state level customisation.* The four participating states have different issues related to child labour as well as different levels of maturity in establishing their enabling environment and child labour interventions. They also have significant autonomy. The need for customisation of INDUS strategies per state would have highlighted the need for time to develop ownership, capacity and upstream work in each of the states. The Project Team quickly identified this as a need and worked accordingly, but it placed an additional burden on their already large portfolio.
- Finally, it is often the *smaller practical design details rather than the overall design or intent* that define the success of the intervention. This should be carefully considered in future models. For example, "piggy-backing" the Plus components on existing programmes is in principle a good design idea, yet during execution serious practical problems appear, such as the ramifications of paying the same low salaries to staff with a larger workload than in NCLP, or expecting to attract good teachers with special skills to deal with the needs of the target group when they are not paid accordingly.

⁶⁰ Strengthening Public Education: Providing access to quality elementary education by promoting girls' education - female teachers, girl sensitive curricula, transport.

⁶¹ The Guidelines stipulate that at least 50% of the girls identified by the surveys should be enrolled in TECs; that special attention should be given to their retention and mainstreaming into the public education system; that a minimum of 500 girls per district should be provided with vocational training; and that stereotyping of skills should be avoided. A number of other listed measures assure equal treatment for girls.

⁶² Initially the Project conducted workshops to gather inputs for APSOs and gather information on local issues, concerns etc. As soon as this phase was over, a Process Documentation Study was instituted. Some of the studies/workshops were planned to advise key component programming: the Carpet Sector Study was one of the first activities under the Project. The studies already instituted/conducted include: Study on OSH Issues, Promising Practices in Public Education for Children at Risk, Labour Market Survey Methodology Study, Time Use Pattern of Children enrolled in TECs, Monitoring Studies for Children Rehabilitated after VT training.

3.2. The quality of the Project logic

An analysis of the Project theory of change⁶³ (or ‘theory of action’) shows that it was well conceptualised, with logical linkages between the strategies, objectives, inputs, component activities and ‘outputs’ (which are in fact often formulated as ‘outcomes’). Although it has not always retained the sequential logic during the implementation (see below), the design remains serving as a useful roadmap for implementation and is a determining factor in the Project Team’s ability to keep the Project moving forward in line with the original vision.

The indicators listed in the Project Document and later improved in the TPRs are generally well conceived and ‘SMART’⁶⁴, but rely too heavily on numbers without due cognisance of important qualitative aspects that may be essential for successful implementation⁶⁵. In other words, progress towards targets is being monitored, but not the extent to which critical implementation issues are successful⁶⁶. At least one serious omission has been identified – the focus on mainstreaming indicators rather than on retention indicators. Furthermore, other indicators often lack standards or definitions to interpret the numbers⁶⁷. Indicators related to the public education component may need further strengthening. Several indicators, though useful, are difficult to be measured reliably without placing a major burden on information gathering systems for which adequate capacity may not exist⁶⁸.

Finally, the critical Project assumptions which underpin the approach and logic were well conceived and articulated. One omission, and one that has already proven to be an obstacle, was the reliance on adequate implementation and field monitoring capacities among implementing partners.

3.3. Timeframe and scheduling

The proposed timeframe for the INDUS Project was challenging due to the short support period of three years and the need for implementation of so many activities in parallel or in a specific sequence in order to get the required results. Any delay in critical activities would have a knock-on effect on others. This was particularly pertinent in the uncomfortable overlap between preparatory and implementation phases, where inadequate time for the preparation of infrastructure and staff before the launch of important activities led to delays with a negative impact on Project implementation. The design should have included measures to deal with such problems if they would occur. In future a provision should also be made for a well designed preparatory phase preceding Project implementation to be able to operationalise strategies better.

The ‘ideal’ implementation schedule that would have facilitated smooth Project execution would be quite demanding for a small Project Team, but proper sequencing and timely implementation is important for success. A tight schedule was bound to affect implementation. For example, the initial identification of beneficiaries did not lead seamlessly to their selection because the time lapse between the two activities

⁶³ A theory of change is defined as the process(es) through which specified social change is expected to occur. It explains how a group of early and intermediate accomplishments (outputs and outcomes) sets the stage for producing long-term results or impacts. It articulates the assumptions about the process(es) through which change will occur and specifies the ways in which all the required outputs and outcomes will be brought about. It is often depicted in graphic form - showing the connections between programme inputs, activities, outputs, early and intermediate outcomes and long-term impact.

⁶⁴ Systematic, measurable, appropriate, realistic and time-bound.

⁶⁵ For example “percentage of identified adolescents in the 14-17 years age group obtaining work after graduating from VTs” does not specify that this should be outside hazardous sectors, or that for sustainability they should be better off financially than what they earned in hazardous occupations.

⁶⁶ For example, good knowledge management for the development of a scaled up model is essential in this Project, yet there is no indicator that will track progress towards this important implementation objective.

⁶⁷ For example, is “withdrawal from hazardous work” being defined according to ILO-IPEC standards?

⁶⁸ For example, “percentage of families having changed attitude and behaviour with respect to child labour”.

caused changes in the target group. According to anecdote, enrolment in schools or vocational training programmes was often constrained by uncomprehending or uncaring officials, parents or others.

A formal exit phase during the last six months of the Project lifetime would help highlight the need for systematic, phased withdrawal, transfer of information and knowledge to others within the system and preparing documentation to meet Project requirements for lessons and a model for the future.

4. Project Implementation

4.1. Progress

After analysis the overarching impression of the Evaluation Team is that a remarkable amount of work has been done in implementing the INDUS Project within a challenging implementation environment. In spite of a number of challenges, the national Project Team as well as the coordinating and implementation bodies and project teams at state and national levels have overall made very good progress towards achieving the Project targets. However, the progress towards achieving the Project objectives which are not linked to child labourer targets is in many instances less remarkable. Examples are in the area of innovation, capacity building or program convergence.

If objectives or targets have not been achieved as originally conceived, the analysis should explore the context within which this took place:

- The Project has a demanding set of strategies and components, diverse in nature (for example upstream and downstream work; action on the ground as well as policy mainstreaming; changing mindsets; creating awareness and ownership among many stakeholders, as well as capacity building) and hence requiring a broad range of skills as well as an excellent understanding of the different approaches needed to make them work. This is particularly demanding on the Project Team who had to set in motion a cascading system of persons and committees, launch a number of parallel and sequential activities and maintain momentum.
- In spite of the extended Project lifetime, the timeframes remain short for a project of this magnitude and diversity in strategy.
- The success of INDUS is heavily dependent on the notion of horizontal and vertical coordination within government and across parts of civil society. This is even more so when working at national, state *and* district levels. This is extremely challenging and time-consuming to implement given the realities on the ground.
- Working with existing government systems and coordinating structures is a double-edged sword. It is helpful to have structures in place that can be mobilised at short notice for a new project, but at the same time some parts can be cumbersome and bureaucratic with a specific way of working that might not serve an intervention that aims to be fast-moving, innovative and responsive.
- The Evaluation Team was informed many times that the district INDUS project teams have more, and more diverse responsibilities than for example the NCLP teams, yet they are not larger or better paid. This might have caused demotivation which in turn can have led to inefficiencies in the implementation.
- Several additional elements were added to the Project during its execution - a stronger focus on capacity building and social awareness, NT Delhi and others. In spite of Project Team assurances that these could be managed with existing human resources the Evaluation Team is the opinion that the current situation and workload are stretching their capacities to the extreme.

Under these circumstances delays should be expected and tolerated as long as solutions are also explored and corrections made as soon as it is feasible. Part of the purpose of INDUS is after all to allow lessons to be learnt about what works and what does not, and under what circumstances, and to test possible solutions.

The actual progress has been due to several key factors, in particular (i) the political support as well as a good enabling policy and legislative environment for ECL interventions; (ii) an experienced, knowledgeable, committed and hard working central Project Team and in the areas with significant progress similar hard-

working and innovative district Project units and local officials; (iii) committed state officials, implementing agencies and project staff at state and local levels; (iv) facilitating bodies such as the SRC and NCLP Societies under active leadership of the District Collectors; and (v) the mobilisation of partners and contributors from a variety of sectors and spheres of society.

As the analyses in the preceding and following chapters show, the established capacity and motivation does not mean that progress has been satisfactory across all components. Of particular concern are the public education and income generation components, appropriate indicators and tracking systems, and to a lesser extent quality of and income deriving from vocational training. Quantitative targets set are not unrealistic and should be achievable within a reasonable timeframe, if not within the current timeframe allocated to the Project. However, many qualitative issues require urgent attention.⁶⁹ Furthermore, a systematic exit strategy is paramount for retaining the current success; this has not yet received adequate attention.

An issue awaiting resolution is an official decision on whether the target indeed exceeded the intended withdrawal of 80 000 children and adolescents. Is the change in Project strategy that broadened the target group beyond hazardous sectors acceptable? The Evaluation Team suggest that, given the rationale for the decision which is based on both ethical and practical considerations, the decision should be positive. On the other hand, some 'withdrawn' children have continued working and this means that the actual number reported should be corrected to conform to internationally accepted definitions of 'withdrawn' or 'prevented'.

The larger than expected reached target of withdrawn or prevented child labourers was possible primarily due to the committed work and expertise of the Project management and implementers, and further facilitated by the experience presented through the NCLP, the use of existing (not newly established) expertise and bodies to facilitate the processes and the sheer size of interventions in India.

In the opinion of the Evaluation Team the reasons for delayed implementation were in general acceptable as part of the growing pains during the implementation of innovative projects. This is even more pronounced when having to engage social and governance systems across different levels, and dealing with time-consuming activities such as capacity building and wide consultation. Indeed, the most significant causes of delays reported by the Project Team and other stakeholders indicate that many of these were beyond the control of the Project⁷⁰:

- The need for the Project Team to work with the state authorities for a considerable period in the absence of clearance from the GOI⁷¹;
- The late and somewhat flawed process for the identification and withdrawal of beneficiaries⁷²;
- The lengthy preparation period to get people and infrastructure in place, including for the NCLP Societies while Project activities were already scheduled to take place;
- The lengthy negotiations between the key Project and government role players to get the public education component off the ground;
- The conscious strategy by the Project Team first to get NCLP Societies in place, and identify and enrol beneficiaries in schools, TECs and vocational training programmes before embarking on income generation activities;

⁶⁹ As described in each chapter.

⁷⁰ Refer to the following component analysis sections 5 – 12 for further details elucidating these statements.

⁷¹ Issued in February 2004

⁷² The analysis in section 5, Part II of the report sheds light on the challenges experienced in this component. Some of the factors were beyond the direct control of the Project, such as the creation of a field implementation structure, selection of execution agencies and the recruitment of staff.

- The need to mobilise government agencies (DRDA/DUDA, DICs, DWCD) to provide support to the NCLP Societies for the training of SHGs, and prioritising child labour families for coverage under their programmes.
- Capacities that had to be built among key participants responsible for activities in the monitoring and tracking, transitional education, income generation and vocational training components. This time-consuming and resource-intensive element was expanded during the Project lifetime when it was realised how great the need is.
- Operationalising the BTS and software system, where the pace was reportedly slow due to resistance to a novel system. This was further compounded by the need to find solutions for computerisation in the face of limited power supplies and connection facilities in many of the Project districts. Delays also occurred first with state and local level permission needed and then limited capacities and competing priorities among staff to test and execute the system in the field.
- According to Project reports, the complex routing of the funds for the public education component to the NCLP Societies rather than the SSA Society as envisaged in the Project document. The State SSA Societies in turn enabled routing of funds from the NCLP Societies to the district SSA units to carry out their work. Districts also had to rework their budgets to match the resources available in the Project, which further delayed payments.
- A time-consuming process first to convince partners of the need for a concerted, holistic and structured social mobilisation campaign, and then to have a strategy developed for this purpose. This was not initially foreseen.
- Late inclusion of the capacity building component, and delayed responses from state governments (with the exception of Maharashtra). Insufficient budget meant that this component could not be launched in all four states.

However, the (potentially) serious effects of the delays should of course not be underestimated, and include⁷³

- causing the intended constitution of the beneficiary pool to change;
- increasing the chances that mainstreamed TEC children will drop out again as schooling is not improving in time;
- causing disillusionment among families of beneficiaries, losing the gains made when they were convinced of the evil of child labour;
- potentially exposing vocational training participants again to exploitation and disillusionment;
- endangering the achievement of several intended targets, thus casting (in our opinion unnecessary) doubt on the value and effectiveness of the Project.

But in line with the pilot nature of INDUS and for the sake of learning for the future the Project *has* to be given time to address these bottlenecks in a suitable manner, drawing on the extensive expertise of the Project Team, SRCs and other role players. It is therefore suggested to allow the Project more time than the current lifetime to complete the components which are behind schedule, but keeping the same budget⁷⁴. According to the estimate of the Project Team - based on their experiences to date - they will need at least one more year to complete the public education and income generation components in a satisfactory manner, while achieving the intended target for vocational training (more than 5,000 adolescents) would require time at least up to December 2007. But other components could be completed within the scheduled period or with several more months only.

⁷³ These statements point in some cases to potential problems that may not yet have surfaced to any significant extent, but may do so in future.

⁷⁴ The Evaluation Team believes that budget should be sufficient to complete required activities even though it may be necessary to shift funds between components / budget lines. The Project has yield sufficient benefits for sponsors to consider adding marginal additional funding if this is well justified and agreed upon by stakeholders. This should not be necessary unless new activities are added (for example the conduct of new studies as proposed in the recommendations, that are regarded as necessary but not considered earlier).

That such time extension is feasible without adding budget is indicated by the actual financial status. Out of an allocation of US\$14.95 million of the USDOL amount earmarked for expenditure at field level, an amount of only US\$ 7.70 million was spent to date (December 2006), leaving an unspent balance of US\$7.22. This amount could be used in full during an extended Project period.

4.2. Achievements

The Evaluation Team used all progress and review reports made available to determine INDUS's achievements. The four state stakeholder workshops provided an opportunity to get a very wide variety of stakeholders' perspectives on the INDUS achievements without relating these directly to the expected results. The workshop participants gave feedback after discussion in five interest groups⁷⁵, noting five main areas of achievement.

There was a close correlation between the views most frequently mentioned during the Field Mission, the views developed by the Evaluation Team and the views expressed in discussions with key respondents. This should be considered with the caveat that people naturally are more likely to focus on the more visible results and on those they would value most. Therefore, this does not mean that these expressed views relate to the only (or even most important) achievements, but they *are* the most widely recognised among project stakeholders (Table 6).

The given time and methodology of the MTE restricted the involvement of the target group or obtaining their views. It is thus a basic weakness of this assessment that the views of the beneficiaries – the children, adolescents and their parents – are not included in this report. This omission should be addressed in a future evaluation.

Table 5: Most recognised achievements of INDUS⁷⁶	
Accounting for majority of responses; in line with evaluation team's assessment of the most visible achievements	
i.	Raising awareness of child labour across sectors and among communities
ii.	Providing meaningful vocational training and opportunities for employment
iii.	Providing 'appropriate education for downtrodden children' in a child-friendly environment, with personal attention and strategies for retention that seem to work (follow-up, counselling, pre-vocational education; "fun learning").
Noted with less frequency	
iv.	Identifying and withdrawing a large number of children from child labour
v.	Successful mainstreaming of children into the formal education system
vi.	Establishing significant convergence and coordination between important role players
vii.	Including NGOs and other civil society bodies in planning and discussing the way forward
viii.	Establishing resource centres that provide children with interesting activities
ix.	Support of income generating activities.
Noted only by one or two groups	
x.	Ensuring appropriate monitoring of progress and of target achievement
xi.	Bringing about a mindset change among parents

⁷⁵ Stratification based on roles in INDUS – Project/SSA directors; NGOs and trade unions; employers; government officials; District Collectors

<ul style="list-style-type: none"> xii. Strengthening Lead Schools xiii. Bringing flexibility and innovation to child labour interventions xiv. Provision of bridging materials; training modules; uniforms; stipends xv. Paying attention to practical arrangements that work for the children, for example being flexible with TEC times
Additions by evaluation team
<ul style="list-style-type: none"> i. A significant number of policies and action plans at national, state and district level informed by INDUS experiences ii. Establishment of a cascading system of supervisory and implementation agencies and strategic partners that in most cases facilitate coordination and convergence across three levels of governance and diverse sectors iii. Management of processes by the Project Team in a manner that creates enthusiasm for, and ownership of interventions among key stakeholders, and establish trust between the government and the Project iv. Establishment of a culture within the Project Team of critical assessment, reflected in regular review meetings, monitoring systems, documentation of experiences and good practice, and sensitive and thoughtful responses to emerging issues and obstacles v. Mobilisation of a large number of strategic partners to assist with an impressive array of capacity building initiatives for diverse target groups vi. Achievement of gender equality within target groups in most cases, and gender sensitive processes in some cases

4.3. Unintended consequences

Sensitivity to unintended consequences of an intervention is a critical exercise aimed at managing risk and ensuring that negative results are checked in time before they neutralise or overpower the desired benefits from an intervention. On the other hand it also helps identify additional positive consequences which though not so intended, enhance the impact of the intervention. Unintended consequences may in some cases reflect inattentive planning.

During this MTE too little attention could be paid to this important point. It might benefit the Project Team to launch a quick study among institutional and implementing partners to help identify and understand the implications of unintended consequences from the INDUS Project.

Stakeholders reported the following unintended consequences from INDUS. Several have also been noted by the Project Team. The Evaluation Team, unfortunately was not in a position to verify all these observations, but there is no reason to doubt their validity. Only two are negative and may need special management to prevent negative fallout. All the others are encouraging developments:

- Comparisons are being made between INDUS and the NCLP. Even though INDUS is complementary to NCLP with a clear mandate to test 'Plus' components for replication, both state and civil society representatives are found to be comparing the two. If not well managed, this can cause tensions and negatively affect GOI ownership of INDUS. A pilot project on a small scale cannot ever be directly compared to very large interventions.
- The development of several State Action Plans followed upstream work done mainly to facilitate implementation of INDUS in the districts. This raised the profile of child labour at state level, with the result that the states started to look at ECL in a time-bound manner⁷⁷.

⁷⁶ From most to least frequently mentioned by stakeholder groups in the four stakeholder workshops.

⁷⁷ Maharashtra is in an advanced stage of finalisation of a State Action Plan, with resource allocation of over US\$ 1 million; another is under development in Uttar Pradesh

- The structured training of TEC teachers with the help of DIETs, the supply of free textbooks by SSA and the provision of teacher and TLM grants to TECs were negotiated and pursued for INDUS districts. When the Project team finally succeeded, these benefits got extended to all NCLP districts in those states.
- The problem of inadequate educational infrastructure in urban areas, especially in the state of Uttar Pradesh was highlighted during the introduction of the Lead School concept. After this there was a major focus in UP and in SSA on the need for separate planning for urban areas.
- Lessons learnt through INDUS were transferred to other NCLP districts in the Project states. The states started holding combined meetings of the NCLP and INDUS districts and SRCs, although established for INDUS, are now performing a monitoring and coordinating role for all child labour Project districts.
- The delay in implementation of the public education and income generation components may be causing disillusionment among potential beneficiaries, which may lead to drop-outs from the school system and SHGs.
- Old yet influential members of the community have started taking an active interest in work opportunities presented by INDUS and have started asking if there is some work for them to do.
- Latent talents and abilities among the children have surfaced in arts, music, dance and other activities.
- TEC girls and mothers of TEC children have become more vocal and confident (this was also confirmed to evaluation team members by many of the mothers met during SHG meetings). This was unheard of before in certain communities.
- Children and parents have started to take an active interest in other livelihood options available to them. Earlier they were limited only to their family businesses, but have now started to explore other possibilities (this may have been an intended consequence even though not expressed as one of the Project objectives).

4.4. Gender mainstreaming

The Project has performed well in this area, even though it can be improved in certain areas, and progress certainly should be more effectively monitored. In spite of the fact that gender issues have a surprisingly low profile in the Project Document and in the PMP (where in most cases disaggregated data are not even required), gender concerns already emerged during the survey phase. The lack of a gender focus during planning was subsequently rectified in APSOs and in the INDUS Operational Guidelines.

For TEC enrolment a target of 50.7% girls has reportedly been achieved, while in the VT component the percentage of trainees is 47.6% and the number of qualified adolescents is 49.3%. This is especially encouraging since there is socially still a strong emphasis on employment for boys/men. In line with Project Document instructions the gender representation among TEC instructors seems adequate. However, the gender representation among community workers does not yet seem adequate (fewer than 40.0% females in the visited sites) in spite of stakeholder views that women are more suited to this task. There are mitigating circumstances in the real conditions in the project areas, such as religious tradition and recruitment preference for male workers.

But gender-sensitive project implementation (or gender mainstreaming throughout Project components) is about much more than disaggregating data and meeting targets in equal numbers. It is therefore gratifying that gender sensitive implementation has also been reflected in other ways. Special bus services have been instituted for girls in TECs. Women are the primary audience for the income generation component and they

report increased confidence and knowledge through opportunities to meet and act together. Gender-sensitive advocacy materials are being developed and training on gender integration is included in partner capacity building programmes. Very encouraging is the special focus of trade unions on mobilising a good number of female workers to support their activities in combating child labour.

An important area demanding gender justice is the ongoing stereotyping in the selection of trades and skills for vocational training. Unfortunately, this barrier has successfully been broken only in very few places, most prominently in Tamil Nadu where a small number of girls have been enrolled in trades generally viewed as the male domain, such as electricians and equipment repair technicians. However this achievement was highly unusual in most project areas. It was particularly disturbing to see how those skills outside the traditional norms that can give trainees a stronger foothold in modern life, for example in computers and video photography, were kept in the male domain. The example set in Tamil Nadu should therefore be emulated elsewhere.

This may still not be enough. For a truly effective gender-sensitive intervention and effective mainstreaming an emphasis on institutional change is essential (yet in this context particularly difficult to establish) as well as an in-depth understanding of how gender issues affect intervention results, and how girls' and boys' requirements can be met in equal measure while girls' special situation in the different classes of society is addressed in a non-provocative way. All these elements have not yet been thoroughly thought through in INDUS⁷⁸.

There are a few examples where these issues become important. During the field mission TEC instructors and community workers indicated that the gender of those meeting with parents sometimes determines whether they will send their children to school. In a group session with community workers both male and female groups preferred a fifty-fifty composition. Another group were more straightforward in their opinion that female workers would be better at dealing with mothers and girls, while males could achieve better results dealing with fathers and men. Providing uniforms to girls only, for example, may cause tension in the family. Less problematic but still worth investigating is the transport provided for girls only.

The cultural dimensions are especially important. For example, would it be unfair to push girls into trades that would take them further away from home? Or where they may not feel comfortable in a traditionally male environment? Or should this be used to encourage new thinking? Systematic deliberations and strategies are needed that will sensitively yet firmly help address the underlying causes of child labour (which include traditional gender roles). INDUS may want to consider drawing together its experiences to determine to what extent child labour interventions can push the gender boundaries in society and how damages to beneficiaries can be avoided when doing this.

4.5. Knowledge management

With the exception of a proposal to establish a national level institute to act as data bank and technical advisor in support of the National Steering Committee, knowledge management as a Project component was hardly addressed in the Project Document. This type of pilot project needs to monitor, document and share data, experiences and lessons within a coherent knowledge management strategy. The Project Team was mindful of this obligation, and put in place different activities based on stakeholder need and the aim of replication through larger programmes.

A critical step was to be the establishment of a National Resource Cell (NRC) through the Central Board for Workers Education (CBWE), tasked to support all Project partners in training, documentation and dissemination of case studies and lessons. It was also to coordinate review and experience sharing meetings.

⁷⁸ ILO-IPEC has useful checklists for mainstreaming gender in the design of action programmes or pilot interventions.

The NRC has been mirrored through the SRC in each of the states. While the evaluation team did not have adequate opportunity to explore the effectiveness of these organisations, the move towards institutionalised, systematic knowledge management through these structures may prove to be a crucial step in mainstreaming ECL across national and state policies and programmes – if they remain operational after the termination of INDUS.

