Rajasthan State Report

FINAL
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UDAIPUR

DUNGARPUR

END TERM EVALUATION OF CHILD RIGHTS PROJECT

Submitted By: new concept
(An ISO 9001:2008 Organisation)

Submitted To: unicef
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Recommendations have been made by various respondents who have implemented and experienced the Project. Certain recommendations have been made based on the lessons arising in course of the Project implementation. These recommendations will serve to optimise the model design of CP interventions in the future and can also be reviewed in the context of scaling up and replication of the Project ..................................................................................................................12

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Sub-outcome 1.1: CP structures under Labour and ICPS/JJ in place, functioning at State, District and Panchayat levels

Project Component 2: Improving the quality of education to increase enrolment and retention

- Capacity building of teachers on STP - Capacities of teaching personnel also has to be built up more effectively as teachers find it difficult to teach using STP.

- Community sensitisation on STP - There must be some provision for sensitisation of community members in gram sabhas to link OOSC children with the STP and motivate them to attend the course. UNICEF can advocate with the GoR for engaging CSOs of their respective areas to implement this activity. The CSO partners of UNICEF can play a crucial role in its facilitation.

- STP residential camps - Special trainings must be organised in residential camps to ensure full participation and 24*7 learning environment to cover the learning gaps of many years.

- Training for AWWs – SRP which is an important component for overall child development must be ensured by repetitive capacity building of AWWs. The convergence between departments of education and WCD is necessary at all levels to achieve this. The ToT model of training (with ICDS supervisors training the AWWs) should be institutionalised since it strengthens the ability of the supervisor to monitor the ECE service delivery by AWWs.

Project Component 3: Raising awareness and empowering families and communities so that they take collective action against child labour

- Engaging with community leaders - Community leaders, at times also carry wrong notions about child labour and child marriage. Since they influence the community, it is important to educate them through IPC and also through official system. The roles and responsibilities of the Sarpanch can be expanded to include advocacy and monitoring against child abuse including child labour and child marriage. This will ensure that CP in a village does not depend on or be hindered by the individual views of community leaders.

Project Component 4: Enhanced Access to SPSs for Vulnerable Families
# List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>AWC</td>
<td>Anganwadi Centre</td>
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<td>AWW</td>
<td>Anganwadi Worker</td>
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<td>BEO</td>
<td>Block Education Officer</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CC</td>
<td>Condensed Course</td>
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<td>CCE</td>
<td>Continuous and Comprehensive Evaluation</td>
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<td>CFS</td>
<td>Child Friendly School</td>
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<td>CP</td>
<td>Child Protection</td>
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<td>CSO</td>
<td>Civil Society Organisations</td>
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<td>CWC</td>
<td>Child Welfare Committee</td>
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<td>DCLTF</td>
<td>District Child Labour Task Force</td>
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<td>DCPU</td>
<td>District Child Protection Unit</td>
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<td>DoE</td>
<td>Department of Education</td>
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<td>DSJE</td>
<td>Department Social Justice Empowerment</td>
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<td>DWCD</td>
<td>Department Women Child Development</td>
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<td>Gol</td>
<td>Government of India</td>
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<td>GoR</td>
<td>Government of Rajasthan</td>
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<td>ICDS</td>
<td>Integrated Child Development Services</td>
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<td>ICPS</td>
<td>Integrated Child Protection Scheme</td>
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<td>IEC</td>
<td>Information Education and Communication</td>
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<td>JJA</td>
<td>Juvenile Justice Act</td>
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<td>JJB</td>
<td>Juvenile Justice Board</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>NGO</td>
<td>Non-Governmental Organisations</td>
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<td>OOSC</td>
<td>Out of School Children</td>
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<td>PLPCP</td>
<td>Panchayat Level Child Protection Committee</td>
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<td>PRI</td>
<td>Panchayati Raj Institution</td>
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<td>RTE</td>
<td>Right to Education Act</td>
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<td>SC</td>
<td>Scheduled Caste</td>
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<td>SCLTF</td>
<td>State Child Labour Task Force</td>
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<td>SCPS</td>
<td>State Child Protection Society</td>
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<td>SDP</td>
<td>School Development Plan</td>
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<td>SHG</td>
<td>Self Help Group</td>
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<td>SJPU</td>
<td>Special Juvenile Police Unit</td>
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<td>SMC</td>
<td>School Management Committee</td>
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<td>SOP</td>
<td>Standard Operating Procedures</td>
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<td>SRP</td>
<td>School Readiness Programme</td>
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<td>ST</td>
<td>Scheduled Tribe</td>
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<td>STP</td>
<td>Special Training Package</td>
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<td>VCPC</td>
<td>Village Child Protection Committee</td>
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Chapter 1: Introduction