A good knowledge management strategy focuses on the quality, relevance and usefulness of the information and knowledge produced; its effective capture, dissemination and sharing, and on pursuing tactics that will increase the use of the information and knowledge. It entails cultivating a learning and sharing culture as well as people with the capacities and will to contribute effectively to this larger strategy. This comprehensive view of knowledge management is still emerging in the Project but its efforts have according to reports⁷⁹ started to yield some results. Information sharing opportunities have influenced the development action plans against child labour in several states.⁸⁰ Project review meetings facilitated by SRCs have been used to share challenges and find solutions to shared concerns. The governments of Uttar Pradesh, Maharashtra and Madhya Pradesh are adopting in other districts the survey strategy and tools developed during the preparatory phase. Madhya Pradesh is also proposing to disseminate the Project communication materials in NCLP districts. The government of Tamil Nadu has been using the INDUS strategy and communication materials during its observance of the World Day against Child Labour (WDAFL).

A major Project contribution is the total of 34 publications, with 28 published documents and survey reports, all based on needs identified during Project execution. Some of these are essential in meeting the primary aim of a pilot project, in particular the recent publication *Good Practices and Lessons Learnt* - hopefully the first in a series of Project learning towards a model for successful ECL. More systematically documenting lessons at field level could enhance the knowledge flowing from the Project. At least one of the SRCs (in Maharashtra) is planning more process documentation and has appointed researchers to assist in this task.

In addition to action research an urgent need exists for systematic studies to inform a deeper understanding of critical yet neglected aspects. For example, little is known about the effect of all the interventions on the attitudes, prospects and lives of the child and families. How do they really experience the challenging move from TECs into mainstream schools, for example? What are the effects of cultural and traditional biases on experiences and decisions? Do these interventions really change the lives of the children and families in the long term? Case studies as well as longer-term tracer studies may be useful additions to the body of knowledge produced by the Project and could help improve a holistic approach to ECL by identifying hitherto unknown reasons for failure or success.

The *INDUS Project Operational Guidelines* serves as detailed roadmap, as do the various very useful handbooks and process documents produced on specific intervention components. The five central trade unions have for example participated in producing and distributing a handbook on child labour for trade unions. The other publications consist mainly of training modules and sensitisation materials.

Areas that need to be consistently attended to are the contextualisation and translation into local languages as well as effective dissemination strategies using the NRC and SRC facilities. The Evaluation Team was informed that all social mobilisation materials have been made available in local languages. Theatre, role-play, audio and visual modes of transfer of information are being used for more effective transfer of information. Some stakeholders are critical of the fact that the publications are useful but sometimes not distributed in time and to the right people. Review meetings are acknowledged to be useful, but several stakeholders noted that meetings organised in a government context often have too little active interaction as participants are too aware of authority to speak their mind freely. Several stakeholders (including District

⁷⁹ Note on Project Progress, November 2006

⁸⁰ This is discussed elsewhere in the report

Collectors, NGOs and SRCs) have also requested more exposure visits and informal opportunities to share experiences and case studies at different levels of engagement across district and state boundaries. Some even proposed international sharing so that experience from other countries can inform their work.

A focus on quality and credibility is an essential part of effective knowledge management. In INDUS the Project Team has taken pains to devolve the responsibility for monitoring to states through the SRCs. This has resulted in greater ownership, in particular through the involvement of the NCLP Societies. Ownership cultivates quality, but the evaluation team has observed (documented elsewhere in this report) that the capacities and processes for effective gathering and monitoring data are still not quite in place in spite of efforts to do so. Quantitative monitoring has to be supplemented with qualitative studies to verify the quality of outcomes and explain how and why things work (or do not). Indicators need to be adapted for this purpose while guarding against monitoring systems that are so heavy that they collapse under their own weight.

4.6. Sustainability

The sustainability of the contributions INDUS has made to ECL depends on the level of ownership, institutionalisation, and mainstreaming, as well as the capacities at national, state and local level. External interventions will always be seen as transient and project-based when external support is involved. INDUS was from the beginning designed for sustainability – based on the notion that successful components can be owned and absorbed by existing local systems and interventions operating in a good enabling environment supported by appropriate policies, legal frameworks and anti-poverty schemes.

This approach is starting to bear fruit. During the national stakeholder workshop the MOLE Joint Secretary indicated that as the Project is terminated the GOI will be interested in internalising the lessons learnt for use in the NCLP⁸¹. Two models for vocational training have already been developed by the Project and reports indicate that the Government of Tamil Nadu has expressed interest in replicating the vocational training component in all child labour projects in the state. The Central Monitoring Committee (CMC) has in fact decided to scale up the INDUS vocational training model to all NCLP districts in the country. Private training providers in Tamil Nadu are also considered by the Project Team as likely to offer training courses based on that of the Project to similar target groups in the state.⁸² Vocational training for the 14-17 age group also has the potential to be sustained as a separate scheme to tackle the problem of unemployment among youth. Currently programmes do not serve this age group.

If all this is done INDUS would have served its purpose well *but* it means that the reasons for success in INDUS should be understood in depth and appropriately applied. It thus places an important responsibility on the Project - to ensure that appropriate lessons are documented and learnt *with* scaling up in mind, since pilot interventions often fail when implemented on a larger scale. The Project has already started to review and document experiences and lessons. This needs to inform a workable up-scaling model. In order to adhere to the Project objective in this respect the intensity with which experiences are transferred and documented will need to increase. The up scaling conditions should be analysed and documented in detail and should include an assessment of the duration over which it can happen and the technical support which it may require.

The Project Team has been visionary in trying to “move the partners from a project implementation vision to a vision of child labour free areas”.⁸³ INDUS has therefore tried to ensure that it is not seen as just another one of many interventions. This has been particularly challenging in Uttar Pradesh, where the size of the problem is much larger than the scope of the Project. The fact that it is now moving towards a state level

⁸¹ The NCLP is reportedly to be extended country-wide.

⁸² Note on Project Progress, November 2006

⁸³ Personal communication, INDUS Project Director

coordinated effort where all government departments will be engaged with specific responsibilities indicates that institutionalisation is starting to take root. The other examples where states are moving towards time-bound action plans (and engaging SRCs, the Project Team and others with INDUS experience in the process) further support the notion that this is an ideal way to ensure that INDUS' results inform future government interventions.

The strategy followed by the Project to root the intervention in government or government supported structures and multi-sector steering committees at state level, and devolve responsibilities to this level is pivotal to the success of this effort. In districts where there are clear signs that INDUS has strong support among NCLP Societies and District Collectors, ownership helps to ensure sustainability, reinforced by capacity building efforts. At national level the evolving enabling environment, the explicit inclusion of ECL in national Five Year Plans and the increasing budget for the NCLP indicates that the GOI has child labour as an explicit priority⁸⁴. However in spite of the work of the NSC, INDUS ownership in government seems to reside mostly in two ministries. Other partners (such as DWCD) are much less visible in convergence attempts.

The SRCs are well positioned to continue playing a critical technical, advisory and training role; this will facilitate that these structures are institutionalised and will evolve as intended. The fact that the Project has conducted around 55 workshops on this issue, many of which served as forums for information and knowledge sharing, might likely have resulted in better conditions for such institutionalisation.

Awareness raising, social mobilisation and engaging community leaders and members in ECL activities are important in promoting ownership of ECL at district and community level. Without much more intense study it is difficult to assess to what extent community ownership actually exists, or even how to define and recognise it. Reports have been conflicting, for example about the extent to which the Panchayati Raj institutions and VECs / WECs are (or even should be) involved. We know that efforts at this level are ongoing and will be strengthened through the upcoming effort with the Ministry of Panchayati Raj to hold a workshop on mainstreaming child labour concerns into the agenda of Panchayati Raj Institutions.

The Project has also been designed in a manner that its components reinforce one another, based on a sector-area approach and an extensive array of strategic partnerships. This more comprehensive, systems type approach coupled to strong capacity building of many different interest groups, and awareness raising / social mobilisation efforts are particularly powerful in promoting sustainability. Apart from the cascading system of committee and resource structures set in motion, the engagement of the trade unions, employers, NGOs and SHGs all contribute to the 'institutionalisation' of ECL in society.

Another strategy was to use reputable national and state level partners for important activities such as the design and delivery of innovative training courses and other capacity building efforts, although not always the capacity of these institutions was sufficient and needed to be reinforced through additional resource persons. Embedding courses and training in these institutions provides a greater chance that they will be replicated or used in other contexts in the long term. In particular, State Administrative Training Institutions (ATIs) are being used to strengthen the capacities of government departments and civil society partners⁸⁵. They are the think-tanks of the state government who steer administrative reforms and train government officers and staff on development and governance issues. It is very likely that once they are involved they will continue training and doing research in this field even after the Project ends. One of these institutions functions as a State Resource Cell (YASHADA), therewith including an academic institute which will aim to innovate the strategies and procedures. The Project has until now only one study commissioned, but a benefit

⁸⁴ The evaluation did not adequately focus at national level and little can be said about the ownership and effectiveness of the NSC and NRC.

⁸⁵ YASHADA, AIM, UPAAM, RCVP Naronhaa Academy of Development Administration.

from the Occupational Health and Safety study is that key national government research agencies are for the first time working on child labour issues. This could also have spin-offs in the long term.

Given all these factors, INDUS has been very well positioned to realise sustainability of the essential elements and components. But there are several threats. One is that ownership at national level might be diminished if INDUS is seen as opposition to NCLP, and this might demotivate implementing partners. The current political environment in India also includes frequent elections and transfer of officials – a major problem for ownership. And as for so many programmes, involving committed people is essential. But commitment needs nurturing and this may pose a problem if staff honoraria and NGO overhead costs are not increased or other incentives provided.

The most critical threat is if cost-effective approaches to implementation cannot be found. INDUS is much more expensive than the NCLP (in terms of management costs, salaries and incentives), and payment of such costs might not be feasible in a government national program (even though much of the cost may be justified in terms of return on investment). Indeed, much of the value of INDUS has been derived from the intensive work done to create understanding and ownership, build capacities and relationships of trust, mainstream ECL into agendas and enable effective convergence. But these are all time- and expertise-consuming activities which, while essential for long-term sustainability and some of the key reasons for the success of INDUS, may not be attractive or justified to government programme managers or politicians. Therefore, innovative approaches to implementation based on lessons learnt should be found to help bring costs down.

4.7. Factors influencing implementation and performance

The following are some of the main factors that have influenced the implementation and performance of the INDUS Project:

i. The quality, commitment and management style of the Project leadership

The Evaluation Team did not investigate this aspect in any detail. However, the Project Team was frequently praised in individual discussions for their commitment and hard work and the experience and technical expertise that have guided implementation. They were noted to be approachable, ready to provide assistance and open to stakeholder input. The fact that they are all citizens with a vast accumulated experience at various levels in ECL and/or in GOI has been crucial. The Team has also created within itself a culture of critical self-reflection and learning, and has aimed to establish a system imparting the same culture - albeit with varying levels of success. They have used the Project Document and workplan as roadmaps towards expected results, responsive to stakeholder concerns and with flexibility to implement the most suitable strategies using local innovation, yet hesitating to move away from the framework unless well justified.

Other key role players are also credited for their important role in successful implementation (in those areas where this is progressing well), in particular the technical and other support of the SRCs⁸⁶, the Project Directors and District Collectors. The buy-in and level of expertise and enthusiasm of the District Collectors are especially acknowledged as critical to success. The Project has strived to make them the focal points in practice than rather just in principle. This has worked. Where they have been closely engaged and interested, they have mobilised other actors and interventions have worked much better – understandably so in view of the authority that they have in the district.

⁸⁶ The evaluation team did not have time to study or discuss the work of the NRC.

ii. The capacities, motivation and processes at field level

In spite of a working system of accountability, coordination and guidance at the three governance levels of the Project, in the end success or failure is largely due to those implementing the Project in the field. A constraint in all these efforts is the reliance on individuals who sincerely want to make a difference and go beyond the call of duty. According to some, INDUS has been particularly effective at motivating and sparking interest in the field. It is clear that there is significant commitment among many of the role players operating in the districts, from officials to community workers to instructors. They speak about their work with passion and real interest, and many of the results display a strong commitment to the cause of ECL. There are also others for whom this is just another job. The balance between these two groups has a major influence on how the Project unfolds.

There are also other threats to success. The lack of NGO overheads and low honoraria of instructors, clerks / accountants and community and resource centre volunteers are demotivating and not helpful in attracting people of quality.⁸⁷ While compared to NCLP additional responsibilities with a stricter enforcement of accountability were given to the staff, their rates of honorarium were not allowed to be raised in just proportion to the extra burden on their time and energy. The project did not have the flexibility to arrange this within the existing budget.

Good guidance on how to manage and conduct processes in the field is also seen as critical. The INDUS Operational Guidelines have been found to be useful in this respect although produced somewhat late. Several stakeholders expressed concern about the way in which process quality in certain areas is affected through meddling by those in higher authority or lack of adequate monitoring, cross-checks and verification. There is a general perception that one of the key reasons for success in INDUS is the local ownership created through the engagement of state and district structures and the strong emphasis on monitoring and verification in the field. As the Evaluation Team has indicated these systems are not working equally well everywhere and certain indicators need to be better described to ensure that it is not just quantitative targets but also the quality of processes and services that matter⁸⁸. Experience all over the world has shown that achieving quantitative targets in the short term without sufficient attention to qualitative aspects such as local buy-in and ownership and the quality of processes and service delivery will not yield appropriate capacity and systems development, or sustained results.

iii. The enabling environment

Certain INDUS stakeholders as well as civil society organisations in India have been questioning the political will of the government to enforce comprehensive legislation against child labour and fill certain gaps. Yet the national enabling environment has been recognised as progressive, consisting of a web of policies, legislation and a myriad of government schemes (Chapter 5; Annex 9) set in place as part of a systematic and phased approach to ECL. This has been further enhanced by media attention, awareness raising and social mobilisation campaigns at district level - and more recently at state level, movements towards state-wide action plans for ECL. Results have been encouraging although according to reports enforcement remains a somewhat weakly implemented area. The GOI has had to cope with unintended consequences resulting from intensified efforts, including employer resistance and the movement of labour into small family-based household units which are much more difficult to regulate.

⁸⁷ This has been mooted throughout the evaluation as a serious matter in need of urgent attention, especially in view of cost-escalations at all levels. Proposals were made that Project staff salaries should be enhanced to around Rs. 15 000; supervisors Rs.6 000 to 8 000; and teachers and community workers from Rs. 4 000 to 5 000

⁸⁸ Refer for details to the component sections (5-12; Part II of the report)

Systemic weaknesses may be reflected in implementation inefficiencies and the lack of intensive enforcement on the ground, but the generally favourable enabling environment for combating child labour has been serving INDUS well. It is still evolving as the central and state governments learn from experience and continue with their systematic approach.

iv. An emphasis on convergence

As noted before, the success of the whole Project is built on the notion of horizontal and vertical coordination within government and across parts of civil society – at national but even more so at state and district level. This is extremely challenging to implement given the realities on the ground.

Convergence has therefore from the beginning been an important cornerstone of INDUS given the need for a holistic and family-centred approach to ECL. The facilitation of convergence is one of the reasons for the strong emphasis on structures and teams that pull together government departments and other stakeholders for joint planning and monitoring. An impressive array of strategic partnerships has been formed to facilitate implementation. But this is dependent on the good and strategic functioning of committees as well as on effective coordination and implementation on the ground.

Many important schemes reside with other government agencies who are in principle represented on SRSCs and NCLP Societies. These also serve as the vehicles to monitor whether convergence has been taking place effectively. The three monthly meetings of the NCLP Societies have regularly taken place in some districts visited by the evaluation team, but in others the meetings were quite irregular. The SPSCs, with technical backing provided by the SRCs, are required to have regular review meetings every three months. Records show that after an initial round of meetings in four states between May and November 2003, SPSCs have been meeting regularly in two states since February 2005. In the other two the meetings continued much later, only in 2006.⁸⁹ The Evaluation Team did not study the minutes of meetings and could not verify the claims, but stakeholders in some areas report lively discussions and reviews of progress, while in others they are seen to be too formal for open interaction and effective review.

This may partly be why convergence at government level is taking place between the two main government role players, yet is seen by stakeholders to be lacking between others. Significant time has been spent on the relationship between the Project and MOLE and DOE. The latter for example instructed states to appoint a nodal officer to coordinate INDUS Project components, identify Lead schools and make available training infrastructure and resource persons to develop an innovative teacher training strategy.

It is not clear whether the same has been done at any level for other key players. The greatest weakness seems to lie in convergence that supports the notion that the *family rather than the child* has to be at the centre of child labour elimination strategies, and that immediate, underlying and root causes have to be addressed. According to recent Project reports⁹⁰ the NCLP Societies have only recently started working to establish ties with important local development agencies such as DRDA, DUDA, leading banks, entrepreneurship development agencies, training institutions and NGOs in order to provide training to the families of child labour on micro enterprise development and income generating activities.

More than this is required in view of the many appropriate schemes through which convergence can strengthen a family-centred approach. As most of the child labourers were found not to be from BPL families, the reasons and impact should be analysed. The Evaluation Team heard that District Collectors have in some cases found innovative ways to use such schemes in support of child labour families. Aware of

⁸⁹ This may explain why deficiencies noticed by evaluation team in the functioning of the TECs in Madhya Pradesh and Maharashtra could not be detected and rectified earlier.

⁹⁰ Note on Project Progress, November 2006

this problem, the Project Team has been trying to find solutions and they are now making efforts to mainstream child labour concerns into the work of development programmes implemented by the Rural and Urban development departments in two states. These governments have been persuaded to prioritise child labour families for receiving assistance under the government development programmes. In Uttar Pradesh such guidelines have already been issued to all their district heads. The Project is now working to get such guidelines issued from the Ministries of Rural and Urban Development departments of GOI.

This is a very welcome development. Stakeholders in the field noted that consolidated information on opportunities for convergence would be very useful. It may be necessary to institute training on how to best make use of convergence opportunities in each of the states after negotiating such opportunities through the right channels. Better data and information on where convergence works and how (and where not), will be very useful to future interventions and consolidated approaches will help ensure that individuals do not need to find appropriate mechanisms. It also needs to be recognised that departments are not equal in terms of power or financial assets. Imbalances exist in the power relations between departments on the ground and the implications of this on Project execution need to be understood.

It has been shown that convergence becomes especially effective when the District Collector actively promotes it. But more is needed to help focus energies. The State Action Plans now under development will be a great help in bringing about convergence, although it depends on how they are executed on the ground. It has been suggested that an advisory or monitoring committee chaired by the Chief Secretary could be convened at state level for this purpose.

v. Quality assurance

In a previous section we highlighted the importance of the emphasis on quality through systematic building of capacities and processes to monitor and assess implementation of the Project. In spite of weaknesses and challenges in the field⁹¹ one of the aspects frequently mentioned by stakeholders in favour of the INDUS approach is the systems established for monitoring and assessing progress and effectiveness.

Quality assurance also needs to be reflected in other spheres. One relates to the need for credible processes in the appointment of staff, implementing agencies, providers of services such as mid-day meals and others in order to minimise the potential for political or administrative pressure. Anecdotes told of pressure applied in some areas in order to influence the outcome of these processes.

The second is the need to ensure that courses and training materials are appropriate and effective. The Project Team has been mindful of this. Quality measures include (i) peer and participatory reviews of training material, for example a peer review of the competency based curriculum developed for five vocational training courses; (ii) additional resource persons appointed to support two of the District Institutes for Education Training (DIETs) in their training of TEC instructors; (iii) the use of premier institutes such as the National Education Research and Training Institute (NCERT) to develop an innovative Life Skills Module for pre-vocational education in TECs⁹², and the Industrial Training Centres (ITCs) as well as state sponsored autonomous training institutes (e.g. CEDMAP and CRISP) for vocational training.

Evaluation by participants upon completion of a course may prove useful. One area where the Evaluation Team perceived weakness in implementation rather than concept could be in the area of vocational training,

⁹¹ For example inadequate validation processes; anecdotes indicating that in some areas parallel monitoring by MOLE has resulted in parallel instructions that caused confusion among the field staff

⁹² A new course with more soft skills was thought to be required when assessment of existing courses showed the health component as too extensive

where it is not clear that the use of vocational training coordinators and the assistance of a core advisory group has necessarily been the most effective.

Thirdly, at times a *qualitative* assessment of the quality and appropriateness of key Project elements and processes is needed. The need for capacity building as well as qualitative monitoring of key processes has been highlighted by several incidents that display how easy it is for things to go unchecked in the field even though reports and processes are in place. Members of the Evaluation Team were told in more than one place that uniforms and bags for TEC children were provided only a day before the team came to the site. In one interaction the two team members both had the clear impression that children were trained in their responses to questions. In two individual discussions problems with mid-day meal provision were explained, with allocations thought to be significantly more than the value of the food provided.

Finally, the Project has tried to be evidence-based when key directions needed to be determined – for example the baseline survey was one effort; another was the analysis of the strengths and weaknesses of the vocational training systems in each of the states before launching the vocational training component.

vi. The Project design

Implementation was significantly affected by the holistic Project design that required implementation skills across a wide variety of diverse components; work upstream with government to mainstream ECL into policies; an impressive array of partners across three levels of governance for downstream implementation; and intensive campaigns to change the mindsets of people and institutions about child labour. This was required together with careful sequencing of events, with little time for things to go wrong – an unlikely scenario in a large and complex country.

Furthermore, the design was essentially child-centred, yet acknowledging the need to be family-centred by adding components aimed at generating some form of family income. This is different to starting with the family at the core, and then addressing the issue of child labour. Convergence was an underlying principle but not clearly spelt out. The implications first had to be understood and then addressed. Income generation (whether by adolescents or parents) is not an area that sits comfortably with government institutions or aid agencies; in complex arenas where culture and tradition are important factors understanding how this could best be implemented takes time. The efforts to support the families are ongoing, but have been tempered by delays and, in our view, perhaps not the best notions of how to go about it.

Finally, the adding-on of INDUS on top of NCLP and SSA has its strengths but this meant that INDUS was designed within a particular frame, not only in terms of components but also in operational terms such as levels of honoraria to instructors. We appreciate that INDUS had to inform rather than totally change the NCLP. But this meant that the Project lacked the freedom and flexibility to be creative from the start or innovative in dealing with target achievement.

vii. The strong focus on sustainability

The Project efforts to ensure that the benefits from INDUS are sustainable have been discussed elsewhere in this chapter. This strong focus has had meant that significant time was spent on creating ownership - not of the Project as an entity in itself, but of ECL as a crucial development issue for which INDUS could be a roadmap - embedding capacities and approaches to ECL in existing structures and systems at state and local level, changing mindsets and encouraging mainstreaming of ECL in policies and programmes.

This contributed significantly to the time- and resource-intensive nature of the Project and can partly be seen as the reason for delayed implementation of certain components.

5. Project Component: Beneficiary Identification

5.1. Introduction

Accurate information is a first requirement for the development and evaluation of effective ECL interventions. The conduct of a baseline survey was thus a logical first step for the Project as no reliable sector or area-specific data were available to help determine the magnitude of the problem in specific areas, or identify potential beneficiaries.

As the survey data were to serve as the foundation for Project implementation, good methodology, accurate data collection and clarity on the purpose of the survey were paramount. Early **commitment to high quality processes as well as stakeholder participation** was displayed through the engagement of the ILO Regional Office baseline survey specialist and the inclusion of stakeholder concerns about the suitability of international methodologies to local circumstances and Project needs. This led to several important methodology **modifications** which affected implementation as well as some of the fundamental premises of the Project:

- The intended sector-specific approach targeting working children in the ten identified sectors of hazardous work was replaced by a **sector-area approach**. This was a significant change with important implications for the Project. It meant that while geographic areas for Project intervention ('pockets' in each of the 20 districts) were to be selected based on high concentrations of children working in hazardous sectors⁹³, working children in *all sectors* in the given area would be targeted in order to prevent a sense of discrimination within families, to send a clear message that all children should go to school and to emphasise the need for the total elimination of child labour.
- The **primary objective** of the baseline survey was simplified to focus on the identification of child workers to enable their uptake and tracking in the Project rather than also focusing on estimating and documenting the magnitude and nature of child workers in a particular area or sector.
- As a result the Project adopted a **two-stage design**. Stage I was to list all potential beneficiaries (all child workers) and provide an overall assessment of child labour per ward or village in the selected geographical pockets⁹⁴. A **District Survey Task Force (DSTF)** under chairpersonship of the District Collector was to monitor work in the field, assess survey results and establish criteria for beneficiary selection. Committees under the NCLP Society were to select the Project beneficiaries based on this information⁹⁵. The Stage II survey would use child interview schedules, a community questionnaire and interviews with parents and/or employers to profile the identified beneficiaries and their circumstances in order to facilitate their monitoring throughout the Project lifetime. Stages I and II were both to be completed within three months.

⁹³ Criteria used to identify these pockets were (i) Number of out of school children more than 20 in SSA annual survey; (ii) villages or wards which have market areas or concentration of shops and commercial establishments; (iii) villages or wards that have a concentration of hazardous units according to GOI guidelines.

⁹⁴ The collected information was to be used to identify direct project beneficiaries in the three age groups – 5-8, 9-13 and 14-17 years and later to fulfil Child Labour Monitoring (CLM) objectives. The one page questionnaire used in Stage I had columns for recording for all child workers' name, age, gender, school states (in or out of School), sector of work, number and households, number and type of establishment/site based industries.

⁹⁵ The final selection of beneficiaries was to be made after obtaining additional inputs from the stakeholders and giving priority to vulnerable landless/female headed or handicapped parent families or orphaned children.

5.2. Emerging issues

Implementation provided important lessons that led to further modifications to the methodology for use in UT Delhi⁹⁶. The selected survey results in Table 6 highlight several issues which affected Project execution⁹⁷. Fewer than half of the child and adolescent workers were identified in the ten hazardous sectors targeted by INDUS. Only sixty percent of those identified in the 9-13 years category were eventually enrolled in TECs. In almost all districts additional non-formal surveys had to be conducted by TEC teachers, community workers and NGOs to identify beneficiaries to fill the TECs, primarily due to the time lag between completion of the survey and the start of the rehabilitation and also to the different agencies used for survey and rehabilitation, the effort of the executing agencies to reach the number of 50 in the same location, improper identification, or families reporting in a manner aimed at avoiding withdrawal from work. According to the Project team instructions were given to carry re-listing out in a structured manner using guidelines issued for this purpose, and in most cases the re-listing was done accordingly.

⁹⁶ The proposed methodology has only one integrated questionnaire. A training manual based on the revised design and questionnaire was published by the Project.

⁹⁷ The selection of child and adolescent workers from non-hazardous sectors was a result of the sector-area approach followed by the Project and aimed to capture child workers from all sectors. According to the Project team even if the listing were done in respect of identified sectors only, the total number child workers in identified sectors from surveyed villages/wards would have remained more or less same as complete enumeration was done in Phase I.

A major cause of this situation was the **significant delays** experienced across the entire survey process.⁹⁹ It was initially envisaged to be completed in less than three months, but not one district followed the given schedule¹⁰⁰. The considerable time lapse between the finalisation of the survey lists and beneficiary selection meant that a **large number of potential beneficiaries were lost**. Reasons¹⁰¹ include migration, in-city relocation of families from slum areas, parent disillusionment due to slow follow-up action, lack of identity proof and address, the absorption of children in the age group 5-8 in schools due to enrolment drives by the Department of Education, and slow follow-up due to the lack of ownership among implementing agencies of survey results produced by external agencies.

Those who could be reached were generally accommodated without further screening or prioritisation. The Stage II survey has thus included a substantial number of children who were not identified in the Stage I survey (a rough estimate is that the number includes only 40 percent of the total identified during Stage I). The Stage II exercise was therefore strictly speaking **not a continuation of Stage I**. Field feedback also highlighted several practical problems with the Stage II questionnaires and process. The Stage II survey was eventually dropped in Gondia and Mumbai and corrective steps taken by the Project team, including efforts to re-identify potential beneficiaries more in line with the Project intent.

Total number of child and adolescent workers	272 465
Percentage identified from 10 targeted hazardous sectors	45.5%
Percentage from other sectors (12 sectors; some non-hazardous)	54.5%
Number qualifying as potential beneficiaries ('full-time' or 'out-of-school' child / adolescent workers)	170 036
Number of child and adolescent questionnaires completed in Stage II	41 669
Number of parent questionnaires completed in Stage II	29 319
Number of potential beneficiaries identified in 9-13 years category	51 252
Number in 9-13 years category enrolled TECs	Est. 30 000 (60% of target) ⁹⁸

⁹⁸ Number furnished by Project Team. Field visits indicated that the actual number of beneficiaries selected through the survey may have even been smaller in most districts.

⁹⁹ Including: The Stage I survey had to be conducted before operationalisation of the Project in the field; the absence of district-level implementing agencies and project staff led to severe delays. Criteria for identification of the geographical pockets had to be verified and the identification of appropriate areas took time. The establishment of the DSTFs took between 1-3 months. It was hard to find district level agencies with the capacity to conduct the surveys and continue interacting with potential beneficiaries; most of the specialised state level agencies were not interested and competitive bidding processes did not necessarily yield the desired results. Enumerators had to be trained. Questionnaires for Stage II were regarded as cumbersome and difficult to complete.

¹⁰⁰ Stage I was completed in a minimum of 3 and a maximum of 5 months; and Stage II in a minimum of 2 and maximum of 3 months. The gap between Stage I and II was a minimum of 6 months and a maximum of 1.5 years. According to the Project team the schedule was drawn up according to an ideal enabling environment and the eventual schedule was dictated by practical realities as well as the late approval and launch of the Project that meant that rehabilitation structures could be established much later than envisaged.

¹⁰¹ Summarised in Good Practices and Lessons Learnt. Published by the INDUS Project, ILO 2006. p 35.

6. Project Component: Enrolment of Beneficiaries

6.1. Introduction

According to TPRs an impressive total of 82 032 beneficiaries in the three relevant age groups have been withdrawn to date and are in the process of being rehabilitated. This has already exceeded the expected Project target of 80 000. The evaluation team believes that the statement is correct in the sense that it does not claim that all these children and adolescent workers were withdrawn from hazardous occupations, *but* it is very likely that a substantial number came from non-hazardous sectors.

Project target – all ages from 10 hazardous sectors	80 000
Total number of child and adolescent labourers withdrawn, all ages (TPR, Sept 2006)	82 032 (102.5% of target)
5-8 age group	
Project target – from 10 hazardous sectors	All identified 'out of school'
Number of children identified in baseline survey	40 472
Number of these children 'out of school'	19 492
Number enrolled in formal schools (TPR Sept 2006; target minimum of 1 000 / district)	13 479 (69.2%)
Number accounted for in BTS Index Cards	6 740 (50.2%)
Number of these tracked up to second progress report (ending Jun 2006)	5 385 (79.9%)
9-13 age group	
Project target – from 10 hazardous sectors	40 000
Number of children enrolled in TECs (TPR Sept 2006)	42 888 (107.2% of target)
Number accounted for in BTS Index Cards and tracked	35 597 (83.0%)
Number of children mainstreamed from TECs	13 756
Number of mainstreamed children accounted for in BTS Index Cards	Not available
14-17 age group	
Project target – from 10 hazardous sectors	20 000
Number of adolescents identified for training	20 000
Number of adolescents enrolled over Project period	14 279 (71.0% of target)
Number enrolled from hazardous sectors over Project period	9 486
Number enrolled from non-hazardous sectors over Project period	4 793
Number who completed their training	9 891 (49% of target)
Number still enrolled, November 2006	5 721 (29.0% of target)

Enrolment activities should have started immediately after the baseline survey results were known. For the reasons explained in Chapter 5 this was not done and as a result the survey provided only 40% of the 80 000 beneficiaries targeted by the Project. Additional informal surveys conducted in all the districts could not be

¹⁰² The updated numbers at Dec 2006 reflect the same number of enrolments for age group 5-8; an increase to 56 380 for age group 9-13, and a slight decrease (?) in age group 14-17 to 14 156, to give a total of 84 015.

expected to have met the thoughtfully fixed norms of selection laid down in the survey design. This is particularly questionable in the 14-17 age group, where around 50% of the selections appeared to have been made by implementing agencies with hardly any guidance or supervision.¹⁰³ This claim therefore needed closer scrutiny.

6.2. Enrolment of the 5-8 age group

The figures in table 6 show that of the 13 479 'out of school' children (who may or may not have been working in the targeted hazardous sectors) enrolled in the 5-8 age group, only 50.0% were accounted for in the BTS Index Cards, and only 79.9% of these could be tracked in the June 2006 Progress Report. This could in part be explained by the late implementation of the BTS system, but by now the figures should be correct. A striking omission is any figure on the retention of these children over time.

It is therefore difficult to state categorically that 13 478 children aged 5-8 from the expected target group have been enrolled with success (which would imply that they continue with their schooling).

6.3. Enrolment of the 9-13 age group

There was a progressive increase of TEC admissions from 35 507 in March 2005 to 42 888 in September 2006. The actual number is likely to be significantly higher, given the following examples:

- In *Aurangabad, Maharashtra*, the evaluation team was provided during the field visits with information that 3 452 children were admitted to TECs – initially 1 930 (2004-05) and subsequently 1 522 - to fill the vacancies caused by mainstreaming and drop-out of children. A total of 695 children were mainstreamed in this district until the date of the field visit, when the number of children in TECs was given as 2 000 (the figure given in the TPR of September 2006). The Project Director confirmed in a statement to the evaluation team that 757 children had dropped out since the TEC activity began in this district. The explanation for the high drop-out rate was migration, a peculiar feature of this district which receives labourers from all over Maharashtra for sugar farming for 4-5 months per year. Most workers move with their families, including their children, and a number of such children found working with their parents were identified for admission to TECs. They left at the end of their parents' seasonal occupation.
- In *Tiruvallur, Tamil Nadu*, a total of 1 135 children in this age group were identified in the baseline survey. Surprisingly none were admitted to TECs - a total of 515 were admitted directly in formal schools and 256 in alternative schools established under the Education Guarantee Scheme. The rest were reported as migrated, over-age, married or untraceable. A subsequent non-formal survey conducted by the NGOs and community workers led to the identification of 3 344 children in the 9-13 age group. All of them were admitted at different times to TECs. A total of 63 TECs were initially established in the district, accommodating 1 735 boys and 1 609 girls. Ten TECs were closed in 2004-05 and 30 in 2005-06. Twenty-three TECs were functioning at the time of evaluation team's visit, accommodating 615 children – 284 boys and 371 girls. As many as 2 427 children – 1 308 boys and 1 119 girls were shown to have migrated and 302 children were reported mainstreamed.

¹⁰³ In spite of Project claims that this was done with the proper supervision, the Evaluation Team found mixed signals during their study of the enrolment details during field visits. While in some cases proper supervision was found, in others this was not the case. In one example, the VT coordinator noted that he himself was doing the selection.

- In *Virudhunagar, Tamil Nadu*, 83 TECs accommodating 3 555 children were running in 2004-05. In 2005-06, there were 59 TECs with 1 948 children. In 2006 during the evaluation team's visit, there were 54 TECs with 1 609 children. Since the number of mainstreamed children was given as 2 299, in this district figures for migration are bound to be alarmingly high.

These figures point to a vital omission in the Project reporting system. No mention is made of the number of drop-out children. The latter is a common feature in any scheme of schooling for working children. This means that the TPRs do not reflect the correct number of children admitted to TECs, since no information is given about drop-out or mid-term migration.

Migrant children are a particular concern. The fact that they are not available for more than 4-5 months was known to the implementing authorities. Admitting them to TECs for such a short period was - besides being outside the clearly stated norms of the Project – an inefficient use of resources. The explanation provided was that all these children were being tracked in their native districts. Supplied with a transfer certificate, the children were then assisted to enrol in formal or non-formal schools in their parent districts. In one district an NGO study indicated that 83% had been admitted to schools. The evaluation team found this figure to be surprisingly high.

The evaluation appreciates the concern about these 'at risk' children, but the fact that INDUS was not designed or financed to deal with this problem should not be dismissed. A separate strategy needs to be developed for this category of child labour in the districts affected by migration.

A visit by the evaluation team to Mumbai revealed a serious irregularity. A substantial number of children who were identified from the hazardous occupation of 'zari' making returned to work after school. Their position is particularly precarious as most are migrants from Bihar and have no other place to stay except with the employers. Enrolling these children in the TECs allows a combination of work and education resulting in a double burden on the children in the name of freeing them from the misery of unsuitable work. Rough estimates by local implementers put the number of such children at 40% of the total in Mumbai Suburban District. In Aurangabad district a key stakeholder noted that approximately 30% of the TEC children work in household units after school.

All these observations put a question mark on the claim that all Project beneficiaries have been withdrawn from work although the complexities around the situation has to be taken into account.^{104 105} The Project Team confirmed that this issue was brought on record and discussed in the February 2005 Project Review Meeting attended by representatives of USDOL and GOI.

6.4. Enrolment of the 14-17 age group

The 20 initial INDUS districts (excluding Delhi) were each assigned 1 000 adolescent trainees, thus totalling 20 000. This equal number was assigned based on targets and provisions in the Project document, rather than on the total potential population. During the field visits several stakeholders expressed their desire and

¹⁰⁴ According to the ILO-IPEC definition which is used in this Project.

¹⁰⁵ The Evaluation Team recognises that the Project succeeded in keeping a very large percentage of these child workers away from the work every day for 6-7 hours. It is also difficult to rule out that some of the child workers may be working in hazardous activities, especially in the context where the family of the child workers resides in the factory premises itself or the entire family is engaged in the same work (bidi). According to the Project team (and reportedly also by their counterparts in the States) there is a clear shift in the number of hours available for these children to work. As the Project does not offer full time residential rehabilitation centres there is a limit to which a child's time use can be monitored. The Project has tried to address this issue in a non-invasive manner, relying on social awareness, parental counselling and keeping the child in rehabilitation interventions for a longer duration (beyond this, monitoring of the homes would amount to disregarding the privacy rights of the child labour families). In order to take stock of the situation in an objective manner, a study has recently been undertaken by the Project in 8 project districts on time use patterns of withdrawn children.

capacity to accommodate larger numbers. Each of the baseline surveys had identified many more than a thousand potential beneficiaries – sometimes three or more fold¹⁰⁶ Only one district (Gondia) insisted on reducing the number of trainees to 250 due to insufficient numbers identified. With this one exception all Project officials and training agencies in the districts indicated that they could easily identify and train more.¹⁰⁷

At time of the field mission 5 721 adolescents (29.0% of target group) were still enrolled in vocational training courses, with the time remaining less than nine months or only one training cycle. Four districts have not yet achieved 50.0% enrolment and another four not yet 70.0%. Eleven districts had more than 70.0% enrolment (including three districts reaching the full quota). In spite of this, the Mission could find no evidence that increasing the targets for well achieving districts with more capacity is being considered, nor that action has been taken to compensate for the probability of lower targets in underachieving districts. This throws some doubt about whether the initial target of 20 000 will indeed be achieved.

¹⁰⁶ The Note on Progress (p. 4) reports that during the second survey stage in 17 districts a total of 39 597 child workers were interviewed (these include under 14 year olds). No project-wide data about the total number of beneficiaries selected from the survey lists was available, but in district Kanchipuram in Tamil Nadu only 44% were enrolled from the survey list and in district Satna in Madhya Pradesh only 22%.

¹⁰⁷ Despite the statement in the 'Note on Progress' that 'a large number of identified beneficiaries [had gone] 'missing' due to the time lag between the first and second surveys.

7. Project Component: Monitoring and Tracking

7.1. Introduction

The Project document envisaged the development and implementation of a sustainable monitoring system to follow the progress of the targeted child workers, adolescents and their families and to help co-ordinate the efforts of all agencies and groups involved in Project implementation. The system was to be able to capture and maintain data and aid in decision-making. The stakeholder workshops held during the preparatory phase of the Project also convincingly argued the need for a rigorous monitoring system to track the individual child worker who is withdrawn and rehabilitated under the INDUS Project. Participants concurred that the usefulness of such a monitoring and tracking system was to be judged by its ability to provide an authentic assessment of the impact of the project on individual beneficiaries instead of confining itself to the presentation of a consolidated picture of implementation which only deals with numbers.

With this aim in mind an integrated Child Labour Management System (CLMS) was designed after discussion of existing models at a national brainstorming workshop attended by stakeholders and external experts. The system has two main components, viz. a Beneficiary Tracking System (BTS) and Integrated Financial Management System (Finance Manager).¹⁰⁸

7.2. Reported progress

The BTS was commissioned in January 2006 - a very significant delay in operationalisation considering the overall Project timeframe. The BTS is operated by community volunteers who are assigned responsibility for tracking the working children and adolescents in the geographical area of their jurisdiction. They have to get the Index Cards completed and update the Progress Report Cards every quarter.

The Project Team presented the following data based on Index Cards and Progress Report Cards.

S.no	Age group	Total enrolment of children	No. of Index Cards completed	No. of First Progress Report Cards completed (Jan - Mar '06)	No. of Second Progress Report Card completed (Apr - Jun '06)	No. of Third Progress Report Cards completed (Jul - Sept '06)
1.	5 - 8	13 479	6 762	6 762	5 403	2 995
2.	9 - 13	56 380	46 782	44 612	43 186	12 748
3.	14 - 17	14 156	9 734	8 116	7 280	2 881
	Total	84 015	63 278	59 490	55 869	18 624

¹⁰⁸ The BTS is a computer-friendly card-based system for monitoring field level activities through an Index Card and a Progress Report Card. The software for the system was developed by the National Informatics Centre, a reputed institution of GOI involved in the computerisation of administration and governance in India. The BTS covers withdrawn child workers in all three age groups targeted by INDUS who have been admitted to formal schools, TECs or VTCs.

Each beneficiary is provided with a unique identification number for an Index Card and Progress Report Card. The Index Card (to be completed only once) is designed to record in 42 columns full particulars of the child or adolescent worker including his/her family background, health aspects and education status. The Progress Report Card has to be completed every three months and is designed to record all aspects of the child's progress as a Project beneficiary under as many as 42 headings.

The data show that in the 5-8 age group Index Cards have been completed for 50.2% of the total enrolled children. While the first Progress Report covered all the children whose Index Cards were completed, the second Progress Report covered 79.9%. The coverage of the third Progress Report which is still in process in Uttar Pradesh and Tamil Nadu is likely to be even lower. The low coverage is explained by the fact that these children had been withdrawn from work and admitted long before the BTS was launched in January 2006. The community workers are facing difficulties in the process; almost 50.0% of beneficiaries remain totally untracked. According to the Operational Guidelines, Index Cards have to be completed not only for the identified children enrolled in formal schools but for 'all' out of school children in the 5-8 age group living in villages or wards allotted to the community volunteers identified by SSA during the enrolment drive (May, June 2006; and 2005, 2006 and 2007). This aspect seems to have been totally neglected and will further reduce the percentage of coverage.

In the 9-13 age group coverage is commendably high. The first Progress Report Cards cover 83.0% of the children whose Index Cards have been filled. In the second quarter it dropped to 79.1%. It is likely to fall further in the third quarter when information from Tamil Nadu and Uttar Pradesh is included. In the 14-17 age group the Index Cards have been completed for 68.8% of the enrolled children. The first progress report covers 83.4% of the beneficiaries whose Index Cards have been completed. The figure for the second quarter is 74.8%. It is likely to fall further when the information from Tamil Nadu and Uttar Pradesh is included. Achievement in this category cannot be considered satisfactory in view of the fact that task is relatively easier and tracking in this category is all the more important to see whether the Project has really helped the beneficiaries in finding suitable employment and gaining freedom from hazardous work.

The BTS has been computerised in all the INDUS districts but the process of stabilisation is reported to be slow for reasons connected with the professional competence and work attitude of the operating staff and infrastructural constraints such as frequent power cuts and difficulties in connectivity. With this in mind the uploading of 54 847 out of 64 358 manual cards (85.2%) can be considered a satisfactory achievement.

The Project document also envisaged a community-based Child Labour Monitoring System (CLMS). The objective of this system is to make the community assume responsibility for identifying and withdrawing working children and adolescents, ensure their enrolment and retention, continuously review the child labour situation in its area and strive for the total elimination of child labour. A broad CLMS profile developed by the Project has been discussed at state and district level and accepted in principle by all participating states. The Project has succeeded in motivating two states (Tamil Nadu and Maharashtra) to issue orders to all concerned to include child labour as an agenda in the meetings of local self government bodies and village/ward education committees. District authorities are being motivated to monitor and ensure that the child labour issue is discussed as an agenda point in village/ward education committee meetings. The Tamil Nadu Government has been persuaded to pilot-test the CLMS in Virudhunagar and Tiruvallur districts.

7.3. Emerging issues

The TPR records the achievements of this component in terms of (i) number of children monitored through the tracking system and database; (ii) percentage of parents participating in community groups for promoting education of children; and (iii) percentage of community-based stakeholder groups taking interest in ensuring that children are in schools.

The number of children monitored through the BTS has been covered in detail in this report. However, the evaluation team believes that for (ii) and (iii) the situation is less encouraging than the September 2006 TPR indicates. PTAs have indeed been formed at all TECs and meetings are held regularly. However examination of relevant records showed that these meetings are in most cases a mere ritual observed routinely with no worthwhile agenda or discussion held about children's attendance and other day-to-day

issues, let alone child labour issues of the area. Our assessment of the achievements with respect to (iii) is based on the VEC meetings. Only in Tamil Nadu and Maharashtra have the VECs started including child labour issue as an agenda point. While this is a welcome development it is not sufficiently strong to conclude that community-based stakeholders and groups are taking an interest in ensuring that children are in schools.

The BTS and CLMS are being piloted to assess their worth and replicability. The BTS has made a promising start but requires close and constant monitoring from the Project team. There is need to simplify the Index Card which is too detailed and cumbersome to be owned by low-paid community volunteers. The Index Card can serve the intended purpose well with around 13 fields¹⁰⁹ instead of the current 42. The Progress Report Card can also be made more manageable by reducing the number of fields from 42 to six or seven.¹¹⁰

No system of monitoring and tracking has so far been developed to follow the progress of child workers' families, although this has been contemplated in the Project document. This is no less important in ensuring the success of the Project than the monitoring of the child or adolescent's progress.

¹⁰⁹ These can include Photograph; Child/Adolescent's name; Parents' name – Father and Mother; Gender; Age; Residential address (place of stay); Employment status (P/F/N); Occupational Sector; Sector Activity; Previous Education Status; Employer's name; Employer's address; Special remarks about the child. Each child/adolescent will have a specific code.

¹¹⁰ This could include relevant information about the child/adolescent worker's regularity in attending school/TEC education status; health matters; employment (whether still working full-time or part time); payment of stipend if applicable.

8. Project Component: Transitional Education

8.1. Introduction

Transitional education is meant to serve as a bridge to formal schools or vocational training to meet the needs of the working children in the 9-13 year age group who otherwise would have had little or no education. The curriculum is based on the requirements of basic primary education with an addition of an appropriate module of pre-vocational programmes using appropriate teaching methodologies for multi-grade classrooms. Designing the INDUS Project as a complementary effort to the NCLP suggested very clearly that TECs were to be run broadly according to NCLP norms.¹¹¹ INDUS has adopted the NCLP model *with* budget support for the additional components that address gaps in the NCLP Scheme.

Transitional education targeted 40 000 withdrawn child workers in the 9-13 year age group, with a focus on providing basic primary education and pre-vocational training along with social support. Each Project district set up TECs on the basis of the baseline survey. The initial focus was on accommodating children withdrawn from the ten targeted Project sectors. Following detailed analysis of the survey results and in consultation with the stakeholders it was decided to include all working children in identified as well as non-identified sectors (even non-hazardous) in order to send a strong message that child labour is totally unacceptable. This marked a shift from the original 'sector-specific' approach to an 'area-based' or 'sector-area based' approach.¹¹²

8.2. Reported progress

The following Table drawn on the basis of information contained in the TPRs since March 2005 show the progressive implementation of this component.

S.no	TPR	No. of TECs sanctioned	No. of TECs in place	Number of Children		
				Boys	Girls	Total
1.	March '05	917	828	17209	18298	35707
2.	September '05	997	861	18504	17947	36451
3.	March '06	1003	893	19153	21800	40953
4.	September '06	1003	948	21126	21762	42888

The Project design provided for 40 TECs with a maximum of 50 children in each Project district. Flexibility to make modifications included splitting of schools within the existing infrastructure centre in order to meet local needs.

¹¹¹ The NCLP provides for accelerated primary education to children in 8-14 age group withdrawn from hazardous work with a component of pre-vocational training. Supplementary nutrition, health care and stipend to children are essential ingredients. The guidelines issued by MOLE for the operation of the NCLP emphasise social mobilisation, awareness raising and financial assistance to the families of children withdrawn from work by convergence with the existing schemes and programmes, but make no separate budget provision for achieving these goals.

¹¹² The geographic areas for intervention were initially identified as pockets of activity within the targeted sectors, but once identified, the intervention targeted beneficiaries more broadly.