1.1 Context
It is estimated that 150 million children aged 5–14 are engaged in child labour worldwide.\(^1\) Child labour is a marked loss of childhood interfering with education and reinforces the intergenerational cycles of poverty. It is associated with exploitation of children who often work in hazardous conditions harming both their physical and mental development.\(^2\) \(^3\)

Child labour is internationally recognised as a violation of children’s rights and defined by Article 32 of the Convention on the Rights of the Child (CRC), as “any work that is likely to be hazardous or to interfere with the child’s education, or to be harmful to the child’s health or physical, spiritual, moral or social development”. Having ratified the CRC in December 1992, India has made considerable progress towards addressing the issue of child labour in recent years with an overall decline by nearly half in the number of child labourers. According to the National Sample Survey Office (NSSO), India, an estimated 5 million children were engaged in child labour in 2009-10 as compared to 9 million in 2004-05.\(^4\) While this is a positive development, a significant proportion of children in India have yet to be granted their fundamental human rights. In line with the CRC, UNICEF aims to build a protective environment for children across several states in India.

The Project ‘Promoting Protection and Education Rights of Children in Cotton Areas’ is an initiative that was implemented in Gujarat, Maharashtra and Rajasthan over the period 2009-2013 to tackle the problem of children working in cotton fields. New Concept Information Systems (NCIS) has been commissioned by UNICEF to conduct an evaluation of this Project, which builds on the previous and ongoing IKEA Foundation support to the UNICEF Child Protection Programme.

1.2 Dynamics of Child Labour and Bt Cotton
Child labour in cotton fields is endemic in the States of Andhra Pradesh, Gujarat, Maharashtra, Rajasthan, Tamil Nadu and Karnataka. The use of child labour in cotton seed production especially for the purposes of cross-pollination is widespread in all the major cotton and cotton seed producing states of India. Gujarat, Maharashtra and Rajasthan have the highest proportion of children aged 5-14 years engaged in child labour in India. Gujarat and Rajasthan each account for approximately 8 percent of child labourers aged 5-14 years in India with Maharashtra accounting for an estimated 5 percent (NSSO, 2009-10).\(^5\) Gujarat and Maharashtra are consistently among the top producers of cotton in India. The cotton seed production areas in these States in particular are widespread with genetically modified varieties of cotton seeds known as *Bacillus Thuringiensis* (Bt) cotton.\(^5\) It has been reported

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\(^5\) NSSO 2009-10 data estimates the total number of children aged 5-14 years engaged in child labour in India is 4,983,871 children. The estimated number of child labourers aged 5-14 years in Gujarat is 390,687 (166,432 male and 224,255 female); Rajasthan is 405,936 (136,239 male and 269,697 female); and Maharashtra is 260,673 (120,600 male and 140,073 female). Retrieved 13 May 2014. URL: [http://labour.nic.in/upload/uploadfiles/files/Divisions/childlabour/NSSOEstimateofChildLabourinMajorIndianStates.pdf](http://labour.nic.in/upload/uploadfiles/files/Divisions/childlabour/NSSOEstimateofChildLabourinMajorIndianStates.pdf)

that Bt cotton cultivation has a high demand for labour per unit area. The absolute increase in area under Bt cotton has increased the overall demand for labour for this crop.\textsuperscript{6} Research conducted on child labour in the cottonseed producing State of Andhra Pradesh showed that labour costs for hybrid cottonseed production account for approximately half of the total cost. Farmers employ children because they can make them work longer hours and they are easier to control as compared to adult employees.\textsuperscript{7} In addition, children work for less money than adult labourers. This exploitation poses serious health problems to children. Children suffer from the harmful effects of pesticides commonly used in cotton production and work for more than 12 hours a day, often suffering from physical, verbal and sometimes sexual abuse.\textsuperscript{8} It is estimated that 3.09 million children up to 18 years of age work in cotton growing (cotton picking) in the States of Maharashtra, Gujarat, and Rajasthan.\textsuperscript{9} A study in 2004 estimated that 60 percent of children working in Bt cottonseed production in Gujarat were girls. Seasonal migration and trafficking of children from Rajasthan to Gujarat, to work in Bt cotton fields are grave concerns. Interstate migration from the tribal belt of southern Rajasthan to Gujarat affects a particularly vulnerable population of tribal migrant workers. A large number of child labourers are from scheduled caste (SC), scheduled tribe (ST) and other marginalised communities.\textsuperscript{10}

1.3 Drivers of Child Labour

Child labour is a complex and multi-faceted issue. Widespread inter-generational poverty and social acceptance of child labour are the greatest drivers of child labour. It is widely believed that a child’s income is crucial for the child’s own survival and the household but it is equally true that child labour induces poverty. Social and financial exclusion based on caste, ethnicity, economic status and religion are other contributory factors that perpetuate child labour. Majority children and families working in cotton fields live below the poverty line and belong to SC and ST communities.