8.3. Emerging issues

Mainstreaming

Under the NCLP norms child workers admitted to special schools are imparted education up to Vth class for a maximum period of three years. The concept of mainstreaming in INDUS is different from that in NCLP. Children enrolled in the TECs are allowed to be mainstreamed to any class from I to VI (and even to VII in special cases) any time after six months when they are ready to take regular school entrance examinations¹¹³. In NCLP success is determined by the percentage of children who pass the Vth class examination and are mainstreamed into class VI. The implementing agency has to ensure that all the children achieve this standard within the project period.

By September 2006 a total 32.1% of the children enrolled in TECs had been mainstreamed.¹¹⁴ This may be seen as relatively low for a Project period of nearly 24 months and may be further reduced when accounting for drop-out and migration¹¹⁵. A factor that seems to have influenced this situation is the substantial time gap between Project design and implementation of this component,¹¹⁶ especially given the lengthy period for preparation to get the staff and infrastructure in place.

Payment of monthly stipend

The provision of a monthly stipend of Rs.100/- to all enrolled children (as in the NCLP) is a strong incentive which has a great bearing on the retention of children in school. Following the NCLP guidelines the stipend was to be released only after the child had been mainstreamed. By September 2006 only 84.2% of those qualifying had stipend accounts opened in banks or post offices¹¹⁷.

The TEC APSO as well as the Operational Guidelines make payment of the stipend subject to a minimum of 80% attendance. In order to promote regular attendance, the stipend account is opened only after watching the attendance of the child for three months after enrolment. There is thus a strong probability that a majority of dropped-out or migrated children did not enjoy the benefit of the stipend, and non-payment of could in fact have been a contributing factor to the high drop-out rate in some districts. The field visit revealed that in a number of cases even mainstreamed children had not been paid the stipend¹¹⁸.

The stipend allocations are borne fully by GOI. As the evaluation team has found the stipend disbursement very unsatisfactory, it calls for an immediate review by the Project Team to identify the reasons for shortfalls and take remedial action. As proposed by certain key stakeholders, flexibility in the payment of stipends even before mainstreaming could be considered in special cases where these are justified by the child's welfare.

Training of TEC Teachers

¹¹³ This is clearly stated in the Operational Guidelines and has been uniformly followed in all the Project districts.

¹¹⁴ Data from September 2006 TPR

¹¹⁵ Analysis of data on 'mainstreaming' scrutinised by the evaluation team shows that the percentage of children mainstreamed into lower classes (I to III) was as high as 30% in Maharashtra and Madhya Pradesh, while Uttar Pradesh registered 12% and Tamil Nadu 10% on this count.

¹¹⁶ The Action Programme of this component was started on 1 April, 2004 in one District (Amaravati of Maharashtra) in eight districts on 1 May, 2004, seven districts on 1 July, 2004 and four districts on 1 September 2004, with dates of conclusion fixed as 31 December 2006 or 30 April 2007.

¹¹⁷ A bank or post office account may not be the best indicator of payment, but rather the full payment of the stipend.

¹¹⁸ The number of such children (as per a statement furnished by the Project Team) is 819 in Katni (Madhya Pradesh), 115 in Aurangabad (Maharashtra) and 302 in Tiruvallur (Tamil Nadu). The stipend amount has been deposited in the children's accounts up to August/September 2006 except in Ferozabad (Uttar Pradesh) which has cleared this claim up to July '05 only.

The Project Document emphasises the importance of the training of TEC instructor and the Operational Guidelines mention that this training would be provided by DIET. The field visits revealed that all the instructors appointed when the Project was launched were put through DIET training, yet since then teacher replacements have remained untrained.

S.no.	State	No. of Teacher	No. of untrained Teachers	% of untrained Teachers
1.	Maharashtra	462	61	13.2%
2.	Madhya Pradesh	407	91	22.3%
3.	Tamil Nadu	447	29	6.4%
4.	Uttar Pradesh	1018	133	13.0%

The Evaluation Team believes that the training of teachers, important in itself, is of crucial significance for teachers engaged in implementing an innovative curriculum in multi-grade mode with a special group of children. Considering the near completion of the Project period, the untrained teachers should be put through a crash course.

Pre-Vocational Education

Pre-vocational education, adopted from the NCLP, is an important part of the TEC education design. The staffing pattern of TEC includes one post of VT instructor for pre-vocational and craft teaching. Not all the children in a TEC are age-wise fit for receiving this education. Single teachers, a very small amount provided for procurement of material, difficulties in selection of appropriate skills suited to all children and useful in their further development are some of challenges. The issue whether pre-vocational education should revolve around craft and other joyful activities as advocated by Tamil Nadu, or should take the form of life skills training as argued by other states, is awaiting resolution. The NCERT has been engaged in developing an appropriate life skill module for this purpose. It has held one national level workshop on this topic and another is likely to be held shortly.

The Evaluation Team could not do justice to the pre-vocational training component. According to information provided by the Project Team this component is unavailable in a fairly large number of TECs, mainly because of a large percentage of vacancies for VT instructors:

S.no	State	Number of TECs	Number of TECs with VT Instructors	Number of TECs without VT instructor
01.	Maharashtra	200	88	112
02.	Madhya Pradesh	200	180	20
03.	Tamil Nadu	250	130	120
04.	Uttar Pradesh	353	348	5
	Total	1003	746	257

It should perhaps be considered that pre-vocational training should not remain confined to life skills but should provide some exposure to unsophisticated and marketable craft, with a focus on the traditions in the area.

Resource Centres

The Project Document provides for the transformation of TECs into Resource Centres in the evening, suitably equipped to function as a recreation, information and reading centre for all children, and as a community centre for the general public in the target area. The September 2006 TPR presents the following status of Resource Centres:

S.no.	State	Number of TEC	No. of Resource Centres	% of TECs with Resource Centres
01.	Madhya Pradesh	200	99	49.5%
02.	Maharashtra	171	153	89.4%
03.	Tamil Nadu	228	109	47.8%
04.	Uttar Pradesh	353	353	100.0%
	Total	948	714	75.3%

The evaluation team's impressions from their few field observations were that Resource Centres are to some extent helping in integrating TEC children with other children. It was impossible to gain any understanding of how many of the Resources Centres are truly active and useful. Those observed seemed to provide a good meeting ground for the community on special occasions. However, other children attend Resource Centres only 2-3 times a week especially when games are organised. This activity needs to be strengthened, particularly in Madhya Pradesh and Tamil Nadu where more than half of the TECs have not yet developed this facility.

Mid-day meal

Children in the TECs are being provided a nutritious cooked meal based on state-specific menus. It was not possible to determine whether these are being followed efficiently. In the districts of Maharashtra this provision has been supplemented with the existing mid-day meal scheme of the government. This is a useful model for other districts.

Primary Health Care

Primary health care is an essential feature of all TECs. Although in line with the NCLP scale, INDUS provides for engagement of an honorary doctor for a group of 20 TECs, most of the districts are utilising the services of the district health set-up to provide health cover to TECs from the nearest Primary Health Care (PHC).

Although the September 2006 TPR mentions 90% health coverage for TEC children, the field visits exposed the need for far careful *qualitative* monitoring. The government doctors from the PHC are very irregular in visiting the TECs. They are generally being looked after at the most by the para-medical staff. In most cases health cards prepared for TEC children do not reveal any worthwhile medical examination. Certain District Collectors confirmed that government medical officers posted at the PHC are too overburdened to discharge this additional obligation effectively. The evaluation team found health care to be effective only in those

districts where the Project engaged its own doctor upon payment of an honorarium as provided in the Project¹¹⁹.

Supply of textbooks, stationery, games materials and uniforms

A regular supply of text books and stationery to TECs is being ensured by the SSA. The few TECs visited were found to be well equipped with games materials. For school uniforms the situation varies from state to state and also within States. In Tamil Nadu free uniforms are supplied to all children of TECs who belong to vulnerable sections of society. In Kanpur this support has been provided by employers' organisations working in collaboration with the NGO sector – a promising model which should be studied and considered by the Project Team for application elsewhere¹²⁰.

¹¹⁹ Aurangabad can be cited one example where the Project doctor has been visiting the TECs regularly and has made a good assessment of the common ailments affecting the children.

¹²⁰ This is being tried in different ways and to a varying extent in other places, also depending on the initiative of the Leader of NCLP Society.

9. Project Component: Vocational Training

9.1. Introduction

The first step in introducing the vocational training component into INDUS was a stakeholder consultation through a series of 23 workshops held in mid 2003. This led to the incorporation of vocational training in the Project design and the development of a training strategy during a national workshop at the end of 2003. Tools were developed for labour market assessments, and market studies commissioned to select fields of work that were in demand.

9.2. Reported progress

The start of this component was generally late – too late in the opinion of many stakeholders and implementing organisations. Although the Project was supposed to commence on 1 October 2002, actual implementation and involvement of beneficiaries in training did not happen before August 2003 (TPR September 2003). However it should be recognised that significant time was consumed through consultations with all key stakeholders preceded the actual enrolment of adolescents, develop a vocational training strategy, develop labour market survey tools and conduct labour market surveys to assess the skills in demand. After completing these key activities enrolment commenced¹²¹. As noted before therefore, the preparation and surveying phases required a relatively lengthy period, leaving less than two years for implementation of all the other components. Fortunately the GOI and USDOL agreed on an extension for INDUS until 31 August 2007.

Prior to this extension implementing partners were instructed to plan their operations – to provide vocational training to 1 000 adolescents – for a two year period. Keeping in line with the one year instruction period as envisaged by the Project Document, this would mean two cycles of 500 trainees each. No institution had such capacity and consequently training periods were reduced, often to six month cycles. For many implementing partners already providing vocational training, such shorter periods were more in line with standard practice.

¹²¹ According to the Project Team this was also somewhat complicated by the absence of formal approval and communication from the GOI before February 2004, with partners reluctant take up these key activities. APSOs became operational in Maharashtra in May '04; Tamil Nadu – Sept 2004; Uttar Pradesh & Madhya Pradesh in February 2005.

9.3. Emerging issues

Meeting Targets

Although to date 11 909 adolescents have been enrolled in vocational training centres only 68.7% of them are being tracked by the BTS. The first Progress Report is available for 83.7% of those being tracked. The claim that all of them have been rehabilitated is therefore questionable. This is further supported by the fact that the employment data obtained during the field visits were not comprehensive and rarely kept as instructed in the Operational Guidelines, with tracking of the passed out trainees and noting incomes. This calls into question whether the reported numbers of employed adolescents are still valid after say six months. Such data were not made available to the evaluation team.

The figures for trainees who have completed their training and obtained gainful employment are reported as exceeding the target (58% achieved for a 50% target). On the other hand various groups met during the field mission were without work and without any prospect several months after completion of training. Furthermore, in various project locations the whereabouts of former trainees was not known. It is therefore not clear how their employment status could be established. Among one group of graduated trainees not only were more than half unemployed, but of those employed several did not receive their salaries, were paid very low wages or had to spend almost all their earnings on travel costs. The self-employment percentages as reported by the Project are also not broken down in full-time or part-time work, and income levels are not recorded. Without such data it is not possible to establish whether a self-employed trainee is gainfully working.

In spite of this the Project Team seems confident that targets can be achieved before the end of the Project. In the opinion of the evaluation team this will be possible only if certain remedial steps are taken and more importantly perhaps, if the validity of the monitoring data is checked and improved especially in terms of those who have qualified from the training.

Internal review meetings in early 2005 confirmed that families and communities had expressed a great demand for the vocational training component. The Project is unable to cater to the demand - of the 128 443 adolescents identified during the survey, the Project provides for coverage of only 20 000. The success of this component can therefore still be increased through several measures. For example, in some areas more than the fixed number of working adolescents could be trained (provided that the appropriate resources are available), thereby filling target numbers that cannot be achieved in other areas. A number of working adolescents who currently cannot afford to enrol in the training program could do so if they would get financial support to compensate to some extent for the loss of income or coverage of costs for reaching the training facility.

Imparting marketable skills

During the internal review meetings held early in 2005 the identification of marketable skills was discussed: 'Identification of marketable skills is a key challenge. There is lack of expertise to conduct labour market surveys. The available capacities also tend to focus on urban employment opportunities with a very little expertise to study the rural labour markets.' Although these points are valid, the identification of marketable

Table 13: Vocational training, Sept 2006

Number of adolescents selected for VT in 20 districts (excluding Delhi)	14 156 (11% of those identified; 9 363 from hazardous sectors)
Number of adolescents enrolled for VT	11 909 (84.1% of those selected))
Number of trainees who qualified to date	9 891 (83.1%)
Percentage of qualified trainees tracked through the BTS	68.7%
Percentage of trainees monitored through first Progress Report Cards	83.4% of those being tracked
Target for gainful employment of trainees after training	50.0%
Number of gainfully employed trainees	5 745 - 58% of those who completed VT
Number of trainees employed on wages	3 623
Number of self-employed trainees	2 122
Drop-out rate of trainees	10%

skills should be improved and continued as skill demands change over time, and should be adjusted for urban and rural target groups so that adolescents not need to migrate far from their homes to find gainful employment.

Various stakeholders were concerned about the quality, appropriateness and usefulness of the market studies conducted in their areas. For example, in one district tens of beneficiaries were trained in skills of the hospitality sector while at time of completion no jobs in this sector were available. As a result these young people could not find gainful jobs.¹²² In other project locations the evaluation team had the impression that training providers were not always sufficiently aware or concerned whether the skills they trained were in demand when taking into account the low education and experience level of the trainees. This situation and other comments raise warning signals that stakeholders may be underrating the consequences for the adolescents who spend time on learning a skill that did not result in finding a job. It appears that in spite of significant initiatives by the Project management¹²³, the situation needs to be studied and more done at central and even more so at local levels to address this situation.

It was also a major challenge in many project areas to overcome a stereotype training approach for girls; often only some inroads have been made to improve the situation. The problem is both from society and parents who respond traditionally and want to keep girls out of 'cultural inappropriate' kinds of work. The Project has had some success to change attitudes through social mobilisation. This is an area that should be further explored for innovative solutions to improve results in this respect.

Training quality

In spite of the fact that the vocational training was said to have been based on economic areas where demand for skills exist, the Project experienced in some cases a lack of competent partners to undertake vocational training activities. Some partners therefore had to be motivated and their capacities built before adolescents could be given vocational skills training. A number of agencies have gained much experience with demand-driven labour market assessments. These experiences should be shared with organisations which are new or less experienced in the field.

The period of one year for vocational training mentioned in the Project Document seems adequate for vocational skill training and for upgrading other skills. However, during the field visits the Evaluation Team observed that in most districts training is generally done over six months¹²⁴. This limited period is partly due to the late start of the VT component¹²⁵ and partly due to the limited learning period feasible for trainees¹²⁶. The reduction in the training period seems to have resulted among others in excluding literacy, numeracy or social skills from the curricula. The Project Document clearly states that the curriculum for vocational training will also include basic literacy, numeracy and life skill education. No evidence was found that such requirement was followed any INDUS district, despite the fact that beneficiaries included several without primary education.

¹²² The explanation given was that initial signals were given by local entrepreneurs and authorities that more hotels would be built and thus that more personnel would be needed in this sector.

¹²³ The Project Team provided the Evaluation Team with information that they had made several efforts such as developing labour market tools, consultations with stakeholders, market assessments and placing the results before stakeholders, designing training courses for the trades found in demand, and organizing a series of reviews and at national level a training programme for training providers on labour market assessments.

¹²⁴ In Maharashtra the training was limited to three months for the garment making courses.

¹²⁵ For example, most projects started in May 2004 in Maharashtra, while project agreements were signed in Tamil Nadu only in October/November 2004. In the Uttar Pradesh and Madhya Pradesh states the projects became operational in February 2005.

¹²⁶ The period of training was recommended in a national workshop of stakeholders, i.a. due to the fact that many adolescents are the only breadwinners of a family and the loss of wages for a longer period would be very difficult to negotiate – a period of six months is already problematic. The first choice of beneficiaries is said to be combining longer-term skills training with existing work. An alternative that can be considered is that the Project compensate for their real loss of wages.

There are several warning signs that some employers may be reluctant to accept Project trainee graduates because their training period is too short, the skills learned are less appropriate for what they need to do or most importantly, they lack the work experience and work discipline employers like to see in their employees. For example, one employer suggested adjusting the vocational training strategy from 'as quick as possible' to a 'long and slow approach' – noting that a learning period of two years with only two hours a day was preferable over a six month period with six hours a day. He also proposed that trainees should have more literacy, numeracy and social skills teaching so that they would fit better in the workforce. Another constraint that might negatively affect the quality of vocational training is the low salaries of teachers compared to government teachers.

Training models

It was reported and partly confirmed through observation that two vocational training models have been developed and are being operated efficiently to transfer vocational skills to formerly working adolescents:

- The institution based training with public-private partnership in which the state government training program is being implemented in the Industrial Training Centers (ITCs) through the private sector. For example, in Tamil Nadu the Department of Employment and Training designed the training programs and developed the curricula and course material. The Department also defined the requirements for staff and equipment for each programme that would be run by a private ITC. In these cases the government also defined the monitoring, testing and certification system for these trainings. The model included the posting of a senior training officer in each of the five NCLP Societies to oversee and implement the training program. This seemed to be the most cost effective model which does not involve any additional investment in infrastructure by others or the INDUS project.
- The second model, observed in Madhya Pradesh and Maharashtra, concerns training programmes that are implemented by specialised agencies working in the area of enterprise promotion and development through training and research. For example, the Maharashtra Centre for Entrepreneurship Development (MCED) is running the component in all five project districts of Maharashtra. The Centre for Entrepreneurship and Development of Madhya Pradesh (CEDMAP) and the Centre for Research and Industrial Staff Performance (CRISP) have been engaged for implementing the Vocational Training program in Madhya Pradesh. Observations at several Vocational Training Centres in some of the visited districts confirmed reports of good operation and supervision, although the evaluation team visits were too superficial to assess performance or teaching materials.

The Evaluation Team visit to Uttar Pradesh did not reveal the operational merits of the vocational training program there due to the termination of the training by the Reddy Foundation, a specialised private agency. It was reported that a vocational training programme in three trades and to 1 250 adolescent beneficiaries had been completed. A total of eight technical institutes have now been identified to provide vocational training to three districts, while in one district vocational training was entrusted to several local NGOs. It was reported that these institutes and NGOs have limited ability and experience with vocational training and that no professional body was able to provide technical supervision. However, the training models of Uttar Pradesh are institution based and have almost 100 % placement, mainly in the organised sector. The CAP-Teen channel model have even better results; even though the training period is at first only 90 days, it has long term post training and networking support.

Travel allowances

Providing Rs.300 travel allowances to both boys and girls undergoing vocational training who have to commute a distance of 3 kilometres or more to the training centre (as was observed in the districts of Tamil Nadu) seems to affect positively the ability to attend, considering the uniformly poor background of the beneficiaries. In other states this monthly allowance was only provided to female trainees.

Migrants

As reported elsewhere in this report, a complication for INDUS has been adolescent workers from seasonal migrating families or who are without their parents under the direct supervision of 'masters'. Young people from the first group are often not able to complete their training if their families move away. Tracking of apprentices remains a problem under those circumstances. Subcontractors are usually not willing to allow adolescents who are working for them to attend the training, while the young people often cannot afford to lose part of their meagre income. A constant request was therefore heard from implementing agencies to provide these young people with financial incentives in order to enable them to attend vocational training.

Self-employment

The self-employment ratio¹²⁷ is exceeding one-third of all graduates (37%) and this apparent success contributes much to the overall achievement in this component. Early on during the field visits the issue was raised of the problem of becoming self-employed without having access to financial support to establish businesses due to age or lack of collateral from parents. This issue continued to be raised during the rest of the time in the field. Stakeholders requested options for the young entrepreneurs starting out to bridge the period with funds to purchase equipment and material.

It is necessary to pay significant attention to grooming the trainees to start their own business and helping them in learning the requisite skill of self-employment. Although work has been done to try to address some of the challenges - efforts included providing tool kits to enable trainees to start using the skills from the first day of completion of training; providing support to establish self-enterprises; providing post training technical support and problem solving - it is not clear how successful they have been. Much less has been done to encourage them to form Self-Help Groups and facilitate loans and grants from Government agencies or micro-credit systems that can assist them¹²⁸. These issues require continued concerted attention and innovative solutions.

Increasing incomes

Interactions with the young beneficiaries who have been provided jobs or self-employment opportunities informed the evaluation team that most of them are getting average monthly earnings of Rs.1 000 - Rs.2 000 in Madhya Pradesh, Rs.1 200 - Rs.2 400 in Maharashtra and Rs.1 200 - Rs.2 500 in Tamil Nadu, while they used to receive Rs.300 - Rs.500 per month before the training and placement.

Furthermore, during the field visits the evaluation team observed that beneficiaries often seemed to arrange employment for themselves with private agencies under circumstances which did not guarantee exploitation-free labour, nor were able to earn adequate income levels comparable with customary wages in the trade. However, despite this reported success the evaluation team found that there were examples where the beneficiaries continued to be financially exploited by new employers, earning no more than before albeit outside the hazardous sectors.

¹²⁷ Self-employment includes those working on 'job work basis'. In most of the industrial clusters there are very few workers employed in a factory setting. A large number continues to receive job work which they perform with basic machinery/equipment at home. According to the National Sample Survey Organisation's survey 93% of employment in India is in the unorganized (informal) sector.

¹²⁸ As most are below 18 years of age, they are not eligible themselves for government finance/subsidy for raising their capital infrastructure.

10. Project Component: Income Generation

10.1. Introduction

Since poverty is widely acknowledged as the dominant cause of child labour and poor children are pushed into work by their parents to supplement the meagre family income, any scheme designed for the ECL must provide for monetary compensation to the families whose children are withdrawn from work and admitted to schools. Accordingly, the INDUS Project has income generation as one of its main NCLP Plus components. The Project Document provides for organising the mothers of withdrawn child workers into self-help groups (SHGs) of 25 members each or adopting such groups where they already exist. This component was to be implemented in convergence with various schemes of the Departments of Rural and Urban Development, Women and Child Development and other state agencies involved in women's empowerment.

10.2. Reported progress

While the TECs started functioning from August 2004 onwards, this component received effective attention only after guidelines for its operationalisation were issued in April 2005. District targets were fixed at 500 mothers and a saving of Rs.30 to 50 per month by each member. The operational guidelines provide for a sensitisation programme for members of SHGs; the promotion of micro savings; orientation and counselling of members to identify their choices for income generating activities; and requisite skills training.

The field visit did not reveal any significant progress on this front, although interactions held with members of SHGs in the districts of Thiruvallur, Virudhunagar, Aurangabad and Kanpur showed that most SHGs have started making small savings and a number of their members have been trained in locally relevant income generating skills. They seemed enthusiastic and confident about the promised outcome of this intervention, yet which has not shown much progress to date. This observation was endorsed by stakeholders at the state and national level workshops.

Project target; number of mothers in SHGs	10 000
Number of mothers in SHGs ¹²⁹	8 358
Number of INDUS inspired SHGs	659
Number of these SHGs more than six months old	239 (36.3%)
Number of SHGs that have been graded	175 (26.6%)
Number of SHGs receiving grant	10 (1.5%)
Number of mothers with loans / subsidies from convergence schemes	280
Number of mothers receiving loan or revolving funds from banks	2 655
Number of mothers with training on SHG concepts	3 384 (29.5%)
Number of mothers with training in income generating activities	3 238 (28.2%)
Number of activities identified for income generation	13
Budget allocation by GOI to income generation component	Rs 7 375 000.00
Amount of budget allocation spent (until 30 Nov 2006)	Rs 80 830.00 (11.0%)

10.3. Emerging issues

A major challenge in the operationalisation of this component concerns the poverty status of the child labour families. The evaluation team learnt during field visits that a majority of the families of withdrawn children are not formally included in the Below Poverty Line (BPL) list which is the basis of all relief under the anti-poverty programmes. This poses serious difficulties in the economic rehabilitation of these families through the important mechanism of convergence with various schemes.

¹²⁹ The Mar-Aug TPR gives the number of SHGs as 753 and the number of mothers in SHGs as 8 617. The variation in data with the 30 November 2006 statement used in this table (and provided by the Project Team) is due to an inconsistency in data collection for the TPR. It included mothers already part of existing SHGs that have not been formally adopted by INDUS.

During interactions by the evaluation team with SHGs the members expressed their sense of disappointment and disillusionment over the delay in the release of the promised matching grant even after they have shown considerable savings from their meagre income. Some of them stated that bank loans were offered but the interest rate was too high for their financial capacities to bear. They also expressed keenness to be trained in new, profitable skills, such as beauty parlour work. Several confirmed that they felt more sure and confident of themselves after receiving skills training under INDUS, but that their social status in the family, particularly in relation to their husband's, would improve only when they started earning an income. This has not yet begun except in a few pockets in Tamil Nadu.

The slow operationalisation of this component was mentioned by many stakeholders, including the NGO implementers, as detrimental to the objectives of the Project.

11. Project Component: Strengthening Public Education

11.1. Introduction

The Public Education component makes INDUS a complementary effort to the flagship SSA intervention of the Department of Education, Ministry of Human Resources Development of GOI. The SSA aims at universalisation and the qualitative improvement of elementary education. Its mandate lays special emphasis on the development of relevant and useful curricula through the infusion of new approaches, teacher development and the development of infrastructure. INDUS was designed to work through the SSA to strengthen the public education system with a special focus on children at risk. It is required to improve the physical and material infrastructure and quality of education, and develop community monitoring systems.

This component was to ensure enrolment directly into formal schools of children in the 5-8 age group, especially potential child workers or 'at risk' children¹³⁰. It was to ensure retention of mainstreamed children of TECs in the identified formal schools designated as 'Lead Schools, and provide support for public education activities that would ensure enrolment, regular attendance and retention of 'at risk' children.

The design stipulates that the Project will *i.a.* support activities that will include community mobilisation to ensure enrolment, attendance and retention by extending the incentives of a free supply of textbooks and notebooks to all children studying in the Project target areas. The interventions are district-specific and have been spelt out in the APSOs of SSA.

11.2. Reported progress

The Evaluation Team found that the implementation of this component started late and is slow in showing progress. Significant time was lost in negotiating and planning the utilisation of budgeted funds and deciding the mechanism of their routing through NCLP Societies to SSA Societies.

The target of 'strengthening all formal schools in the Project area' has come to mean the strengthening of only those formal schools designated as Lead Schools¹³¹. Against the target of identifying a minimum of 800 Lead Schools (40 in each district), a total of 617 (77.0%) have been identified – 160 in Maharashtra, 225 in Tamil Nadu, 187 in Madhya Pradesh and 99 in Uttar Pradesh. In Uttar Pradesh a relatively small number of Lead Schools was identified to cater to the needs of 353 TECs. According to the Project Team the lower rate of identification is linked to infrastructure constraints in the districts and has highlighted deficiencies in the middle/secondary level schools of Uttar Pradesh infrastructure in big urban centres like Moradabad, Kanpur and Aligarh. Such issues cannot be resolved at the Project level and SSA has started attending to planning for urban areas.

The Lead Schools are required to be equipped and developed to become model schools capable of attracting all children to school in the Project area. Achievements so far are limited to sensitisation of headmasters and a few teachers of Lead Schools, regular interactions between the school administration and TEC teachers, the supply of reading material, sports goods and music instruments, and the support of social mobilisation measures. The following major activities are yet to start:

- Track 'out of school' children in the 5-8 age group and counsel their parents for their enrolment.

¹³⁰ Paragraph 28(i), page 28 of the Operational Guidelines, INDUS Project.

¹³¹ This was linked to the availability of resources. The strategy was finalised in consultation with MOLE/MHRD and field partners based on the component objectives and budget.

- Integrate work experience into the curriculum (a three day life skills programme has recently started in Upper Primary Lead Schools in Tamil Nadu). Ten Upper Primary Schools and ITIs have been identified for this purpose in each district.
- Support an activity centre in each lead school (This has been attempted in certain places).
- Train VECs and PTAs.

11.3. Emerging issues

Age group 5-8 years

Table 14 provides state-wise figures for the identification of working children where were required to be enrolled and the number actually enrolled.

State	Number of child workers identified (5-8 yrs)			Number of out of school child workers identified (5-8 yrs)			No. of child workers enrolled (5-8 yrs)		
	B	G	T	B	G	T	B	G	T
Madhya Pradesh	8819	7863	16682	2703	2268	4971	1955	1850	3805
Maharashtra	2572	2038	4610	1683	1193	2876	1245	945	2190
Tamil Nadu	554	654	1208	228	199	427	178	203	381
Uttar Pradesh	9752	8220	17,972	5704	5514	11218	3348	3755	7103
Total	21697	18775	40472	10318	9174	19492	6726	6753	13479

Uttar Pradesh and Madhya Pradesh account for 85.6% of the total number of identified children. The relatively low figures for Tamil Nadu (1 208) and Maharashtra (4 610) indicate the success of the ongoing UEE campaign in these states. Whereas the overall percentage of admission of 'at risk' children is 69.2%, Tamil Nadu has registered 89.2%, Madhya Pradesh 76.5%, Maharashtra 76.1% and Uttar Pradesh 63. 3%.

The retention figures on 30 September 2006 show only 6 477 children in school (48.5% of the total enrolled). The poor retention rate may be misleading as it is partly due to the fact that not all children could be enrolled in Lead Schools and tracked effectively. The INDUS tracking mechanism focuses on mainstreamed children who join Lead Schools after leaving TECs. Children withdrawn from work and admitted directly to formal school are also not beneficiaries in any material sense. There is thus no direct motivation for them and their parents to ensure their retention. The Evaluation Team supports the widely held view that unless all the withdrawn children are accommodated in special Lead Schools, the effective strengthening of *all* formal schools admitting working children under the SSA and INDUS is essential for high retention.

The Evaluation Team discussed at length with all stakeholders the nature of an effective strategy to address the withdrawal and schooling of children in the 5-8 year age group. Views were mixed. Some State Education Department officials the expressed the view that the matter could be left entirely to the Education Department for action under SSA. In Uttar Pradesh the Evaluation Team was informed that the plans of SSA are being designed and structured to take care of the INDUS interventions. The SSA officials considered their programme to be equipped to implement the public education component currently covered in INDUS. At the National Stakeholder Workshop many participants had a different point of view and articulated a special concern for this age group as many in this most vulnerable group have already been engaged in illegal child labour activities rampant in several parts of the country. They stressed the need for

incorporating this additional component in all schools under the NCLP and SSA on the same basis as is currently the case in INDUS.

Age group 9-13 years

Lead Schools are required to be developed as model schools capable of attracting all children from the Project area to school and providing the requisite support to ensure retention of mainstreamed children. Support activities have been carefully planned in all the states for this purpose. However, to date all that seems to have been achieved is the sensitisation of headmasters and a few teachers of Lead Schools, the supply of library books, games and music material, and social mobilisation efforts on a moderate scale. Work education, identified by the MHRD as an important supplementary initiative, has started only at the end of 2006, with the identification of ten Upper Primary Schools in all the States. UP has identified ITIs to support this initiative, and the states are in the process of doing the same.

The field visit revealed that poor progress in implementation of this component is largely due to the delay in release of funds to the district SSA Societies which are the implementing agencies for this component. The budget statement provided by the Project Team shows an allocation of approximately Rs.8.4 million (varying marginally from district to district) to each district. Out of a total allocation of Rs.136 867 600 only 26.0% has been released. This means that a huge balance is left with only eight months of the Project period remaining.

Although achievements on the ground are not yet visible, the headmasters of all the Lead Schools visited by the Evaluation Team were ostensibly enthusiastic about the expected outcome of this intervention and were eagerly awaiting the promised support. They seemed sufficiently sensitised to take up their responsibility for giving special care and attention to the mainstreamed children and seem to working with a good sense of involvement. Their contact and rapport with the TEC teachers seemed satisfactory in the few cases the evaluation team was able to assess.

Hardly any case of drop-out of mainstreamed children was reported by any of the Lead Schools with whom the evaluation team could react. Formal statistics on this issue are not available. The attendance rate of the mainstreamed children was found to be more or less the same as that of others (65-70%). The situation is likely to improve further when all the promised benefits under the public education component are delivered to the Lead Schools.

12. Project Component: Social Mobilisation

12.1. Introduction

A social mobilisation campaign forms an important Project component of the Project, aimed at motivating and building the capacities of employers, social partners, families and communities to undertake joint and/or separate action against hazardous child labour in order to change social norms, mobilise civil society resources and create general public awareness¹³².

The strategy was to be executed over 1.5 years, focusing activities on the villages and wards in which the INDUS is working¹³³. Major tasks were to be left to the district level, with direct responsibility for planning, implementation and monitoring handed to the District Collector and District Project Director. The NCLP Societies and the SRCs were to oversee the component at district and state level respectively. Advocacy material was to be prepared by specialised agencies and disseminated through project staff and other implementers. National and state agencies were to coordinate workshops and other events.

The importance of this component to Project success was highlighted by its expansion to cover three key aspects:

- Communication, social mobilisation and awareness raising;
- Trade union action against child labour
- Work with employer organisations.

12.2. Reported progress

Recent progress reports indicate very good progress with this component¹³⁴. Key activities included the development of a set of tools for use in a structured campaign, replicated at state level, distributed to districts and accompanied by training courses. A handbook was provided to facilitate campaign implementation. Mass media tools were also completed, including radio jingles and spots, TV spots and a 22-minute sensitisation film. The project message and outdoor tools such as posters, banners, flags, pamphlets and radio jingles were extensively used in the various programs organised to observe the fifth World Day Against Child Labour (WDACL).’

At the start of the Project funds were given to districts to initiate sensitisation programmes. Although these were generally observed to have provided a certain impetus, there was an expressed ‘need for a structured and well-planned strategy to ensure effective sensitisation and awareness raising’ in order to increase the impact of this component. A private agency was commissioned to develop a communication strategy and tools in consultation with state and district partners.¹³⁵ The tools are now available and used in the field.

¹³² The Operational Guidelines describe the objective and intended outputs more specifically: Indifference towards the suffering of working children needs to change. A shift of attitudes is needed among those directly concerned with the problem - children, parents, and employers and society as a whole. Once society as a whole recognises that child labour is a problem, the stage would have been set to stigmatise and then eradicate its most abusive manifestations.

¹³³ Implementation is divided into six activities: 1) mass media; 2) outreach programmes; 3) special groups (including trade unions, community leaders, influential persons); 4) advertisements and visibility; 5) child to child campaign; and 6) personal communication

¹³⁴ Project reports in the September 2006 TPR

¹³⁵ Contrary to reporting in the TPR September 2006 the Note on Progress describes the problem of real participation by State and District stakeholders in the awareness campaign development process due to resistance by the commissioned agency to involve partners very closely (p. 57). It is thus not clear if and in how far stakeholders actually were involved in the campaign development.

The second part of social mobilisation focused on trade unions¹³⁶. These organisations are important stakeholders in any ECL programme. They can raise awareness of the labour leaders and members through workers' education, participate in awareness generation for the general public and influence the employers against child labour through collective bargaining. Based on the recommendations of a national trade union workshop convened by MOLE in February 2004, a series of activities were designed to achieve the objective of mainstreaming child labour issues into the work of over 400 sectoral trade unions affiliated to the national level federations. An important output was the establishment of a Trade Union Coordination Committee for the Elimination of Child Labour (TUCCCL) for joint action by all unions. They also formed state level Co-ordination Committees for the elimination of child labour in Tamil Nadu, Madhya Pradesh and Uttar Pradesh, and nominated focal points at the state headquarters and in 15 INDUS districts. In a very significant development one central trade union, Bharatiya Mazdoor Sangh (BMS), claiming a membership of 10 million workers, invited ILO to participate to their conferences to sensitise office bearers on child labour. In a significant development BMS passed a resolution on child labour, calling on each of their members not to employ children in any of their activities and to sponsor the education of one child worker with the aim to reach 1 million child workers.

In close collaboration with the Central Board for Workers Education (CBWE), trade unions have also organised training sessions on child labour at state and district level. According to the latest information 41 training programmes were executed - 14 at national and 27 at state level - reaching 1 407 officials.

Working with employers was the third part of the social mobilisation campaign. According to Project reports¹³⁷ a large number of employer representatives participated in seminars and workshops organised by the Project, mobilising a reported 96% (1 926 employers) of 'organised employers' in the Project areas. It is further reported that as a result of the mobilisation efforts employers in several districts have partnered in campaigns, released child workers from hazardous work and accepted trainees graduating from vocational training programmes. In these efforts the Project builds on collaboration with the Offices of the Labour Commissioners.

12.3. Emerging issues

Communication and awareness raising component

With the limited methodology the Evaluation Team found it hard to judge the level of activity and success in the various states and districts. From reports and anecdote it is apparent that impressive awareness raising campaigns had been conducted in certain districts. This was confirmed by press clippings and other media reports. The District Collector in one district was extremely active in campaigning against child labour and he had in the half year in the district not only motivated many of the district officials to be active but achieved much media coverage and support from all social partners in the district. It is not surprising that this district is very often included in visitors' schedules. However, the very active and innovative approach by this particular District Collector does not seem to be the norm in most districts.

At state level the Governments of Uttar Pradesh and Madhya Pradesh have used radio jingles and spots produced by the Project in all their districts as a key mass media mobilisation tool. The Project had also distributed various printed materials such as posters, calendars and caps. From time to time rallies and village melas (village fairs) on child labour were being organised. Special street-plays were also being performed. In spite of all these activities the Evaluation Team's impression was that at village level social

¹³⁶ There are five central trade unions: All India Trade Union Congress (AITUC), Bharatiya Mazdoor Sangh (BMS), Centre of Indian Trade Unions (CITU), Hind Mazdoor Sabha (HMS) and Indian National Trade Union Congress (INTUC).

¹³⁷ TPR of September 2006

mobilisation remained focussed around TECs and their beneficiaries and was not spread around in the community at large.

The 'holistic campaign' strategy and tools development process has recently been completed. Around 34 tools have been developed to facilitate implementation of a larger strategy. It is unfortunate that it is being implemented at a time when the Project is already nearing completion. The Evaluation Team has found no clear explanation for the late development and implementation of concerted strategy at a time when most withdrawal and 'back-to-school' activities are nearing their completion, although the Project Team notes that it is a process that had to develop over time, with some activities starting right from the beginning.

The Evaluation Team's interaction with NGOs involved in running TECs confirmed the importance of making ordinary people - not only parents of child labourers - aware of the issue of child labour and child rights. Many NGOs used various means and methods for social mobilisation but they are limited in scope to their work area. NGOs are well positioned to mobilise people locally if they have both financial and technical support to develop skills and materials. The Project has not provided, or facilitated the provision of such professional support.

During the field visits Evaluation Team members were sometimes able to meet with individuals and groups of community workers who were the ones assigned to mobilise the parents, teachers and others in the communities. In many locations it was a surprise to learn that the background of these workers was often not in social work, although all workers met had a university degree. NGO staff noted that at the beginning of implementation the lack of social work experience limited the impact of this work among parents. After a while the community workers gained experience and implementation improved. However several leading NGO representatives felt that for professional, practical and efficiency reasons the community workers could be better employed through the implementing organisations. They were close to the people to be mobilised and as organisations were better equipped to recruit and supervise community workers.

The social mobilisation of women, especially mothers of those enrolled in TECs or vocational training programmes, is a Project focus but could be enhanced. A special effort is needed to involve them either in the TECs or in vocational training activities. Highlighting good practices and success stories could improve the social mobilisation among parents. Unemployed youth has largely been an untargeted audience which could be mobilised to assist in campaigns and general awareness creation¹³⁸.

The Project has published a book entitled "*Communication in Action: A Book for Social Mobilisation on Child Labour*". This is a very useful document which has been translated into several local languages and can reach a broad audience if distributed on a large scale. The principle of translating material into local languages is according to the Project Team being applied for all social mobilisation materials developed by the Project.

Trade union component

The growing involvement of the trade unions in child labour issues in INDUS districts¹³⁹ was confirmed by the evaluation team's interaction with trade union leaders at Virudhunagar, Tiruvallur and Aurangabad and in state level stakeholder workshops. These leaders noted that the major central trade unions in India are now raising a "combined and common" voice against child labour. They gave examples of their efforts

¹³⁸ The Evaluation Team understands that unemployed youth have been targeted through sensitization programmes held for Nehru Kendra volunteers.

¹³⁹ The TPR September 2006 does not, unlike for employers' organisations, target the trade unions and thus progress can only be measured in qualitative terms, and still only on the central level.

aimed at sensitising the general public opinion and influencing employers, workers, government officers and community leaders against child labour. They were candid in admitting a shift in their own attitudes towards child labour, which they had earlier considered a “necessary evil born of poverty” and now treat as a “social curse which should be fought by all sections of society”.

The trade unions unanimously expressed frustration at not being invited at earlier dates to participate in Project activities, but acknowledged the progress made in formal ways by establishing the committees and formulation of national plans. Some union leaders confirmed the need for large-scale campaigns to raise awareness and educate the population and pointed to the capacity they have to organise mass campaigns. This capacity has not yet been called on by the Project in the districts visited. On the other hand the Project Team pointed out the fact that trade unions have limited capacities to influence the informal sector where most of the child workers are currently employed, especially in family contexts.

In their own view the trade unions are now in the forefront of the battle against child labour. While it may not be correct to attribute this positive development entirely to the INDUS Project, it has benefited from the trade union involvement in ILO-IPEC programmes. INDUS is likely to have contributed significantly to making child labour an issue of concern to trade unions in India. These national activities of the trade unions seem to have potential to outlive the Project and to become a force by itself. But this initiative still seems very fragile and the Project should continue to make special efforts to help ensure that these activities maintain momentum.

Employer component

The Project has also been active in trying to seek employers’ support, yet they were represented at only one stakeholder workshop. Meeting with employers and conducting meaningful exchanges was almost impossible during the field mission. The Project team could therefore not verify the effect of the reported large number of employer participants in Project seminars and workshops (said to be 96% or 1 926 employers of ‘organised employers’ organisations). It is clear that any strategy for engaging employers needs to be very well designed in view of sensitivity of the relationship between those employers who may have commercial interests as primary focus and those who wish to see an end to child labour.

It is reported that as a result of the mobilisation efforts employers in several districts have partnered in campaigns and released child workers from hazardous work. Several have of course also accepted trainees graduating from vocational training programmes. In these efforts the Project builds on collaboration with the Offices of the Labour Commissioners, but there remains is much to do to engage employer organisations in a constructive way. Public-private partnerships could be promoted in various ways for the benefit of the Project. The evaluation team observed during its field visit to Kanpur that certain employers were ready to contribute to the Project in various ways. There are examples where children received school uniforms donated by one of the employers. Better and more relationships should also be nurtured with an eye on future collaboration towards employer initiated vocational training and apprenticeship programmes. Employers’ organisations are mainly interested in the formal sector and in the 14 to 17 years target group as future employees and can offer work opportunities to this important Project target group.

The recently launched study on Occupational Safety and Health is a demand-driven initiative launched to generate public concern over child labour and to inform parents as well as employers about the risks to the children and adolescents. In the case of adolescents who are permitted to work, employers can be encouraged or provided with incentives to improve the work environment. The evaluation team supports this study as part of the larger social mobilisation campaign, with the caveat that improving conditions should not be used to justify the use of children as labourers. A spin-off benefit from this study is that key national government research agencies (DGFASLI, NIOH, NISTADS) are for the first time working on child labour issues.

However as part of the Project focus on delivering good quality products and services, these studies should also be checked for sound methodology.¹⁴⁰

¹⁴⁰ The evaluation team found some weaknesses in this regard in some of the studies to which they were exposed.

Annex 1: Terms of Reference

I. Background and Justification

Background to Joint Evaluation

INDUS Child Labour Project is a technical co-operation project of the Government of India and the Government of United States of America. ILO is coordinating the project implementation in active partnership with State Governments; district National Child Labour Project (NCLP) Societies and *Sarva Shiksha Abhiyan* (SSA) Societies. The INDUS project is a joint programme with a multi-layered operational framework. The project has a comprehensive approach with focus on ten identified hazardous sectors for elimination of child labour. INDUS Project was designed and conceived as a complimentary effort to the NCLP and SSA. Hence, while continuing with the existing components in the NCLP and SSA system, the INDUS also implements additional, components which are referred to as NCLP Plus (+) and SSA Plus (+). The idea of Plus activities is to pilot test those in the INDUS Project and if they are found useful and successful, replicate these initiatives in the remaining NCLPs and SSAs in the country. Hence, INDUS Project initiatives have to be viewed as NCLP Plus and SSA Plus pilot initiatives, attempting to develop replicable models for up scaling by Government of India and in other ILO-IPEC Projects. The review will thus need to consider all components of the composite INDUS project – NCLP, SSA as well as the Plus elements. In these TORs the term “INDUS Project” will refer to this composite. If the reference is specific to the USDOL funded part it will be referred to as the “USDOL funded part of the INDUS project”.

The INDUS Project Document states that “there will be *joint mid-term and final independent evaluation* of the project by the MOL, MOE, USDOL and ILO”. The agreed evaluation process calls for a joint mid-term evaluation of all components. The project document stipulates the use of ILO/IPEC principles to arrange a joint mid-term evaluation by Ministry of Labour (MOL) and Ministry of Education (MOE) from GOI, US DOL and the ILO – “The terms of reference of the joint evaluations (issues to be addressed, approach, methodology and timing etc.) will be decided in consultation with USDOL and GOI-MOL” (Project Document). The evaluation unit at IPEC headquarters (the Design, Evaluation and Documentation section or DED) should coordinate the evaluation.

Evaluation of Technical Cooperation projects and programmes has a long history in ILO with traditional tripartite evaluations by government, funding agency and executing agency. The principles for such evaluations are well established in the ILO, and there is considerable further experience of managing independent and credible multi-stakeholder programme level evaluations of linked and complementary activities. IPEC consistently apply a consultative process for determining the nature of evaluations, including the drafting of Terms of Reference (TORs).

Background to Components of the “INDUS framework”

The INDUS Project works in a federal environment. At the National level, the project seeks to develop a comprehensive ECL model by closely working with the NCLP and SSA Programmes. Recognising that the state governments set up their own development agendas and priorities and an enabling environment at the state level is crucial to the success of any ECL efforts, the project is actively and systematically engaged in the process of involving the state government as an active partner. As the district is the key operational level for implementation of Action Programmes and effecting change, the project seeks to strengthen and engender a more participatory approach to elimination of child labour.

The key components of the Project are as follows:

- **Enrolment in public elementary education.** The project targets a large proportion of young children (5-8 years) for enrolment in elementary education. For, it believes that progressive elimination of child labour is directly linked to full enrolment and retention of children in formal education system.
- **Withdrawal and provision of transitional education.** Recognizing, the special needs of older working children (9-13 years), the project focuses on providing a bridge course through transitional education to enable a smooth transition to mainstream either formal education or to vocational training.
- **Strengthen Vocational Training (VT).** Given that the objective of Project is to present demonstrable models for withdrawal of child labour, it places special emphasis on providing skill training to older child and adolescent workers (14-17 years). Efforts are being made to either complement the existing trade skills or to introduce allied marketable skills and forge linkages with employers.
- **Local Community Institution Building through thrift and credit management and enhancing women's socio-economic status.** Recognizing the significant contribution that parents of rehabilitated child labour can offer in transforming the attitude of the family and community towards child labour, the project specifically targets mothers of children enrolled in Transitional Prevocational Education Centres (TECs) through the formation of viable self-help groups (SHGs). To compensate the families' real and imagined loss in releasing the children to participate in educational system, efforts are being made to organize mothers of child workers into “self-help” groups. The revolving funds for the SHGs and training of women members will be done through convergence mechanism with the Government of India's income generation programmes. Interested mothers will also be encouraged to avail short-term vocational skill training programmes at the ITIs.

- **Strengthening public education of child workers.** Given the proven role of access to education in reducing the incidence of child labour, the project recognises the need to strengthen the primary education infrastructure and improve quality of education in project areas.
- **Social Mobilization.** Social mobilization seeks to involve as many groups and individuals as possible to help change social norms or values related to child labour in affected communities, to mobilise the considerable existing resources of civil society for the cause, and to help make the general public aware of the problem of child labour and its negative consequences.
- **Capacity Building:** The project seeks to build capacities of key government departments, training agencies, and civil society organisations. It also seeks to sensitise a wide range of stakeholders on child labour issues. Capacity building exercises would be carried out at state level and extend downwards to district, municipal, block and village levels. The aim is to mainstream child labour function into the regular training activities of the state government and leave behind a model for capacity building on child labour.