Lack of access to education, and low perceived value of education among communities due to poor educational facilities, discrimination and corporal punishment are other crucial factors. It has been found that majority of children working in the cotton industry have either dropped out of school or have never been to school. A study commissioned by the IKEA Foundation reports that absenteeism during the cotton picking season (October–November) led to school drop-outs, which was particularly prevalent among migrant children. Attitudes towards child labour also contribute towards its prevalence. Child labour also has gender dimensions as traditional views prevail that girls will be better prepared for adult life by sending them to work rather than to school. The practice of child marriage is a human rights violation and children who are married are more vulnerable to being out of school. Inadequate legislation and enforcement to protect the rights of children only serve to foster an environment that breeds child labour.\textsuperscript{11, 12} Children in cotton and cottonseed farms live and work in exploitative conditions since child labour in agriculture is not regulated under current Indian law and other relevant protective laws relating to trafficking, bonded labour and discrimination against SC and ST and implementation of these laws is also very poor. There is an inadequate protective net with child

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\textsuperscript{6} Foundation for Agrarian studies India

\textsuperscript{7} Venkateswarlu, D. (2007). Recent Trends in Employment of Child Labour in Hybrid Cottonseed Production in India. Study jointly commissioned by OECD Watch, Deutsche Welthungerhilfe (DWHH), India Committee of the Netherlands (ICN), Eine Welt Netz NRW (EWN NRW), International Labor Rights Fund (ILRF).


\textsuperscript{9} Study commissioned by IKEA Foundation (2008)


protection (CP) structures in place to address issues of vulnerable children including child labour. Interventions that seek to address the issue of child labour must therefore address a multitude of factors.

1.4 Legal and Programmatic Safeguards

The issue of child labour in India is being addressed through key CP legislation including the Child Labour (Prohibition and Regulation) Act, 1986, Juvenile Justice Act (Care and Protection of Children) (2000; 2006; 2011), and the Prohibition of Child Marriage Act (2006). The National Child Labour Project (NCLP) implemented by Ministry of Labour (MoL), seeks to rehabilitate child labourers withdrawn from employment. Under the aegis of the Ministry of Women and Child Development (MWCD), the Integrated Child Protection Scheme (ICPS) mandates establishment of specific CP structures to prevent and address CP issues including child labour.

1.5 Combating Child Labour in Cotton Areas

The Project “Promoting Protection and Education Rights of Children in Cotton Areas“ aims to contribute to child labour reduction in the long term. The Project builds on previous and ongoing IKEA Foundation support to the UNICEF CP programme aimed at reducing child labour in the carpet belt in Eastern Uttar Pradesh, cotton production in Andhra Pradesh and Karnataka, and the metal ware industry in Moradabad. This Project aims at expanding the coverage and impact of interventions aimed at promoting children’s right to protection and education. UNICEF with the support of IKEA Foundation held national level consultations with Save the Children, an international agency working on child labour in India, to avoid duplication and delineate respective geographic target areas.13

The overall objective of the Project is that “in cotton and cotton seed production areas, children in the age group of 6 to 14 years are not working and are in school”. The Project comprises four components focusing on four planned outcomes, each having a set of sub-outcomes that measures the success of the Project. The Project components and outcomes are:

**Component 1:** Creating and strengthening of CP structures to adequately protect children against exploitation and abuse.

**Outcome 1:** CP structures are in place addressing child labour issues.

**Component 2:** Improving the quality of education to increase enrolment and retention.

**Outcome 2:** Quality education available for all children aged 6-14 years.

**Component 3:** Raising awareness and empowering families and communities so that they take collective action against child labour.

**Outcome 3:** Families and communities take collective action for protection and development of children.

**Component 4:** Addressing exclusion of vulnerable families to service provision and social protection schemes.

**Outcome 4:** Enhanced access to social protection schemes (SPSs) for vulnerable families (out of school children (OOSC) and children without parental care).

The four components under this Project are inter-linked and complement each other to create and strengthen the protective environment for children and provide them with education. The Project’s

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13 UNICEF, Revised Project proposal to IKEA, 2012.
commencement in 2009 coincided with the introduction of ICPS, 2009 and the Right to Education Act (RTE), 2009 by the Government of India (GoI) (please see Annexures 1 and 2). The Project period (2009-13) is representative of the nascent stages of establishment of CP structures in line with ICPS and implementation of the RTE.