An integral part of these activities will be the design and implementation of a sustainable community-based monitoring system that could complement the enforcement by the Ministry of Labour and Department of Education of child labour legislation and compulsory education policies.

While developing detailed work plans for implementation of the Project, the Project team had broadened the scope of "Sensitisation and capacity building of government agencies and civil society partners," "social mobilisation activities including working with the workers and employers organisations" components and added the following new components:

- Mainstreaming child labour concerns in workers education programme in India and
- Action research on occupational safety and health of child labour in hazardous sectors

Links to NCLP and SSA

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

Update on the Project:

The project adopted a participatory method to identify beneficiaries. The Listing operation in 20 project districts across four subject States revealed a total of 2,72,265 child workers. Enrolling child workers in schools, transitional education centres and vocational training centres is seen as a key strategy for rehabilitation of child and adolescent workers withdrawn from work. The Transitional Education component is fully operational in the field. 937 TEC's are running with 42,888 children. Of the 13,753 children mainstreamed from TECs to public education schools, over 80% have been retained. The Vocational training component is also fully operational in the field. In all the Project states, adolescents are being provided training in 129 courses, 11,909 adolescents have been enrolled in primary schools. Of the 7,215 adolescents who have completed training, more than 50% have obtained work. A total of 27,235 children in the 5-14 age group have been enrolled in primary schools. The public education system has also taken cognizance of child labour as a focus group and incorporated child labour concerns right from the stage of initial planning and drawing up of District Elementary Education Plans (DEEP) and annual plans for the achievement of UEE. The project is now in the process of operationalising the public education component of the project in the field. The Project is now actively developing income generation strategies for child labour elimination by linking child labour families with the ongoing government schemes that provide access to micro credit and subsidies.

The project has systematically worked at developing a comprehensive multi-pronged communication strategy. A variety of tools have been developed to aid awareness raising efforts at the field level. All the tools have been disseminated and efforts are being made to ensure proper usage. Realising the important role of trade unions and employers organisations in ensuring child labour free work places and in preventing child labour, the project has extensively engaged in a dialogue with the five central trade unions as well as the nodal employers organisation. The five central trade unions have come together and formed a Trade Union Co-ordination Committee on Child Labour (TUCCL). All the central trade unions have now focussed their attention to take the fight against child labour at the grass roots level. They have formed state level co-ordination committees in three INDUS Project states and 15 INDUS districts. Work with the sectoral trade unions to mainstream child labour concerns has also gained momentum.

Simultaneously, the project is working towards sensitising and building capacities of key government agencies and civil society partners in project states on child labour. The project, through an action research to study the occupational health and safety aims to develop interim solutions to protect adolescents and young adults from hazards at work places. The project is also working towards developing both better manual as well as computerised systems to assist in better project management. A financial software has been developed to assist implementing agencies prepare financial progress reports. The project has also operationalised a beneficiary tracking system, through which it is tracking and following up on the progress of all project beneficiaries.

II. Purpose and Scope

The Joint Mid-Term Evaluation will be done as an interim evaluation scheduled for October-November 2006. The evaluation will assess the achievement and progress so far for the project as a whole as well as for the individual components and their linked or joined activities. Strategic

lessons learned will be identified and recommendations put forward to be considered in further discussions of adjustment of strategies for the programme as whole as well as for individual components. The evaluation will also review plans for promoting long-term sustainability.

It will cover all activities considered as being part of the "Indus Framework" of USD 40 million (list to be developed) and under implementation in the period 2003 to the date of the evaluation.

III. Suggested Aspect to Consider

The specific issues and aspects to be addressed in the joint interim evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation.

Some broad areas in which specific aspects to be addressed can be identified are:

- Validation of the strategic approach, including any changes in the strategies used
- Validity and Relevance of the Programme and its components (project continues to make sense in meeting needs)
- Achievement (reaching the target groups) and Progress so far, including significant effects of project performance
- Effectiveness and Efficiency (project results versus inputs) of the Implementation Process
- The relevant and operation of the multi-layered institutional set-up and systems (This second part is deleted as it gets covered under bullet no 2 as a project component.
- Implementation mechanisms and partnering with government programmes
- Linkages between components and with relevant programmes and policies
- Factors affecting project performance, including implementation procedures and mechanisms and unanticipated effects
- Alternative or other possible ways to address the issue
- Key concerns, lessons learned and emerging good practices
- Evidence of possible sustainability (project benefits sustained after withdrawal of external support), including possible replication and up-scaling of models of intervention used
- Analyse whether changes to the program and project implementation strategy might be necessary.

Guidance for the aspects to be addressed can be obtained from the ILO established overall evaluation concerns such as validity of design, relevance, effectiveness, efficiency, causality, alternative strategies, unanticipated effects and sustainability.¹⁴¹

IV. Methodology

The Joint Interim Evaluation will be conducted by an evaluation team of independent experts evaluators nominated by the key stakeholders to the evaluation and specific areas of expertise, with one of the team members appointed the evaluation coordinator. Specifically the composition is:

Team member 1	Nominated by GOI (MOL)	Child labour and Community Development
Team member 2	Nominated by GOI (DOE, MHRD)	Child Labour and Education
Team member 3:	Nominated by US DOL	Child Labour and Education
Team member 4	Nominated by ILO/IPEC	Child labour knowledge, familiarity with ILO Extensive evaluation experience at international level

The areas of expertise are based on the need to consider the different technical expertise required for this type of project. In each case the team members will have documented evaluation experience. The international evaluator nominated by ILO/IPEC will be a highly qualified senior evaluation specialist with extensive experience from evaluations of this kind. Similarly the other evaluators will have extensive experience of this type of work. The members of the team will select a team leader (most senior team member) and a technical coordinator (team member with most evaluation experience) during its first sitting/meeting as well as agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

The role of the team leader will be

- a. Liaise with project management and stakeholders on the implementation of the evaluation in coordination with other team members
- b. Facilitate the preparation of outputs of the evaluation team by ensuring that all parts of the report are completed as per deadline

¹⁴¹ Please see *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects*, section 1.2, November 1997.

The role of the technical coordinator will be

- a. Coordinate the use of evaluation processes and methodologies as agreed by the team
- b. Ensure that the final report is prepared as agreed by the evaluation team, reflecting perspectives as appropriate and in accordance with the terms of reference for the evaluation
- c. Complete the report writing as per agreed scope and within time lines

The evaluation will consist of

- A series of meetings in-country, desk reviews and analysis of relevant reports and data related to the programme and its components,
- Interviews with key stakeholders at national, state level and district level and
- A final stakeholder evaluation workshop(s).

If resources permit, a number of sub-studies can be carried out by individual team members or local organisations. The suggested topics for the sub-studies are

- Participation of communities in project activities to prevent and eliminate child labour
- An emerging good practice on convergence for ECL
- Experiences of partnering with Government Programmes(NCLP and SSA)
- Capacity Building exercises at state level to end child labour
- Contribution and partnership with state government for ECL

2. The following are the steps in the process

Preparation for evaluation: drafting and agreement on the TORs; identification and selection of team members	By end of September 2006
Desk: Analysis of existing reports and data by evaluation team	26 October - 3 November 2006
In-country evaluation mission: initial round of consultation with key stakeholders, preparation of evaluation plan; including the sub-studies; identify available data sources and assign responsibilities for elements of the evaluation; field visits to selected areas by evaluation team; local stakeholder evaluation workshops; further desk review and analysis, further interview with key stakeholders at relevant national and state level, participation in project activities scheduled in the period;	6-17 November 2006
Stakeholder Evaluation Workshop: presentation of preliminary findings and discussions on possible adjustment of strategies;	Saturday 18 November 2006
Final report: preparation of first complete draft, comments by key stakeholders, preparation of final draft (one week for preparation of first draft, one week for comments and one week for preparation of second and final draft)	End of November 2006/Early December 2006

3. The specific schedule for the evaluation will be determined through consultations.

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

V. Expected Outputs

5. The expected outputs are

- An evaluation work plan with clear division of responsibilities and a annotated outline
- A background note and programme for stakeholder evaluation workshop
- A draft evaluation report for comments from key stakeholders
- A final evaluation report for submission to GOI-NSC, USDOL and ILO

6. The final report will contain

- Executive summary (of conclusions, recommendations and lessons learned)
- Introduction (background of the evaluation, analysis and critical assessment of the methodology used for the evaluation)
- Design (Relevance of the proposed strategy, process of development and design of the project, process of development)

- Findings (implementation, efficiency, effectiveness, performance, unexpected effects)
- Networking and Linkages
- Evidence of sustainability
- Conclusions and recommendations, lessons learned and emerging good practices
- Annex (composition of the evaluation team and distribution of work, itinerary, sources of information, and other technical annexes and relevant documents)

VI. Resources and Management

Resources

7. In line with the principles of joint evaluation these joint Terms of Reference will ensure a joint and independent evaluation process.
8. The breakdown of resources for the evaluation are:
 - The evaluation funds in USDOL funded part of the INDUS project will cover the participation of the international evaluator nominated by ILO (fees, international and national expenses)
 - The evaluator nominated by USDOL will be covered by separate funds from USDOL.
 - The evaluators nominated by GOI will be covered by government funds as per established procedures.
 - Local travel for the evaluation team will be covered by evaluation funds in the USDOL funded part of the INDUS project.
 - The stakeholder evaluation workshops at different level will be jointly funded.
 - Any international participation by representatives of ILO or USDOL will be funded separately.

Management

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

Annex 2: The evaluation matrix

Key Issue	Sub-Issue	Evaluation Questions	Information Sources
Project design	Relevance of the strategic approach and Project design ¹⁴²	<ul style="list-style-type: none"> To what extent was the Project in line with the needs and challenges faced by the country at the time of its design? Was it well informed by national (<i>state?</i>) priorities and the socio-economic, cultural and political situation? To what extent was the Project informed by policies and programmes already under way in the country? To what extent did the Project design address, or link to efforts to address the root causes of child labour in the country? To what extent did the approaches and processes used to identify the Project components and selection of participating states increase its potential to be relevant? To what extent is this a timely intervention? 	Project Documents and APSOs Reports and Context Documents by International and Local Agencies, GOI, ILO-IPEC Note on Project Progress; Project Review Report Technical Progress Reports INDUS Operational Guidelines Practical Guide for Conducting CL Survey SSA Report Baseline Survey Summary Outline Presentations by Project Staff Individual Discussions
	Validity of the strategic approach and programme design	<ul style="list-style-type: none"> To what extent was there an enabling environment to give the Project a fair chance of success? To what extent did the approaches and processes used to identify the Project components and selection of participating states increase the potential for ownership by key stakeholders (e.g. government at various levels social partners; potential beneficiaries)? To what extent was the Project design based on reliable and appropriate data and information? To what extent were the Project and component implementation timeframes realistic? Was a strategy for sustainability of Project benefits included and clearly defined in the design? 	Project Documents and APSOs Reports and Context Documents by International and Local Agencies, GOI, ILO-IPEC Note on Project Progress; Project Review Report Technical Progress Reports State Action Plans Labour Market Survey and Methodology INDUS Operational Guidelines Presentations by Project staff Workshop, Group and Individual Discussions
	Quality of the programme logic	<ul style="list-style-type: none"> Is the Project design logical and coherent? Has the programme theory been clearly defined with logical linkage between objectives, inputs, activities and results? Are the strategies, components and activities clearly linked? Were the component designs appropriate for the achievement of objectives and the desired outcomes and impact? 	Project Documents and APSOs Technical Progress Reports Note on Project Progress; Project Review Report Individual Discussions
	Consideration of cross-cutting issues	<ul style="list-style-type: none"> Have gender considerations been adequately included in the Project design? Does the Project clearly spell out where gender differences and interests should be taken into account? Has the role of culture and tradition been adequately included in the Project design? Does the Project clearly spell out where culture and tradition should be taken into account? 	Project Documents and APSOs Technical Progress Reports, PMP and (cross-check of) Monitoring Data Reports and Context Documents by International and Local Agencies, GOI, ILO-IPEC Notes on Project Progress; Project Review Report Sample Report of Survey Labour Market Survey State Action Plans Survey Training Workshop Report Sensitisation Module; Strategy Paper Presentations by Project Staff Individual discussions

¹⁴² The "Project design" includes all iterations accepted as formal Project documents and their revision.

Key Issue	Sub-Issue	Evaluation Questions	Information Sources
	Appropriateness of accountability, organisational learning and knowledge management systems	<ul style="list-style-type: none"> Were appropriate accountability measures put into place? Was a useful monitoring and (self)-evaluation system included in the Project design, including appropriate indicators and opportunities for analysis and reflection for effective tracking and improvement of progress and results? Does the Project design have an adequate emphasis on organisational learning and knowledge management? 	Project Documents and APSOs INDUS Operational Guidelines Technical Progress Reports, PMP Notes on Project Progress; Project Review Report INDUS Publications, incl. Good Practices and Lessons Learnt Presentations by Project Staff Workshop, Individual and Group Discussions
Institutional arrangements	Suitability and effectiveness of institutional arrangements	<ul style="list-style-type: none"> Were the institutional arrangements, including roles, responsibilities and expected commitment of the various role players clearly defined and reflected in the Project design? Were they realistic and practical? To what extent is the institutional model for the oversight, coordination and management of the Project working as expected? How effective have the steering committees been in their roles? How well do they link with other critical role players? 	Project Documents and APSOs INDUS Operational Guidelines GOI Website Documentation Selected Meeting Minutes Technical Progress Reports, PMP Notes on Project Progress; Project Review Report Presentations by Project Staff Workshop, Individual and Group Discussions
Partnerships and external linkages	Suitability and effectiveness of partnerships	<ul style="list-style-type: none"> What is the level of commitment to the Project displayed by the key role players? Is this adequate to advance and sustain the programme? Do the Project partnerships support its effective and efficient implementation? Is there adequate coordination between the key role players? Were effective networks built between organisations and government agencies working to address child labour at national, state and local levels? If so, how well do these networks support and influence the Project? How well does the tripartite arrangement work in support of the Project? 	Project Documents and APSOs INDUS Operational Guidelines GOI Website Documentation Technical Progress Reports, PMP Notes on Project Progress; Project Review Report Trade Union Workshop Report National Workshop on Effective Implementation (VGNL Report SSA Report Steering Committee Reports Presentations by Project Staff Workshop, Individual and Group Discussions
	Extent of linkages and convergence with existing policies and interventions	<ul style="list-style-type: none"> To what extent has the Project made use of other policies and programmes to further its objectives? How effective has the Project been in promoting convergence between initiatives and stakeholders? 	Project Documents and APSOs INDUS Operational Guidelines Technical Progress Reports, PMP Notes on Project Progress; Project Review Report TU Workshop Report National Workshop on Effective Implementation (VGNL Report; SSA Report ILO Conventions; Laws relating to CL Capacity Building Programme Module VSGNLI Report, TU Report. Presentations by Project Staff Workshop, Individual and Group Discussions
Project implementation and performance	Effectiveness	<ul style="list-style-type: none"> What are the main Project achievements to date? To what extent is the Project on track towards achieving its targets and objectives within the given timeframes? 	APSOs (TEC, VT, SSA, NRC, SRC, Training and Capacity Building and TUs) Notes on Project Progress; Project Review Report Technical Progress Reports, PMP and cross-checking of

Key Issue	Sub-Issue	Evaluation Questions	Information Sources
		<ul style="list-style-type: none"> • Have adequate data and information been collected on useful indicators of success? Are these being used? • Are there any unintended consequences from the work of the Project? • To what extent has the Project added value to (increased the effectiveness of) the NCLP? • To what extent has the Project added value to (increased the effectiveness of) the SSA? • To what extent have quality management mechanisms been implemented to help ensure Project success? • To what extent have gender considerations been mainstreamed across Project implementation approaches and activities? (Has the Project where appropriate adopted approaches and mechanisms to ensure its relevance to women/girls and men/boys?) • To what extent have considerations of culture and tradition been taken into account across Project implementation approaches and activities? Have constraining and facilitating factors been identified and addressed to the extent required or feasible? • To what extent are the management approaches, mechanisms and processes conducive or obstructive to the effective and efficient implementation of the Project? 	<p>Monitoring Data Field, State and Workshop Reports Briefing Material Meeting Minutes Presentations by Project Staff Workshop, Individual and Group Discussions</p>
	Relevance	<ul style="list-style-type: none"> • Do the needs and challenges that gave rise to the Project still exist? Are there new challenges that should be addressed? • If there have been significant changes, what are the implications for the Project? • To what extent has the Project been responsive to change? (Are there signs of evidence-based adaptation of the Project design and implementation strategies)? 	<p>Reports and Context Documents by International and Local Agencies, GOI, ILO-IPEC Technical Progress Reports; Project Review Report Note on Project Progress Field Observations Individual Discussions</p>
	Risk management	<ul style="list-style-type: none"> • To what extent were the assumptions identified during the design phase adequate and appropriate, and monitored and addressed where required? • To what extent were external and internal threats to success and sustainability identified and addressed in the Project design and implementation? 	<p>Project Documents and APSOs Notes on Project Progress; Project Review Report Technical Progress Reports, PMP and cross-checking of Monitoring Data Workshop Reports Workshop, Individual and Group Discussions</p>
	Accountability, organisational learning and knowledge management	<ul style="list-style-type: none"> • Is the Project reporting and monitoring system owned and appropriately used by the intended users? • Is there evidence of harmonisation with the systems of other similar initiatives by other donors and agencies? • Does the Project maximise opportunities for information and knowledge sharing among stakeholders? • To what extent have effective learning and knowledge sharing informed Project design and activities? 	<p>Project Documents and APSOs Notes on Project Progress; Project Review Report Technical Progress Reports, PMP and cross-checking of Monitoring Data Presentations by Project Staff Communication Materials and Study Report Workshop Reports Workshop, Individual and Group Discussions</p>
	Factors influencing implementation and performance	<ul style="list-style-type: none"> • To what extent, and how did (i) internal and (ii) external factors influence Project implementation? How well did the Project deal with these? • What obstacles were encountered during implementation? Were they addressed effectively and timely and what are the implications for sustainability of Project benefits? 	<p>APSOs (TEC, VT, SSA, NRC, SRC, Training and Capacity Building and TUs) Notes on Project Progress; Project Review Report Technical Progress Reports, PMP and cross-checking of Monitoring Data Field and Workshop Reports State Reports Briefing Material Reports of Expert Agencies</p>

Key Issue	Sub-Issue	Evaluation Questions	Information Sources
			Meeting Minutes Field Observations Presentations by Project Staff Workshop, Individual and Group Discussions
Implications for the future	Sustainability	<ul style="list-style-type: none"> • What is the likelihood that the Project benefits will be sustained after withdrawal of external support? What are the determining factors for sustainability of Project benefits? • Are there signs that child labour issues have been mainstreamed into relevant policies and programmes, thus increasing potential for sustainability? • Have there been attempts to create and capitalise on synergies between sectors and partners that can enhance opportunities for sustainability of efforts and impacts? • Is an appropriate exit strategy in place and being implemented? • Do socio-economic, political and cultural conditions exist to help ensure that the Project will have lasting effects and impact? 	Project Documents and APSOs Notes on Project Progress; Project Review Report Technical Progress Reports, PMP and cross-checking of Monitoring Data Presentations by Project Staff Workshop, Individual and Group Discussions
	'Replicability', scaling up and integration	<ul style="list-style-type: none"> • What factors need to be considered should models for 'replicability', scaling up or integration of interventions be developed? 	Project Documents and APSOs Technical Progress Reports; Project Review Report Notes on Project Progress Evaluation Analysis INDUS Publication – Good Practices and Lessons Learnt Presentations by Project Staff Workshop, Individual and Group Discussions

PURPOSE AND INTENDED USE OF THE EVALUATION

- i. To assess the design, approach, achievements and progress as well as plans for long-term sustainability of Project benefits;
- ii. To identify strategic lessons and formulate recommendations that can strengthen Project implementation and inform relevant local and international stakeholder initiatives;
- iii. To be forward-looking and provide useful information to the three partners on those elements that can be considered for large-scale implementation or integration with existing initiatives;
- iv. To determine for use by ILO-IPEC and USDOL the extent to which INDUS approaches and experiences can inform models for interventions in other countries.

PRINCIPLES AND APPROACH

- Joint evaluation between three commissioning partners
- External and independent
- Evaluation of whole Project, not per component; yet components used as unit of analysis
- Formative, focusing on improving design and implementation rather than on assessing outcomes, impact or need for second phase; some focus on potential for scaling up
- Based on the three partners' original vision and approach within the enabling environment and approach established by the Government of India
- Theory-based approach framed the evaluation, focused by a set of questions developed by the partners
- Framework developed as well as evaluation matrix to guide team members; some flexibility allowed for important issues to emerge
- Some depth in data/information collection sacrificed for breadth due to magnitude of the task in very limited time
- Mixed methods used, with emphasis on qualitative due to formative nature of the evaluation, based on methods triangulation as well as triangulation between sources

Annex 3: Summary of methodology**METHODS****Data / information collection***i. Document study*

Key documents studied before, during and after field mission. Documents obtained from Project Team and from each field mission site.

Includes but not limited to variety of contextual background documents retrieved from Internet sites; Project documents; Technical Progress Reports; Project stakeholder review and Project team assessment; presentations on progress by Project team, SPSC/SRCs, District Collectors; Project guidelines, lesson summaries and other INDUS publications; monitoring data

Key omissions: minutes of institutional meetings; evaluation reports of related initiatives. Process weakness: number of useful articles and reports obtained only after field mission. Heavy exercise in short period to obtain additional monitoring data and information not necessarily regularly collected by Project Office

ii. Group discussions

Respondents/people met were determined using a mixed purposeful sampling strategy, based mainly on stratified and maximum variation sampling.

Open-ended questions were guided by topic list or interview guide.

Informed by rudimentary stakeholder mapping by evaluation team in beginning of field mission during which stakeholder groups and key individuals were identified.

Group discussions and interactions in each district with

- District Collector with NCLP Society
 - Community workers
 - Implementing agencies / NGOs
 - Mothers / sometimes PTA representatives
 - Self-Help Groups
 - Employers and Trade Unions
- Discussions at state level, where possible with
- SRC and SSA representatives
 - SPSC / key government representatives in stakeholder workshops
- Discussions at national level with
- INDUS Project Team

Due to protocol reasons invitations were left to Project Team and district officials. Certain limitations frequently restricted the effectiveness of certain

iii. Individual discussions

A total of 21 persons participated in individual discussions – in person during the field mission, or by telephone or email afterwards using an extended interview guide from which questions were selected depending on context.

Discussions included representatives from

- Government officials at the three levels
- SPSCs / SRCs
- SSA State and INDUS District Project Directors
- NGOs and Trade Unions

iv. Field observation and discussions

The evaluation team visited eight districts in four states; usually split into two teams for efficient time management, each with one international and one local member. Districts selected for strategic reasons – to enable comparison based on stronger and weaker INDUS implementation, and exposure to different sectors and state or district environments.

Visits were short, 1-2 days each. As sites were prepared for visits, observation in natural circumstances was impossible. Informal discussions were in most sites held with

- TEC teachers
- Lead School principals and/or staff representatives
- TEC children
- VT coordinators and/or staff of partner institutions
- VT trainees

v. Stakeholder workshops

Five stakeholder workshops were held to provide opportunities for interaction - four at state and one at national level.

Selection of participants was in hands of SRCs / SPCs in collaboration with Project Director, using some guidance of evaluation team on desired stakeholder groups.

State stakeholder workshops followed similar programmes, with presentations, small group work and plenary discussions (programmes, instruments in *Annex 6*).

National stakeholder workshop held to report on and test preliminary observations – too early in process to report findings.

Data / information analysis

Method of analysis dependent on each Evaluation Team member's expertise and preferences - generally combination of inductive and deductive approaches.

Validation strategy

- i. Data/information gathering, analysis and findings based on extensive triangulation - from (i) different methods and (ii) different sources.
- ii. National stakeholder workshop held to report on and test preliminary observations. Short survey provided verification of key observations.
- iii. Stakeholder input on draft report obtained before its finalisation

Annex 4: Respondents / persons met

		Organization (Type)	Position
NATIONAL / INTERNATIONAL			
Individual Discussions			
		Ministry of Labour and Employment . Department of Labour	Joint Secretary
		ILO/IPEC	Guy Thijs, IPEC Director
		USDOL	Charita Castro , Division Chief
		ILO-IPEC, INDUS Project	Project Manager; Project Officer – Child Labour and Education; Project Officer – Research and Monitoring; Project Officer – Vocational Training
		Trade Union (Hind Mazdoor Sabha)	Secretary
National Workshop Participants			
State Workshop	New Delhi	Government of India / State Authority	2 Joint Labour Commissioner
		INDUS Project	Project Director
		Sarva Shiksha Abhiyan (SSA)	Project Manager
		Central Board for Workers Education	
		NGOs including PRAYAS Institute of Juvenile Justice	Executive Director
	Madhya Pradesh	State Project Director Office	State Project Director
	Damoh – Madhya Pradesh	Government of India / State Authority	District Collector
	Madhya Pradesh	2 State Resource Cell (SRC)	SRC Coordinator
	Satna - Madhya Pradesh	INDUS Project	INDUS Project Director
	Jabalpur - Madhya Pradesh	INDUS Project	INDUS Project Director
	Madhya Pradesh	CEDMAP	Chief Executive Officer
	Madhya Pradesh	CRISP	
	Damoh, Madhya Pradesh	Veena Shikshan SamIndustrial Training Institute, Damoh	
	Sagar Madhya Pradesh	IFFDC	
	Satna, Madhya Pradesh	SAMRITAN (NGO)	
	Katni,	Foundation for Development Research and Action (FDRA),	
	Jabalpur	XIDAS	(NGO rep)

		Organization (Type)	Position
	Madhya Pradesh	Birla Foundation	Director
	Madhya Pradesh	Birla Foundation	
	Maharashtra	Child Labour Cell	Chief Coordinator
	Maharashtra	YASHADA State Resource Cell	
	Jalna, Maharashtra	State Authority	District Collector
	Amravati district, Maharashtra	INDUS ILO	INDUS Project Director
	Aurangabad district, Maharashtra	INDUS ILO	INDUS Project Director
	Aurangabad, Maharashtra	MCED	
	Amravati, Maharashtra	Social Action For Rural Integration Training and Awareness (SARITA)	
	Aurangabad, Maharashtra	Paryay (NGO)	President
	Jalna, Maharashtra	Vyaparee Maha Sangh	Secretary
	Aurangabad, Maharashtra	Jan Shiksha Sansthan,	Director
	Tamil Nadu	State Authority	Secretary – Labour
	Tamil Nadu	State Authority	Labour Commissioner
	Tamil Nadu	SARVA SHIKSHA ABHIYAN	Joint Director
	Tiruvallur, Tamil Nadu	State Authority	District Collector
	Tiruvannamalai, Tamil Nadu	State Authority	District Collector
	TN, Tamil Nadu	SRC	Asst SRC Coordinator
	Tiruvallur district, Tamil Nadu	INDUS ILO	INDUS Project Director
	Namakkal district, Tamil Nadu	INDUS ILO	INDUS Project Director,
	Namakkal district, Tamil Nadu	Paramaripu Karangal (NGO),	
	Tiruvallur district, Tamil Nadu	Shabnam Resources (NGO),	
	Virudhunagar district, Tamil Nadu	Madurai Multipurpose Society	
	Chennai, Tamil Nadu	Red Hills Area Brick Manufacturers Association,	(Employer Representative from TN) Coordinator for INDUS Project,

		Organization (Type)	Position
	Chennai, Tamil Nadu	Red Hills Area Brick Manufacturers Association,	
	Uttar Pradesh	SARVA SHIKSHA ABHIYAN	State Project Director
	Moradabad, Uttar Pradesh	State Authority	District Collector
	Uttar Pradesh	State Authority	Deputy Labour Commissioner
	Uttar Pradesh	SRC	SRC Coordinator
	Allahabad, Uttar Pradesh	INDUS ILO	INDUS Project Director
	Ferozabad, Uttar Pradesh	INDUS ILO	INDUS Project Director
	Allahabad, Uttar Pradesh	NGO	Accountant
	Aligarh, Uttar Pradesh	Society for Networking	
	Allahabad, Uttar Pradesh	Abhyudaya, NGO	
	Ferozabad, Uttar Pradesh	Madhyamik Jan Kalyan Parishad,	
	Kanpur Nagar, Uttar Pradesh	Akhil Bharatiya Manushikhi Sanstha	
	Moradabad, Uttar Pradesh	CREATE	
	Ferozabad, Uttar Pradesh	The Glass Industrial Syndicate	(Employer Representative from Uttar Pradesh) Vice President
Central Trade Unions			
		AITUC (TRADE UNION)	
		BMS	
		CITU	
		INTUC	
	Madhya Pradesh	AITUC (TRADE UNION)	State Coordinator
	Uttar Pradesh	AITUC (TRADE UNION),	State Coordinator
		AITUC (TRADE UNION)	
	Noida	VVGIRI NATIONAL LABOUR INSTITUTE	
Institutions at national level			
		SARVA SHIKSHA ABHIYAN, Ed-CIL	TSG
	Delhi	CENTRAL BOARD FOR WORKERS EDUCATION	Regional Director
	Mumbai	FASLI	DIRECTOR GENERAL
Other institutions			

		Organization (Type)		Position
	New Delhi	Educational Resource Unit (ERU)		
		CAP TEENS Channel, Hyderabad		
Ministry of Labour and Employment				
		Ministry of Labour and Employment		Joint Secretary
		Ministry of Labour and Employment		Director
		Ministry of Labour and Employment		Director
United States Department of Labor				
		US Department of Labour		Division Chief Asia, Europe, NENA, Office of Child Labour, Forced Labour and Human Trafficking
US Embassy Delhi				
		US Embassy Delhi		Advisor (Labor & PolIndustrial Training Institutecal)
		US Embassy Delhi		PolIndustrial Training Institutecal Officer
US AID, New Delhi				
				Senior Education Specialist
IPEC HQ				
	Geneva	ILO/IPEC		Senior Programme Officer
SRO-Delhi				
	New Delhi	ILO Subregional Office Delhi		Director
	New Delhi	ILO Subregional Office Delhi		Skills Specialist
INDUS Child Labour Project				
		ILO-IPEC		Project Manager
		ILO-IPEC		Project Officer – Child Labour and Education
		ILO-IPEC		Project Officer – Research and Monitoring
		ILO-IPEC		Project Officer – Vocational Training
		ILO-IPEC		Sr. Programme and Administrative Assistant
		ILO-IPEC		Finance Assistant
		ILO-IPEC		Sr. Secretary
		ILO-IPEC		Secretary

District	Organization (Type)	Position
MADHYA PRADESH		
State level: Individual Discussions		
	N/A	State Authority
	N/A	Trade Union
	N/A	NGO
	N/A	SRC
District level: Individual and Group Discussions		
	Jabalpur	State/District Authority
		NCLP Society
		District Authority
		INDUS Project
		TECs (Baba Tola, Subhash Chandra Ward 2)
		LEAD School (Kariyapathar)
		Vocational Training Organizations (VT)
		Non-government Agencies (NGOs)
		Self-Help Groups (SHGs)
State Workshop Participants		
	National /International	ILO INDUS Project Team
		Ministry of Labour and Employment, Government of India
	State level	State Authority
		SRC
		Centre for Entrepreneurship Development (CEDMAP)
		Trade Unions - Bharatiya Mazdoor Sangh; Indian National Trade Union Congress
	Bhopal	SSA
		CEDMAP
	Damoh	State/District Authority
		SSA
		CEDMAP
	Jabalpur	State/District Authority

District	Organization (Type)	Position
	SSA	District Project Coordinator
	CEDMAP	Senior Representative
	NGOs, including XIDAS; SHODH; Kshretriya Jan Kalyan	Senior Representatives
Katni	State/District Authority	District Collector; Labour Officer / Project Director
	SSA	District Project Coordinator
	CEDMAP	Senior Representative
	NGO, including FDRA	Senior Representative
Sagar	State/District Authority	District Collector; Assistant Labour Commissioner; Project Director
	SSA	Assistant Project Coordinator
	CEDMAP	Senior Representative
Satna	State/District Authority	District Collector; Assistant Labour Commissioner / Project Director
	SSA	Assistant Project Coordinator
	CEDMAP	Senior Representative
	NGOs, including SAMARITAN; SEWA	Senior Representatives
	Employer Organizations, including Birla Hospital; Beedi work	Senior Representatives

Opportunity / Event	District	Organization (Type)	Position
TAMIL NADU			
State level: Individual Discussions			
	N/A	State Authority	Chief Secretary
	N/A	SRC (State Resources Centre/Cell)	Assistant State Coordinator
	N/A	SSA (Sarva Shiksha Abhiyan)	Joint Director
District level: Individual and Group Discussions			
	Virudhunagar	State/District Authority	District Collector
		NCLP Society	Members' meeting
		INDUS Project	Project Director; VT Coordinator
		TEC (Samathuvapuram)	Implementation agency representatives, staff and students
		LEAD School (Poovanathapuram)	Head Master
		Vocational Training (VT) Organization (Oscar Catering School)	Staff; trainee groups
		NGOs (MMSSS, SPEECH, SRR, VMMK)	Senior Representatives
		Trade Union (CITU)	Senior Representative

Opportunity / Event	District	Organization (Type)	Position
		Self-Help Groups (SHGs)	Not recorded
		Village Education Committee (VEC)	Members
		Community Workers	Community workers (23)
	Tiruvallur	State/District Authority	District Collector
		NCLP Society	Members' meeting
		INDUS Project	Project Director; VT Coordinator
		TEC (Rajiv Gandhi Nagar)	Implementation agency representatives, staff and students
		LEAD School (Pammathukulam)	Head Master
		VT (Sri Permal Industrial School; CV Industrial Training Centre)	Staff; trainee groups
		NGOs (10 organisations, including IWWDI, IPDA, IRCDS, Annai Indira)	Senior Representatives
		Self-Help Groups (SHGs)	Representatives (11 SHGs)
		Employer Organisations (including Red Hills Brick Kiln Manufacturers Associations)	Senior Representatives
		Trade Unions (nine representatives)	Senior Representatives
State Workshop Participants			
		SRO-New Delhi	Deputy Director
	Tamil Nadu	Labour and Employment Department Government of Tamil Nadu	Secretary to Government
	Tamil Nadu	Ministry of Labour and Employment, GOI	Joint Secretary
	Tamil Nadu	INDUS Child Labour Project, ILO-IPEC	Project Manager
	Tamil Nadu	Labour and Employment Department Government of Tamil Nadu	Special Secretary to Government
	Tamil Nadu	Government of Tamil Nadu	Commissioner of Labour
	Tamil Nadu	Commissionerate of Employment and Training, Government of Tamil Nadu	Joint Director of Training
	Tamil Nadu	Commissionerate of Employment and Training, Government of Tamil Nadu	Deputy Director (Plan)
	Tamil Nadu	SSA, Tamil Nadu	State Coordinator (INDUS)
	Tamil Nadu	SSA, Tamil Nadu	Joint Director
	Kanchipuram		District Collector
	Tiruvallur		District Collector
	Tiruvannamalai		District Collector

Opportunity / Event	District	Organization (Type)	Position
	Virudhunagar		District Collector
			Chief Inspector of Factories
	Kanchipuram district	INDUS Project	Project Director
	Namakkal district	INDUS Project	Project Director,
	Tiruvallur district	INDUS Project	Project Director
	Tiruvannamalai district	INDUS Project	Project Director
	Virudhunagar district	INDUS Project	Project Director
	Tiruvannamalai district	INDUS Project	Vocational Training Coordinator
	Tiruvallur district	INDUS Project	Vocational Training Coordinator
	Namakkal district	INDUS Project	Vocational Training Coordinator
	Kanchipuram district	INDUS Project	Vocational Training Coordinator
	Tamil Nadu	INDUS Project	Consultant, CLMS,
		UNICEF, Chennai	Project Officer – Education
		Employers Federation of Southern India, Chennai	Secretary
	Tamil Nadu	Chennai	Tamil Nadu Brick and Tiles Manufacturers Association
	Chennai	Jeeva Jyothi (NGO), Chennai	Director
	Sivakasi	SPEECH(NGO), Sivakasi	Team Leader
	Chennai	HMS ¹⁴³ , Chennai	
		HMS	State Coordinator
		District Backward Class and Minorities Welfare	
	Coimbatore	INTUC	
	Tiruvannamalai	AITUC	District Secretary
	Kanchipuram	SSA	District Educational Coordinator
	Sivakasi	All India Chamber of Match Industries	Manager
	Chennai	Red Hills Rice Mill Owners Association	
	Chennai	Red Hills Rice Mill Owners Association	Secretary
	Kanchipuram	Silk Lace Cloth Producers Association	Representative

¹⁴³ Hind Mazdoor Sabha

Opportunity / Event	District	Organization (Type)	Position
MAHARASHTRA			
State level: Individual Discussions			
	N/A	SRC (YASHADA)	Deputy Director-General; Assistant Professor
		INDUS	Project Director
District level: Individual and Group Discussions			
	Aurangabad	State/District Authority	District Collector
		NCLP Society	Members' meeting
		INDUS Project	Project Director; VT Coordinator
		TEC (Rahul Nagar; Sharnapur)	Implementation agency representatives, staff and students
		LEAD School (AMC Primary School, Rahul Nagar; Priyadarsini AMC Middle School; ZP Primary School, Sharnapur)	Head Master / Mistress
		Vocational Training (VT) Organizations (Institute of Hotel Management; MCED; Jan Shisha Sansthan; MGM Hospital)	Staff; trainee groups
		NGOs (10 including Balkamgar, Janjagran, SETU, SACRED, Janshishan, Pratham, Balvikas, Azad Ali, Paryay, Vasantao Naiks)	Senior Representatives
		Trade Unions (5 including AITUC, CITU, INTUC, Bharatiya Kamgar Sena, HMS Maharashtra)	Senior Representatives
		Self-Help Groups (SHGs)	Representatives (40 representing 6 SHGs)
		Community workers	Community workers (17)
	Mumbai	CIF	Director-General
		NCLP	Project Director
		TEC	Staff; students
		VTC	Staff; students
State Workshop Participants			
	New Delhi	INDUS Child Labour Project, Sub-Regional Office for South Asia	Project Manager
	Mumbai	IAS	Labour Commissioner
	Mumbai	IAS, Jawahar Bal Bhavan,	Director, MPSP (SSA)
	Gondia	IAS	Collector
	Auranagabad	INDUS Child Labour Project	Project Director
	Jalna	INDUS Child Labour Project, Collectorate Office	Project Director

Opportunity / Event	District	Organization (Type)	Position
	Amravati	INDUS Child Labour Project, Collectorate Office	Project Director
	Gondia	INDUS Child Labour Project, Collectorate Office	Project Director
	Dombivali	Teen Channel Institute, Dombivili East	State Co-ordinator
	Aurangabad	PARYAY Institute	
	Aurangabad	PARYAY Institute	
	Bandra, Mumbai Sub-urban	INDUS Child Labour Project, Collectorate Office	District Collector
	Aurangabad	INDUS Child Labour Project	Executive Director
	Amravati	'Ashirwad	
	Gondia	MCED	Project Officer
	Gondia	NGO	
	Jalna	MCED	
	Mumbai	PRATHAM	Project Co-ordinator
	Mumbai	PRATHAM	Project Co-ordinator
	Jalna	INDUS Child Labour Project,	Education Co-ordinator
	Pune	'Bharatiya Mazdoor Sangh'	
	Borivali, Mumbai	INDUS Child Labour Project	State Co-ordinator
	Aurangabad	INDUS Child Labour Project	Education Co-ordinator
	Solapur	LOKVIKAS Sanstha	
	Pune	CITU	President
	Gondia	S.S.A	Co-ordinator
	Dombivali	Teen Channel Institute	Co-ordinator
	Amravati	INDUS Child Labour Project, Collectorate Office	Education Co-ordinator
	Amravati	MCED	District Officer
	Aurangabad	MCED	District Project Officer

Opportunity / Event	District	Organization (Type)	Position
UTTAR PRADESH			
State level: Individual Discussions			
	N/A	SRC	Assistant State Coordinator
	N/A	SSA	Joint Director
District level: Individual and Group Discussions			
	Kanpur	State/District Authority	District Collector; Basic Education Officer; Coordinator Monitoring and Tracking
		NCLP Society	Members' meeting
		INDUS Project	Project Director
		TEC	Implementation agency representatives, teachers and children
		LEAD School	Head Master
		Vocational Training (VT) Organization	Staff; trainee groups
		NGOs	Senior Representatives (16)
		Trade Union)	Senior Representative
		Self-Help Groups (SHGs)	Members (11; representation not recorded)
		Village Education Committee (VEC)	Members
		Community Workers	Community workers
	Aligarh	no information available	
State Workshop Participants			
		UTTAR PRADESH STATE.	Agriculture Production Commissioner
		Labour, UTTAR PRADESH STATE.	Principal Secretary
	Kanpur	UTTAR PRADESH STATE	Labour Commissioner
		UNICEF	Former Chief Secretary & Representative
		UTTAR PRADESH STATE	Director, Training and Employment
		Sarva Sikha Abhiyan UTTAR PRADESH STATE.	Add. State Project Director
	Auriya	UTTAR PRADESH STATE	District Magistrate
	Aligarh.	UTTAR PRADESH STATE	Chief District Officer
	Allahabad	UTTAR PRADESH STATE	District Magistrate
	Firozabad	UTTAR PRADESH STATE	District Magistrate

Opportunity / Event	District	Organization (Type)	Position
	Moradabad	UTTAR PRADESH STATE	District Magistrate
		UTTAR PRADESH STATE	Deputy Labour Commissioner
	Lucknow	UTTAR PRADESH STATE	Deputy Labour Commissioner
	Kanpur	NCLP (Implementing Agency)	Project Director
	Aligarh	NCLP (Implementing Agency)	Project Director
	Allahabad	NCLP (Implementing Agency)	Project Director
	Firozabad	NCLP (Implementing Agency)	Project Director
		SRC. UTTAR PRADESH STATE	State Coordinator
	Kanpur	INDUSTRIAL TRAINING INSTITUTE	
	Allahabad	INDUSTRIAL TRAINING INSTITUTE	Principal
	Kanpur	AITUC (TRADE UNION)	Vice President
		S.S.A. UTTAR PRADESH STATE	Senior Profes national
	Kanpur	District Urban Development Authority	Assistant Project Officer
	Lucknow	" Sarthi Development Foundation"	Director
	Shikohabad	Jamunalal Bajaj Foundation	
	Lucknow	Chamber of Commerce and Industries	PHD
	Kanpur Nagar	NCLP (Implementing Agency)	Community Worker
	Allahabad	Abyuday Samajik Kalyan Vikas & utthan SamIndustrial Training Institute (Implementing Agency)	
		Km.Brajesh Upadhyay Madyamik jan Kalyan Parishad (Implementing Agency)	
	Aligarh	Society for Networking	
	Kanpur.	Akhil Bhartiya Manushiki Sanstha (Implementing Agency)	
	Moradabad	CREATE	
	Kanpur Nagar	SARVA SHIKSHA ABHIYAN	District Co-ordinator
	Firozabad	SARVA SHIKSHA ABHIYAN	District Co-ordinator
	Aligarh	SARVA SHIKSHA ABHIYAN	District Co-ordinator
		UTTAR PRADESH STATE	Joint Secretary Labour
		UTTAR PRADESH STATE	Under Secretary Labour

Opportunity / Event	District	Organization (Type)	Position
		UTTAR PRADESH STATE	Section Officer Labour
		UTTAR PRADESH STATE	Project Assistant SRC
		UTTAR PRADESH STATE	Accountant SRC
	Lucknow		Assistant Labour Commissioner
	Lucknow		Assistant Labour Commissioner
		Factories	Assistant Director

Annex 5: Bibliography

In addition to the list of Project and related documents given here, important background documents were retrieved from several websites, including that of the Government of India and relevant states, ILO-IPEC and national and international non-government agencies in India.

The footnote references in several chapters document some of the most pertinent used during this evaluation.

General Project Documents

INDUS Project Document
 Technical Progress Reports (TPRs) (all since Project inception)
 Internal Review Note, Feb 2005
 Project Progress Note, Nov 2006
 Sample APSOs (TEC, VT, SSA, NRC, SRC, Training and Capacity Building, Trade Unions)
 Operational Guidelines for the INDUS Project
 Assessment of Functioning of State Resource Cells
 Manual for the Implementation of NCLP
 Child Labour Prohibition & Regulation Act (1986), including latest notification
 SSA Implementation Guidelines
 Draft Adfin Training Manual. ILO Reporting Procedures, Methodology and Questionnaires
 Beneficiary Tracking System Draft
 Child and Parent Questionnaires
 Terms of Reference for Communication Strategy and Strategy Document
 Occupational Health and Safety Terms of Reference
 Occupational Health and Safety Study Report
 Sets of Communication Tools
 CLMS System Profile (Field Test Reports)
 State Action Plan, Tamil Nadu
 Labour Market Survey Methodology and Reports.
 ERU Documentation on Lessons from Promising Practices in the Government School System (draft)
 National Workshop on Effective Implementation (VVGNI) Report
 District Stakeholders Workshop Report
 Trade Union Workshop Report 2004
 Education Workshop Report
 WDAFL Reports for 2005 and 2006
 Details of NCLP Society Meeting
 Status of Vocational Training Component
 Status of Performance and Payments for Madhya Pradesh and Uttar Pradesh districts
 Note on mainstreaming children in TECs
 Compilation of Sector-wise Child Labour Data

Maharashtra

Bal Panchayats in Maharashtra, India - Publication from Save the Children, UK
 Bal Panchayat – A movement for rights of children. A pamphlet by Prayay
 Process Report on Training of Officials of Madhya Pradesh (Capacity Building and Training of Trainers' Programme), 17-23 April 2006, YASHADA, Pune
 List of courses conducted by Jan Shikshan Sansthan, Aurangabad and programme activities carried out by the Institute
 VT placement/self employment status
 MCEd Brochure

Government of Maharashtra's notification on YASHADA as SRC
SPSC meeting notes prepared by Gondia district for the meeting held on 07 May 2005
Phase wise List of TECs, Aurangabad
Marathwada Rashtriya Mill Mazdoor Sangh's appeal to District Collector, Aurangabad
Minutes of the NCLP Society meeting held on 11 October 2006, Aurangabad
Booklet on INDUS Child Labour Project, Aurangabad
Booklet on Child Labour, YASHADA

Tamil Nadu

List of SPSC members participated in 03 July 2006 at Chennai
Minutes of the SPSC meeting held on 03 July 2006 at Chennai
Members of the Tiruvallur Care Society
One lakh Signature campaign pamphlet from Virudhunagar district
State Resource Cell Staff Position
List of Project Directors/District Collectors – Tamil Nadu
List of mainstreamed students of Lead School – Vadagarai
SPSC Members list, Government of Tamil Nadu
Minutes of the NCLP Society Meeting from Tiruvallur
Nila Palli – Moon School. Booklet from Virudhunagar
Details of NGOs and Trade Union involved in INDUS Project at Virudhunagar district
Minutes, NCLP Society Meeting, 30 March 2006 at Virudhunagar
INDUS Project Society Members in Virudhunagar District
Sarva Shiksha Abhiyan, Tiruvallur district. INDUS Child Labour Project Documentation
HMS Report on Trade Union Action against Child Labour in Tamil Nadu

Uttar Pradesh

Status of INDUS Child Labour Project 2006-07 (Basic Education Department), Aligarh
Status of Important Component in INDUS Project districts of Uttar Pradesh – State Resource Cell, Uttar Pradesh
List of INDUS/NCLP Project Districts in Uttar Pradesh
NCLP Society Meeting, Aligarh, 31 March 2006
NCLP Society Meeting, Kanpur Nagar, 27 March 2006
Agenda for SPSC Meeting, Lucknow, 27 September 2005

Madhya Pradesh

List of members of SPSC, Madhya Pradesh
Minutes, SPSC Meeting, 05 April 2006
List of NCLP Society Members, Satna
Minutes, NCLP Society Meeting, Damoh, 30 June 2006
List of Lead Schools in Jabalpur
List of Staff in Jabalpur NCLP Society
List of Project Directors and District Collectors of Madhya Pradesh
Profile of Jakir Hussain Ward TEC, Jabalpur, Madhya Pradesh
Compiled Progress Report of Madhya Pradesh State
VT Details of Satna District
Monitoring Format, Satna District

Annex 6: Examples of evaluation instruments

EXAMPLE 1: FORM COMPLETED DURING STATE STAKEHOLDER WORKSHOPS

EXAMPLE 2: LIST OF QUESTIONS FOR INDIVIDUAL DISCUSSIONS WITH KEY STAKEHOLDERS

GUIDE FOR DISCUSSIONS WITH KEY INDIVIDUALS

1. In your opinion, has the progress made with the implementation of INDUS been to your satisfaction? Please give reasons for your response.
2. What are the main factors that have impacted on the implementation of INDUS? Are there specific obstacles or facilitating (or accelerating) factors that you want to highlight?
3. As far as you are aware, how well have the institutional arrangements and management approaches been working to benefit the INDUS implementation? For example, how well have the following bodies been fulfilling their roles? (i) National Steering Committee; (ii) the State Resource Cell; (iii) the state level steering committee(s); (iv) district level steering committee(s); (v) project teams at the various levels?
4. How well, if at all, has convergence been achieved between the main partners' policies, projects or other efforts? What has made such convergence work, or not work? Are government schemes being well used to support the work of INDUS, or vice versa (and which schemes)?
5. Are you aware of any surprising consequences of the work of INDUS? In other words, have there been results or effects that were not intended?
6. How responsive has INDUS been to changes in the external environment, or to lessons learnt during implementation? Can you give examples?
7. In your opinion, what have been the main risks or threats to INDUS during implementation? Have efforts been made to minimise such risks?
8. How well has INDUS tried to ensure that its work is of good quality? For example, what measures have been taken to ensure the integrity of monitoring data and information? Or to select the best institutions or individuals to conduct its work? Are there specific obstacles to good quality work in INDUS?
9. Do you find the monitoring information and self-assessments in INDUS useful? Please give reasons for your response.
10. Do you find the documents produced by INDUS useful? Can you point to those that you have been using? Have you played a role in the distribution of any of these documents and if so, how?
11. How much learning takes place in INDUS? Are there effective attempts to ensure that its experiences and lessons are shared and used?
12. In your opinion, is INDUS owned by the various partners and role players involved in its implementation? Please give reasons for your response.
13. What did INDUS do to build individual or institutional capacities on child labour issues? In your opinion, how effective has this been and why?
14. How, if at all, have gender issues been considered during the implementation of INDUS and in your opinion, how well have these been addressed?
15. Will the benefits of INDUS be sustained after the programme ends? What can be done to improve the chance that good results from INDUS will not be lost over time?
16. In your opinion, are there major differences between rural and urban (metropolitan) areas that are impacting on INDUS? Is the programme sensitive enough to these differences?
17. Are you aware of any major differences between the implementation strategies and activities of INDUS in your State compared to its implementation in others? Are there factors in your State that make (or should make) implementation different to that in other states? Have these contextual factors been adequately addressed in INDUS?
18. In your opinion, how good has the collaboration been between the different role players - government and civil society organisations such as NGOs, commercial companies and trade unions? What can be done to improve such collaboration?
19. What benefits, if any, does INDUS bring when compared to NCLP? Please give a reason for your response. And to SSA?
20. Do you have any other comments or recommendations that you want the evaluation team to note?