The Project approach focuses on strengthening of preventative measures by tackling a number of causal factors associated with child labour. This includes advocating for changes to legislation, creating a protective environment for children, strengthening institutional capacity and service delivery of quality education, changing community attitudes, and implementing strategies for poverty alleviation. The logical framework for the Project outlines the indicators for each outcome and sub-outcome along with baseline and target figures and the method of verification for each (please see Annexure 3).

1.6 Project Components

Component 1: Creating and strengthening of child protection (CP) structures to adequately protect children against exploitation and abuse

The component aims to ensure that CP structures are in place addressing CP issues. The Project views the issue of child labour within the broader context of CP. The approach therefore endeavours to strengthen the legislative and institutional mechanisms that protect children from exploitation and abuse. In this way, the Project design is linked with government systems and seeks to strengthen the implementation of key CP related legislation and government schemes in India viz. JJA (2000; 2006; 2011) and ICPS, Prohibition of Child Marriage Act, 2006; and Child Labour (Prohibition and Regulation) Act, 1986 at the state, district, block and panchayat/village levels.

Outcome 1: CP structures are in place addressing child labour issues

The five sub-outcomes under component 1 of the Project are as follows:

1.1. CP structures under labour and ICPS/JJ are in place and functioning at state, district, panchayat and village level.
1.2. Monitoring systems to track and target children at risk have been established and maintained through village-level database
1.3. Civil society alliance has been established and non-governmental organisations are actively partnering with District Administration for planning and review of child labour interventions
1.4. State and district action plans against child labour have been developed and its implementation is being monitored
1.5. Advocacy platforms strengthened (district level meeting and recommendations provided) for amending child labour law to include prohibition of child labour in agriculture (Maharashtra only)

Component 2: Improving the quality of education to increase enrolment and retention

Component 2 of the Project seeks to deliver quality education available for all children aged 6-14 years. Child labour is a significant driver for children’s non-enrolment, delayed enrolment and early exit from school. Simultaneously, children not attending school are at risk of engaging in labour. Lack of educational attainment is the most important non-economic factor which continues to entrench child labour within the vicious cycle of poverty, even in light of increasing economic well-being. To ensure access to education and school retention of children vulnerable to labour and former child labourers,
education needs to become socially inclusive, of good quality, and involve a pedagogy which is child-centered. In addition, effective rehabilitation involves removing children from labour, ensuring access to adequate interim schooling and support to ensure that children catch up on missed years of schooling and reach the correct learning level for their school grade before they join formal schools. This component supports India’s target of Millennium Development Goal (MDG) 2 to achieve universal primary education by 2015. It also serves to strengthen the implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009 and the GoI’s educational framework through Sarva Shiksha Abhiyan (SSA) and pre-school education as part of the Integrated Child Development Services (ICDS) (please see Annexure 2).

Outcome 2: Quality education available for all children aged 6-14 years.

The five sub-outcomes under component 2 of the Project are as follows:

2.1 All elementary schools in the Project areas providing quality, child-friendly education. The RTE Act 2009 mandates ‘child-friendly and child-centered’ learning.

2.2 Special Training Programme (STP)\textsuperscript{16} for child labourers and other out-of school children up to 14 years in place for mainstreaming children into formal education

2.3 School Management Committees (SMC)\textsuperscript{17} and Panchayati Raj Institutions (PRI) monitor and support attendance and infrastructure improvement of schools

2.4 Models of School Readiness Programme (SRP) established for 03-05 year old children

2.5 Evidence based advocacy for effective targeting and utilisation of resources for education of excluded children

Component 3: Raising awareness and empowering families and communities so that they take collective action against child labour

Component 3 of the Project endeavours that families and communities take collective action for protection and development of children. This component seeks to change the mindsets and attitudes of communities towards child labour. Key actors in society including children, parents, and communities have to be convinced that child labour is a problem and that educating their children will have long-term benefits. The belief that educating a girl is a poor investment as she will marry and leave home should be addressed. Parents, who send their children to work, and employers do not always recognise the harm caused, especially in the absence of an effective social or moral sanction against the practice. There is lack of information about the health effects of exposure to harmful pesticides in cotton fields, the benefits of education and the future opportunities that a working child will be denied.\textsuperscript{18} \textsuperscript{19} Hence, this component is linked with the other three Project components since changing community attitudes to send children to school requires parents and children to see the benefits of quality education (component 2); SPSs (should provide an opportunity for families to seek ‘viable’ options to supplement family income (component 4); effective monitoring and resolution of child labour cases at the community level is linked with appropriate legislation and institutional mechanisms.

Outcome 3: Families and communities take collective action for protection and development of children.

The three sub-components under component 3 of the Project are as follows:

3.1 Families aware of harm caused by sending children to work and instead send their children to school

\textsuperscript{16} Transitional programmes/bridge schooling have been replaced with Special Training Programmes (STP) in line with Right to education (RTE) terminology.

\textsuperscript{17} VECs and PTAs have been replaced with School Management Committees (SMCs) in line with RTE Act.


3.2 Adolescents, especially girls and women networked and empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and to protection

3.3 Community leaders, including PRIs take active role in monitoring child rights issues and take action for preventing child labour

3.4 Advocacy on child labour free farming with farmers and through media

**Component 4: Addressing exclusion of vulnerable families to service provision and social protection schemes**

Component 4 of the Project seeks to enhance access to SPSs for vulnerable families. Households adopt livelihood strategies and coping mechanisms to deal with poverty risks and shocks. Both household vulnerabilities and their response mechanisms impact children. Social protection programmes for families in need will help prevent a relapse to child labour. Investment in SPSs is a cost-effective strategy to reduce child labour in the long term. The inclusion of social protection as a strategy to address child labour is also in line with the National Policy on Child Labour (1987), which stipulates “the need to cover child labourers and their families under various poverty alleviation and employment generation schemes.”

**Outcome 4: Enhanced access to social protection schemes (SPSs) for vulnerable families (OOSC and children without parental care).**

The three sub-components under component 4 of the Project are as follows:

- 4.1 SPSs mapped, reviewed and recommended for revisions to explicitly target vulnerable families, including those having children engaged in child labour and migrants
- 4.2 Increased awareness among families on SPSs
- 4.3 Systems set up to monitor and link vulnerable families to SPSs

**1.7 Project Stakeholders and Convergence**

The Project was implemented with the support and partnerships of many stakeholders to further strengthen their capacities towards the collective objective of reducing child labour. The Project design promoted convergence through coordination and undertaking joint initiatives in addressing child labour issues.

The Project was supported by IKEA Foundation as the donor agency. It provided funding for the Project to UNICEF at a requested EUR 13.4 million. An additional EUR 1.5 million was raised through other sources amounting to a total budget in excess of EUR 14.9 million (please see Annexure 4 for Project budget and Rajasthan State budget).

UNICEF implemented the Project in partnership with the State Governments of Gujarat, Maharashtra, and Rajasthan with implementation support from Civil Society Organisations (CSOs) and Non-Government Organisations (NGOs). Community-based organisations (CBOs) including adolescent groups and PRIs supported in community sensitisation activities including information dissemination on the harmful effects of child labour, importance of education and information on social protection schemes.

UNICEF provided technical expertise and support in all four Project component areas. The UNICEF Chief of Field Office was the lead manager of the Project. Chiefs of CP, Education and Communication for Development (C4D) aided by the respective sector Specialists provided technical guidance to the Project. The UNICEF Country Office in Delhi was responsible for coordination with the relevant national level ministries for issues related to policy, advocacy and programmatic response. UNICEF State Offices

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coordinated with the relevant state level government departments and CSOs, community groups and local functionaries for issues related to Project implementation.

At the national level, the MoL, MWCD, Ministry of Human Resource Development (MHRD) and National Commission for Protection of Child Rights (NCPCR) were key stakeholders. At the State Government level, functionaries under the Department of Labour, Department of Women and Child Development (DWCD), Department of Education (DoE), Department of Home (DoH) and Department of Social Justice and Empowerment (DSJE) were primary stakeholders. In addition, locally elected government representatives played a crucial role in implementing the Project. CSOs as Project partners in each State played a critical role in implementing the Project. The Project also worked with media groups to raise social consciousness and influence public opinion.

In addition, district level task forces chaired by District Collectors and membership of relevant line departments, NGO representatives, trade union leaders and UNICEF were formed to plan and monitor the Project as part of their remit of work.

1.8 Project Beneficiaries

Children as rights holders are direct beneficiaries under the Project. The Project targeted children aged 6-14 years in 11 districts across the three intervention States with an expected coverage of 4.9 million at risk and vulnerable children including those out of school and in child labour, those working in cotton and cotton seed production as well as in other forms of labour. In addition, through strengthening of Early Childhood Education (ECE), the Project sought to benefit young children (age 0-5 years) for mainstreaming into formal education and to create youth networks to empower adolescents.

The Project design also serves to benefit vulnerable households under component 4 by enhancing their access to service providers and social protection schemes. In addition, through capacity development under the Project design, functionaries under ICPS, education personnel including teachers and anganwadi workers (AWW) and members of CBOs are also considered beneficiaries.

1.9 Project Strategy

A common implementation strategy was adopted across all three intervention States viz. two districts of Rajasthan (Udaipur and Dungarpur), six districts of Gujarat (Kutch, Vadodara, Rajkot, Bhavnagar, Banaskantha and Patan), and three districts of Maharashtra (Yavatmal, Jalna, and Wardha). However, sub-outcomes were adapted to the state-specific context.