Annex 7: Field mission programme

Date	ETD	ETA	where to	visit location	who	transport	activities	individual respondents	remarks
Tue 7:			Delhi	Delhi	Team	-	first team mtg		
Wed: 8				Delhi	Team (-Cml)	-	project team mtg		
Thu: 9	17:25		Satna	Delhi	Team Znd, Cml	- train	field preparation travel	JT Sec MOLE GOI	
Fri: 10	06:55 16:30 22:15	09:55 18:15 07:00	Jabalpur Bophal Satna Jabalpur		Cml Jhn Znd, Chs Jhn	plane plane train plane	field visits mtg State Coord/Dep. Mng SSA field visits travel	State Coord/Dep. Manager SS Bophal	Jhn missed plan instead via Bophal Jabalpur
Sat: 11	07:00	03:45 13:00 pm		Jabalpur Jabalpur Jabalpur	Jhn Cml, Znd, Chs Team	train car	travel travel State Workshop	ProjDir MOLE GOI Gen-Sec Trade Union BMS Key-respondent	
Sun: 12	07:00	21:00	Rath		Team (-Cml)	car	travel + visit temple		whole day travel
Mon: 13	07:00 13:00 14:00	12:00 18:00 19:00	Kanpur	Kanpur Kanpur	Team (-Cml) Znd Jhn, Csh	car - -	travel field visits gov/SHG/trainees		
Tue: 14	19:00 16:30 23:30	22:30 00:30+1	Aligarh Delhi Kanpur via Lucknow to Delhi	Aligarh Kanpur	Znd Znd Jhn, Csh Jhn, Csh	car train - car + plane	travel + field visits travel NGO mtg + field visits travel	NGO representatives Union representatives	
Wed: 15	09:00	18:00		Delhi	Team	-	field notes + work arrangement		
Thu: 16	18:55	21:30	Chennai	Delhi	Team Team	- plane	consolidation findings + method / travel		
Fri: 17	06:50 08:30 18:00 20:55	08:10 10:00 19:30 22:10	via Madurai to Virudhunagar via Madurai to Chennai	Virudhunagar	Team Team Team Team	plane car car plane	travel field visits travel travel		Team split into two f mtgs: (Znd, Cml) (Jhn, Csd)
Sat: 18	07:00 09:00 16:00	09:00 16:00 18:00	Thiruvallur - Chennai -	Thiruvallur Chennai	Jhn, Csh Jhn, Csh Jhn, Csh Znd, Cml	car - car -	travel field visits Travel consolidation findings	Chief Labour Inspector	
Sun: 19			Chennai	-	Team	-	-		free day

Date	ETD	ETA	where to	visit location	who	Transport	activities	individual respondents	remarks
Mon: 20	09:00 11:00	11:00 17:00		Chennai	Team Team	- -	Preparation State Workshop		
Tue: 21	07:15 10:00	09:00 17:00	Mumbai	- Mumbai	Team Team	plane	travel mtg NIOH		Jhn/Csh cancelled vis to Amarvati
	18:25	19:25	Aurangabad	-	Jhn, Csh Znd, Cml	plane car	travel travel		
Wed: 22	10:00	18:00		Mumbai Aurangabad	Jhn, Csh Znd, Cml	car -	field visits field visits	Key-respondent	sub-urban sites
Thu: 23	09:00 17:00 09:00 18:30	17:00 21:00 14:00 19:00	Pune Pune	Aurangabad - Mumbai -	Znd, Cml Znd, Cml Jhn, Csh Jhn, Csh	- car - plane	field visits + gov. mtg travel field notes travel	Key-respondent	
Fri: 24	09:00 11:00 20:00	11:00 17:00 21:30		Pune Pune Pune	Jhn, Csh Team Team	- - -	preparation workshop State Workshop Team meeting		
Sat: 25	09:00 14:00	12:00 19:00	Delhi Mumbai	- -	Cml, Znd Jhn, Csh	plane car	travel visit to Gandhi jail, travel Mumbai		
Sun: 26	am 19:30	am 21:30	Mumbai Lucknow	Mumbai Delhi Mumbai	Jhn, Csh Cml, Znd Jhn, Csh	- - plane	travel		free day
Mon: 27	am 09:00 12:00 17:00 20:00	10:00 11:00 17:00 18:00 21:00	Lucknow Delhi Delhi	- Lucknow Lucknow - -	Cml, Znd Jhn, Csh Team Cml, Znd Jhn, Csh	plane - - plane plane	travel preparation workshop State Workshop travel travel		
Tue: 28	09:00	17:00		Delhi	Team	-	preparation National Workshop		
Wed: 29	10:00	16:00		Delhi	Team	-	National Workshop		
Thu: 30	09:00	17:00		Delhi	Team	-	Report preparation & Debriefing	ProjTeam, USDOL, ILO	
Fri: 1/12	00:05 09:00	05:25 pm	Bangkok - -	- Delhi -	Jhn Znd Cml, Csh	plane - -	return home country follow-up work return home		

Annex 8: Summary of the INDUS Project

Extracted and quoted from the Terms of Reference for the Mid-Term Review of the INDUS Project, Final version, September 2006.

The INDUS Child Labour Project is a technical co-operation project of the Government of India and the Government of United States of America. ILO is coordinating the Project implementation in active partnership with State Governments; district National Child Labour Project (NCLP) Societies and Sarva Shiksha Abhiyan (SSA) Societies. The INDUS Project is a joint programme with a multi-layered operational framework. It has a comprehensive approach with focus on ten identified hazardous sectors for elimination of child labour.

The INDUS Project works in a federal environment. At the National level, the project seeks to develop a comprehensive ECL model by closely working with the NCLP and SSA Programmes. Recognising that the state governments set up their own development agendas and priorities and an enabling environment at the state level is crucial to the success of any ECL efforts, the project is actively and systematically engaged in the process of involving the state government as an active partner. As the district is the key operational level for implementation of Action Programmes and effecting change, the project seeks to strengthen and engender a more participatory approach to elimination of child labour.

Components

- *Enrolment in public elementary education.* The project targets a large proportion of young children (5-8 years) for enrolment in elementary education. For, it believes that progressive elimination of child labour is directly linked to full enrolment and retention of children in formal education system.
- *Withdrawal and provision of transitional education.* Recognising the special needs of older working children (9-13 years), the project focuses on providing a bridge course through transitional education to enable a smooth transition to mainstream either formal education or to vocational training.
- *Strengthen vocational training (VT).* Given that the objective of Project is to present demonstrable models for withdrawal of child labour, it places special emphasis on providing skill training to older child and adolescent workers (14-17 years). Efforts are being made to either complement the existing trade skills or to introduce allied marketable skills and forge linkages with employers.
- *Local community institution building through thrift and credit management and enhancing women's socio-economic status.* Recognising the significant contribution that parents of rehabilitated child labour can offer in transforming the attitude of the family and community towards child labour, the project specifically targets mothers of children enrolled in Transitional Education Centres through the formation of viable self-help groups. To compensate the families' real and imagined loss in releasing the children to participate in educational system, efforts are being made to organise mothers of child workers into "self-help" groups. The revolving funds for the SHGs and training of women members will be done through convergence mechanism with the Government of India's income generation programmes. Interested mothers will also be encouraged to avail short-term vocational skill training programmes at the ITIs.
- *Strengthening public education of child workers.* Given the proven role of access to education in reducing the incidence of child labour, the project recognises the need to strengthen the primary education infrastructure and improve quality of education in project areas.
- *Social mobilisation.* Social mobilisation seeks to involve as many groups and individuals as possible to help change social norms or values related to child labour in affected communities, to mobilise the considerable existing resources of civil society for the cause, and to help make the general public aware of the problem of child labour and its negative consequences.
- *Capacity building:* The project seeks to build capacities of key government departments, training agencies, and civil society organisations. It also seeks to sensitise a wide range of stakeholders on child labour issues. Capacity building exercises would be carried out at state level and extend downwards to district, municipal, block and village levels. The aim is to mainstream child labour function into the regular training activities of the state government and leave behind a model for capacity building on child labour.

An integral part of these activities is the design and implementation of a sustainable community-based monitoring system that could complement the enforcement by the Ministry of Labour and Department of Education of child labour legislation and compulsory education policies.

While developing detailed work plans for implementation, the Project team broadened the scope of “Sensitisation and capacity building of government agencies and civil society partners,” and “Social mobilisation activities, including working with workers and employer organisations” components. They also added the following new components:

- i. Mainstreaming child labour concerns in workers education programme in India;
- ii. Action research on occupational safety and health of child labour in hazardous sectors

Links to NCLP and SSA – the “Plus” elements

The INDUS Project was designed and conceived as a complimentary effort to the ongoing NCLP and SSA of the Government of India. Thus while continuing with the existing components in the NCLP and SSA system, INDUS also implements additional, components which are referred to as NCLP Plus (+) and SSA Plus (+). The idea of Plus activities is to pilot test those in the INDUS Project and if they are found useful and successful, replicate these initiatives in the remaining NCLPs and SSAs in the country. All activities under different components of the Project are intrinsically linked and complement the NCLP and SSA programmes.

Further details are given in Chapter 2, Part II.

Annex 9: Key child labour policies, legislation and programmes

Information obtained from:

Government of India, Ministry of Labour website, <http://labour.nic.in/cwl/ChildLabourMain.htm>; retrieved 26 Nov 2006.

Child Labour and Responses. Overview Note – India. ILO-IPEC, November 2004

The Constitution of India (26 January 1950)

The Constitution guarantees protection against child labour as a fundamental right by prohibiting employment of children below 14 years of age in factories, mines or other hazardous occupations. The Directive Principles of State Policy (declared as fundamental in the governance of the country) specifically mention State obligations to protect all children from abuse, exploitation and abandonment, and provide opportunities for their 'development in a healthy manner and in conditions of freedom and dignity'.

In a significant development a recent amendment to the Constitution declared the right to education as a fundamental right for all children in the age group 6-14 years¹⁴⁴.

The Factories Act (1948)

The Act prohibits the employment of children below the age of 14 years. An adolescent aged between 15 and 18 years can be employed in a factory only if he obtains a certificate of fitness from an authorised medical doctor. The Act also prescribes four and a half hours of work per day for children aged between 14 and 18 years and prohibits their working during night hours.

Bonded Labour System (Abolition) Act (1976)

This Act abolishes all debt agreements and obligations arising out of India's bonded labour system, frees all bonded labourers, cancels outstanding debts against them, prohibits the creation of new bondage agreements and orders the economic rehabilitation, including providing appropriate education to the released children. States are responsible for its enforcement through its District Collectors or Deputy Commissioners. The Central Government is responsible for ensuring that the States enforce the Act and form vigilance committees. It funds State surveys and evaluations of implementation, and public awareness campaigns.

Child Labour (Prohibition and Regulation) Act 1986

Based on recommendations of the Gurupadaswamy Committee, this Act provides for the prohibition of child labour in hazardous occupations and processes (listed in a schedule to the Act and updated from time to time on advice of a statutory expert committee, the Child Labour Technical Advisory Committee) and the regulation of working conditions in non-hazardous occupations and processes¹⁴⁵. It did *not* contain an all encompassing prohibition on the work of children, in particular in sectors such as domestic service, agriculture, urban and rural informal sectors where children work in large numbers. State Governments are the implementing authorities, with the Department of Labour through its inspectorate mechanism as the enforcement authority.

National Child Labour Policy (adopted in 1987)

The enactment of the Child Labour (Prohibition and Regulation) Act led to the National Child Labour Policy, which sought to adopt a gradual and sequential approach with a focus on rehabilitation of children working in hazardous occupations and processes. It reiterated the Constitutional provisions related to child labour, and resolved to follow a project-based plan of action in areas of high concentration of hazardous child labour. It proposed a Legislative Action Plan for strict enforcement of the Child Labour Act and emphasised the need to cover children and their families under various poverty alleviation and employment generation schemes of the Government.

National Child Labour Project Scheme (NCLP, 1987)

The National Child Labour Project Scheme was launched in 1988 in areas with high concentrations of hazardous industries or occupations. Initially the National Child Labour Projects (NCLPs) were industry specific and aimed at rehabilitating children working in traditional child labour endemic industries. In 1994 the ambit of the NCLPs was enlarged to rehabilitate children working in hazardous occupations in child labour Districts.

¹⁴⁴ India has not ratified the 1973 Minimum Age Convention (No 132) and treats 14 years as the minimum legal age of entry to the world of work. A 'child' is defined as a person who has not completed his/her fourteenth year of age; an 'adolescent' as a person who has completed his/her fourteenth year of age but not yet his/her eighteenth year of age; and an 'adult' as a person who has completed his/her eighteenth year of age.

¹⁴⁵ Hazardous occupations and processes constitute one of the worst forms of child labour in terms of the provisions of the ILO Convention No 182

The Project aims to withdraw and rehabilitate children working in identified hazardous occupations and processes through special schools and finally mainstreaming them into the formal education system. Each special school has a maximum enrolment of 50 children and provision for one vocational and two educational instructors. They provide accelerated primary education in three years, with a component of pre-vocational training and additional support in the form of supplementary nutrition (mid-day meals at the rate of Rs5 per child), health care and a monthly stipend of Rs.100 for each child. It also promotes additional income and employment generation opportunities as well as adult education, raises public awareness and conducts surveys and evaluations of child labour.

The experience gained by the government in running these early NCLPs led to the expansion of the Project. During the implementation of the Ninth Five Year Plan (1997-2002), around 100 NCLPs were launched across the country, with a budget of US\$57 million. During the Tenth Five Year Plan period (2003-2007) the NCLP was expanded to a further 150 Districts with an additional budget of US\$131 million. There are plans to extend the NCLP to all 600 Districts in India during the Eleventh Five Year National Plan (2008-2012).

In 2001 a comprehensive evaluation was conducted by agencies coordinated by the VV Giri National Labour Institute, Noida. Major findings were:

- In most areas the community has welcomed the opening of NCLP schools.
- Provision of mid-day meals and stipends are important motivational factors for parents to send their children to special schools.
- Local efforts to link the training of teachers / instructors to the District Primary Education Programme or have them systematically trained through DIET / DRUs in the Districts have had a positive impact on the quality of the teaching.
- Although districts were free to choose between formal and non-formal education methods in the Ninth Five Year Plan, it was found that for Districts that were using the formal syllabus, the transition of children from the NCLP centres to mainstream education was much easier.
- Adequate and timely supply of appropriate teaching-learning material was essential.
- Tests to assess the learning achievements of children to facilitate their entry to formal schools need to be conducted systematically.
- Once children are mainstreamed to formal schools it would be necessary to have a plan of action to ensure a 'follow-up' or tracking of these children to monitor their progress in schools and provide them help in case they are unable to cope with the curricula.
- There is a mix of part-time and full-time Project Directors in a project society. The availability of a full-time Project Director is found to provide momentum to the activities of the NCLP Scheme.
- A number of NCLP Districts have effectively converged with programmes of the Ministry of Human Resource Development. However, convergence with the Ministry of Rural Development needs to be strengthened.

Supreme Court directions (1996)

The Supreme Court of India in its judgment gave directions on the manner in which children working in hazardous occupations were to be withdrawn from work and rehabilitated, and in which the working conditions of those working in non-hazardous occupations were to be regulated and improved. It stipulated the identification within six months by the Central and State Governments of all children working in hazardous processes and occupations; payment of compensation by the offending employer; giving alternative employment to an adult member of the family of a withdrawn child; provision of quality education to the child withdrawn from work; the establishment of a Child Labour Rehabilitation-cum-Welfare Fund, using contributions from employers who contravene the Child Labour Act; and the constitution of a separate cell in the Labour Department of the appropriate Government for the purpose of monitoring. A related judgement was made in May 1997 on the employment of children in the carpet industries in Uttar Pradesh.

Amendment to the Child Labour (Prohibition and Regulation) Act, 2006

On 10 October 2006 an amendment to the Child Labour Act came into force. It included on the list of prohibited hazardous occupations the employment of children as domestic servants and in dhabas (road-side eateries), restaurants, hotels, motels, tea-shops, resorts, spas and other recreational centres.

Sarva Shiksha Abhiyan (SSA)

SSA is an ambitious programme of the Department of Education in the Ministry of Human Resource Development for the 'Universalisation of Elementary Education' (UEE), established in 2001 in response to the global Education for All (EFA) initiative. It is an integrated, comprehensive partnership scheme between the Central and State Governments, aimed at providing useful and quality universal elementary education for all by 2010 through community ownership of the school system and active involvement of local governments and civil society. It works through local groups such as the Village Education Committees, Panchayati Raj institutions and women's groups.

The Central Government provides funds (totalling US\$ 3 500 million) to execute approved District plans based on a baseline survey to identify out-of-school children, covering more than 1 million schools and 193 million children in the age group 6-14 years. It includes a *National Programme for Education of Girls at Elementary Level*, which aims to start girl-child friendly schools for underprivileged girls, with free text books, uniforms and stationery. It also has an *Education Guarantee Scheme* and *Alternative Innovative Education* which focuses on areas without schools and out-of-school children, with actions such as bridge courses, residential camps, drop-in centres, summer camps, remedial coaching, etc. towards eventual mainstreaming of the children into primary and elementary schools.

Broad strategies include among others community ownership of the school, community-based monitoring, community-based planning and a thrust on quality and making education relevant. It has a special focus on girls, scheduled caste (SC) / scheduled tribes (ST) working children, urban deprived children, children with special needs, and children in marginalised families and hardest to reach groups.

Other government schemes

For districts not covered under these the NCLP or INDUS Projects, GOI is providing funds directly to NGOs under a *Grants-in-aid Scheme* for running of special schools for rehabilitation of child workers, thus establishing a greater role for civil society ECL.

The Tenth Five Year Plan has many initiatives that support its vision to reduce the poverty ratio by 15 percentage points by 2012, empower socially disadvantaged groups and address inequalities pervasive in society. Since 1986 the *National Policy of Education* (NPE) has made provision for universal access and enrolment, universal retention of children up to 14 years of age, and substantial improvement in the quality of education. The 1990 *Programme of Action for Universal Elementary Education* shifted education from State jurisdiction to concurrent jurisdiction, leading to several schemes supported by the central government. In the Tenth Five Year Plan these include the *District Primary Education Programmes* (DPEP), *Mid-Day Meals*, *Non-Formal Education* (NFE; aimed at reducing primary drop-out rates to less than 10 percent and increasing learning achievement of primary school students by at least 25 percent); *Teacher Education Programme* and *Sarva Shiksha Abhiyan* (SSA; see above).

As most of the working children come from SCs / STs, OBCs and Minorities, programmes aimed at their empowerment are relevant. There are too many schemes to list here; details can be found in the Tenth Five Year Plan. Several welfare schemes provide medical, housing, educational, recreational and welfare benefits in specific sectors; several scholarship opportunities are available including the *Scholarships for OBC and Minority Students* and *Pre-Matric Scholarships for children of families engaged in Unclean Occupations*. Under the *Jawahar Gram Samridhi Yojana* (JGSY) which provides wage employment, 22.5 percent of allocations are earmarked for SC / ST families living 'Below the Poverty Line' (BPL). Under the *Employment Assurance Scheme* (EAS) which is open to all rural poor who are in need of wage-employment, preference is given to SCs / STs and parents of child labourers withdrawn from hazardous occupations who are below the poverty line.

Other key interventions aimed at helping to alleviate poverty in families of disadvantaged groups include the *Special Central Assistance (SCA) to the Special Component Plan (SCP)*, which *i.a.* extends additional funds to fill critical gaps in family-based income-generation activities; the *Swarnjayanti Gram Swarozgar Yojana* (SGSY), a process-oriented programme focusing on the establishment of Self-Help Groups (SHGs); the assured wage employment for 100 days scheme *Sampoorna Grameen Rozgar Yojana* (SGRY) in identified backward districts; and the *Jai Prakash Rozgar Guarantee Yojana* (JPRGY), an employment guarantee scheme aimed at the most distressed districts in the country. The *Swarna Jayanti Shahari Rozgar Yojana* (SJSRY) has been in operation since December 1997 and is executed by the District Urban Development Agency (DUDA). It seeks to provide gainful employment to the urban unemployed poor through encouraging the establishment of self-employment ventures or the provision of wage employment.

International arrangements and interventions

India is a signatory to the ILO Forced Labour Convention (No. 29); the ILO Abolition of Forced Labour Convention (No 105); and the UN Convention on the Rights of the Child (CRC).

It has not ratified the 1973 Minimum Age Convention (No 138) and treats 14 years as the minimum legal age of entry to the world of work. A 'child' is defined as a person who has not completed his/her fourteenth year of age; an 'adolescent' as a person who has completed his/her fourteenth year of age but not yet his/her eighteenth year of age; and an 'adult' as a person who has completed his/her eighteenth year of age.

India was the first Country to sign in 1992 a Memorandum of Understanding (MOU) within the framework of ILO IPEC, extended until September 2006. In the period 1992-2002 IPEC India has supported 167 Action Programmes, including the INDUS project supported by the US Department of Labour and several state-based projects.

Many other international agencies have been supporting relevant interventions; a few examples are: As part of the Joint Master Plan of Operations on Child Protection between the Government of India and UNICEF, funding was provided among others for a National Tracking System to monitor children in NCLPs and to develop a National Communication Strategy on Child Labour. The Italian Government supports a State based project aimed at the elimination of child labour in Karnataka. Janshala is a primary education programme supported by the pooled funding of five UN agencies. It emphasised community participation and decentralisation and was aimed at making primary education more accessible and effective, with a focus on special groups that include working children.