1.10 Project Scope

Areas of coverage selected were prone to child labour and with the Project's equity focus comprised marginalised communities (ST/SC populations) particularly vulnerable to child labour. The Project primarily targeted children at risk of child labour and those engaged in child labour, those working in cotton and cotton seed production and other forms of labour. In addition, capacity of Project partners to effectively implement the Project was considered while determining Project areas. The Project design remains socially inclusive and seeks to create and strengthen a protective environment for all children irrespective of socio-economic background, gender or type of labour.

A limitation in the Project scope of component 2 is the target age group of children between 6-14 years of age as compared to the CRC, which considers children up to 18 years of age. Therefore under Project component 2, service delivery of education for children in the age group 15-18 years of age is not addressed. However, the target age group of 6-14 years is aligned with the RTE. In other Project components, children in the age group of 0-18 years are included to strengthen implementation of JJA, which recognises a child as an individual up to 18 years of age.
1.11 Building Sustainable Structures
The Project focuses on creation of sustainable structures with increased capacities of human resources under the mandate of the ICPS. At state, district and panchayat/village levels, various stakeholders at policy, programme and implementation, and community levels are involved. Capacity building and training of CP functionaries and key stakeholders at state, district, block and village levels is a key feature of the four Project component areas. In addition, the Project is aligned to strengthen implementation of legislation and government schemes and advocate for change in legislation in line with the Convention on Rights of the Child (CRC). By working closely with the government and ensuring its buy-in, sustainability beyond the Project period can be achieved with potential of scaling up to other districts and/or states in India.

1.12 Human Rights, Equity and Gender
The issue of child labour and promoting education for children is congruent with international human rights framework viz. CRC to which India is a signatory. The Project is closely aligned with a number of articles in the CRC (please see Annexure 5 for the pertinent articles in the CRC).

Equity has been briefly discussed in the Project scope. In addition to addressing the issues of child labour and OOSC, by targeting geographical regions of reportedly high incidence of child labour particularly among ST and SC communities, vulnerable children and families most at risk are covered. Specifically under component 4 of the project, vulnerable families (with OOSC and children without parental care) are provided the benefits of social protection schemes.

The Project maintains a gender focus by linking with Women's Self-help Groups (SHGs) and creating Adolescent Girls Groups (AGGs) to empower women and girls at the community-level to address issues of child labour and OOSC. These groups have been provided capacity development/training under component 3 of the Project.

1.13 Changes to the Project
The Project is implemented in the changing CP landscape in India viz. ICPS introduced in 2009 and the RTE Act of 2009, which came into force in April 2010. The Project sought a one-year no-cost extension in the first instance to dedicate sufficient time and resources for effective implementation of ICPS and RTE in light of a time lag for ICPS to gather momentum. In addition, any positive changes observed would require longer duration, to demonstrate results than originally envisaged, as evidence for replication. Project duration was therefore planned from January 2009 to December 2013 to deliver results in line with supporting sustainable government structures and systems. In the second instance, a two month no-cost extension was sought adjusting the Project period from January 2009 to February 2014 in order to complete Project implementation.

Outputs and indicators pertaining to a select few outcome areas were revised during the first no-cost extension period, to be more specific and measurable. Initial output under Project component 4 viz. ‘Partnerships in place to link SHGs to economic and livelihood programmes’ does not feature in the revised logframe since other outputs under this Project component are sufficient to adequately inform progress of the Project in this capacity (please see Annexure 3). It is considered that changes made to the Project logframe were appropriate to bring more focus to the Project.
Chapter 2: Research Design

2.1 Purpose and Objective of Evaluation
The evaluation purpose aimed to assess whether the Project, having reached the end of its implementation period, has achieved its objectives and the extent to which these were accomplished. It endeavours to provide an understanding of the challenges faced and highlight key innovations under the Project to inform recommendations for future programming. This includes replication of integrated models of working with children in other states and districts as well as with the government. The findings will be used by UNICEF to provide a Project report to their donor IKE Foundation. The overall objective of the evaluation is to assess the relevance, effectiveness, efficiency and sustainability of the Project and to derive recommendations accordingly.

2.2 Scope of Evaluation
The evaluation covers the entire Project period from 2009 to 2013 in all 11 Project districts of Gujarat, Maharashtra and Rajasthan. The evaluation focuses on addressing the how and why questions related to assessment of achievements viz. the effectiveness and efficiency of the project, sharing lessons learned, guiding recommendations and determining whether key strategies and activities are replicable and sustainable. The evaluation is qualitative and supplements the quantitative data obtained from prior fieldwork such as the midline survey, 2012 and other quantitative data obtained through the project’s internal monitoring mechanisms (please see Annexure 3 - means of verification column in Project log-frame and Annexure 6 for the Project results matrix).

The evaluation sought to address the relevance, effectiveness, efficiency and sustainability of the Project by closely linking research questions on these domains to the four broad Project outcome areas and corresponding sub-outcomes as identified in the Project log-frame. The sub-outcome 3.4 related to advocacy on child labour free farming with farmers and through the media however was not addressed as part of the evaluation, in accordance with the ToR and based on logistical challenges of meeting these stakeholders within the proposed timeframe of the evaluation. Impact assessment as defined by Development Assistance Committee (DAC) criteria is also beyond the scope of the evaluation. While the evaluation addresses efficiency of the Project, a comprehensive cost-benefit analysis is beyond the remit of the evaluation due to constraints in time and resources. The evaluation is based on the revised logframe (2012) (please see Annexure 3).

2.3 Methodology of Evaluation

2.3.1 Respondents and Data Collection Tools
The evaluation draws on a mix of primary and secondary research activities. Desk review, of relevant documents obtained from UNICEF and those collected through field work, was conducted (please see Annexure 7 for the list of secondary documents). Since the evaluation aimed to probe beyond quantitative indicators, a participatory approach comprising in-depth interviews (IDIs) and Focus Group Discussions (FGDs) with key stakeholders was adopted. These techniques were selected to maintain flexibility and probe into areas of interest and were relatively cost-effective.

In line with the evaluation objective, a master list of research questions was developed to investigate the relevance, effectiveness, efficiency, and sustainability of the Project. Given the rigorous Project log-frame, the master list was closely mapped to the outcomes, sub-outcomes, and indicators outlined in the log-frame. The master list was used to create state-wise three-tiered stakeholder specific (policy-level, programme-level and community-level) tools. In addition, an FGD tool for discussion with the
Project target group of children (6-14 years of age) was developed (please see Annexure 8 for list of research tools).

Purposive sampling was employed to ensure a representative sample of functionaries involved in implementation as well as Project beneficiaries.

**Table 1: Evaluation Respondents by Tool**

<table>
<thead>
<tr>
<th>Tools</th>
<th>Level</th>
<th>Respondents/Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>In-depth Interviews (IDIs)</td>
<td>State</td>
<td>State Government Officials (Labour, DWCD, SJE, Education/SSA), UNICEF (staff and consultants), Police</td>
</tr>
<tr>
<td></td>
<td>District</td>
<td>District Collector and CEO, Labour Officers, DWCD, Education officers, Police, NGOs, CWC/JIB, DIETs, DCPC, Consultants supporting implementation of the Project</td>
</tr>
<tr>
<td></td>
<td>Sub-District (Block)</td>
<td>Block development officers, Line department representatives, Gram panchayat head, NGO functionaries, CRC</td>
</tr>
<tr>
<td></td>
<td>Village</td>
<td>PRI, Teachers, SMC members, children</td>
</tr>
<tr>
<td>Focus Group Discussions (FGDs)</td>
<td>District</td>
<td>Line Departments</td>
</tr>
<tr>
<td></td>
<td>Block</td>
<td>NGOs</td>
</tr>
<tr>
<td></td>
<td>Village</td>
<td>VCPC/PLCPC, SMC, village volunteers, Adolescent groups/children’s clubs, SHG members, community members/parents, teachers, and children (rescued or benefitting from the programme)</td>
</tr>
</tbody>
</table>

2.3.2 Rajasthan Respondents

The research team met the various identified stakeholders at the state, district, block and village levels to obtain a diversity of viewpoints. This approach ensures a broad range of findings across stakeholders and recommendations can be targeted to each stakeholder category (policy-level, programme-level, community-level) in order to better inform future programming.

Respondents at the policy-level included state and district representative government officials from the departments SJ&E, Education/SSA, Rajasthan State Commission for Protection of Child Rights (RSCPCR), District Child Protection Unit (DCPU), and UNICEF staff and consultants. At the programme and implementation level, respondents included partner NGO Project staff, block education officers (BEO), head-teachers/teachers. Community-level respondents included elected village representatives, AWWs, head teachers/teachers, SMCs, AGGs, panchayat level child protection committee (PLCPC) and SHG members, and parents. Children in the age group of 6-14 years were consulted in the evaluation reflecting the age group of the Right to Education Act.

Respondents at the community level comprised women SHGs and AGGs maintaining a gender perspective in the evaluation with a special focus on women. The inclusion of children in the evaluation recognises that children are social actors with a unique perspective and insight into their own reality. This is in line with Article 12 of the CRC which states that all children who are capable of forming their own views have a right to express those views freely in all matters affecting them, with the view of the child being given due weight in accordance with their age and maturity.21 Further, a mixed profile of children including those who are in school benefitting from the Project, children migrating and otherwise constituting a vulnerable group such as orphans or children from marginalised communities was formed where possible.

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Stakeholders and beneficiaries were asked to share their experiences of the Project including the manner in which Project activities have strengthened the protective environment for children at various levels and addressed the issue of OOSC and the challenges faced over the Project period. The extent to which the Project has ensured sustainability particularly through capacity building efforts, scale-up, networking and convergence was probed. Stakeholders were consulted to provide recommendations that will help improve future Project cycles. UNICEF Delhi office, with support from state offices, participated in each stage of the evaluation and were also information providers.

2.3.3 Geographical Sample
Geographical representation was ensured by including all eleven Project districts in the study. As a standard norm, two blocks per district were purposively selected based on capturing the Project’s diversity in terms of socio-economic profile of respondent groups and spatial spread of the Project interventions. The sample also reflected active Project areas to draw out successes and challenges faced by the Project. Similarly, five villages per district were selected based on representative diversity of stakeholders and Project activities. Table 2 below provides proposed and actual geographic primary sampling units for each State.

Table 2: State-wise Proposed and Actual Geographic Sample Selection

<table>
<thead>
<tr>
<th>Primary Sampling Unit</th>
<th>Gujarat Proposed</th>
<th>Gujarat Actual</th>
<th>Maharashtra Proposed</th>
<th>Maharashtra Actual</th>
<th>Rajasthan Proposed</th>
<th>Rajasthan Actual</th>
</tr>
</thead>
<tbody>
<tr>
<td>District</td>
<td>6</td>
<td>6</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Block</td>
<td>12</td>
<td>12</td>
<td>6</td>
<td>6</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Village</td>
<td>24</td>
<td>24</td>
<td>15</td>
<td>15</td>
<td>10</td>
<td>9</td>
</tr>
</tbody>
</table>

2.3.4 Data Collection Units
The sample of data collection units (DCUs) in each state was developed in agreement with UNICEF. Using the standard norm of DCU/state (see below), the sample of total number of IDIs and FGDs per state was devised. A total of 47 IDIs and 21 FGDs were conducted against a proposed 41 IDIs and 18 FGDs in Rajasthan in the evaluation design. The details and state-wise break up of IDIs and FGDs as conducted against the planned sample is detailed out in Table 3 below.

Table 3: State-wise DCU Sample

<table>
<thead>
<tr>
<th>DCUs/State</th>
<th>Overall DCU Sample in 3 States</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Gujarat Proposed</td>
</tr>
<tr>
<td>IDI</td>
<td>3</td>
</tr>
<tr>
<td>FGD</td>
<td>1</td>
</tr>
<tr>
<td>Block</td>
<td>4</td>
</tr>
<tr>
<td>Village</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>11</td>
</tr>
</tbody>
</table>

Purposive sampling may introduce an element of bias into the evaluation with respondents purposively identified for their contribution of either favourable or unfavourable views of the Project. An alternative random sampling strategy that would limit bias however, was not deemed appropriate since qualitative evaluation requires respondents to provide sufficient information on specific areas of enquiry, which is not guaranteed by random sampling. Bias has been controlled through a representative sample.
Further, both primary and secondary research serves to triangulate information and strengthen validity of the findings.

### 2.3.5 Ethical Considerations

Adopting best-practice in carrying out research and recognising the duty of care towards people involved in the research activities, the *WHO Standards and Operational Guidance for Ethics Review of Health-Related Research with Human Participants* were consulted to mitigate the possibility of any negative effects arising from the involvement of respondents. Specific ethical guidelines for conducting research with children and young people were additionally consulted viz. *Guidelines for Research with Children and Young People - Research Centre, National Children’s Bureau*. The research team was also trained to adhere to ethical standards.

All respondents provided informed consent and were informed of their right to withdraw from the evaluation and of data confidentiality. The research purpose and findings were further explained to respondents. After each session, respondents were provided an opportunity to ask researchers any questions or contact the research team if they should so wish. Community-level field work was facilitated by local Project partners. State, district and block level research was facilitated by UNICEF Rajasthan specialists, officers and consultants (*please see Annexure 9 for a detailed list of Project partners*).

The evaluation design considered the four well-known moral principles that constitute the basis for ethics in research (*please see Annexure 10 for a detailed description of the principles*):

1. **The Principle of Non-maleficence**: Research must not cause harm to the participants in particular and to people in general.
2. **The Principle of Beneficence**: Research should also make a positive contribution towards the welfare of people.
3. **The Principle of Autonomy**: Research must respect and protect the rights and dignity of participants.
4. **The Principle of Justice**: The benefits and risks of research should be fairly distributed among people.

### 2.3.6 Evaluation Criteria

Organisation for Economic Co-operation and Development (OECD) - DAC criteria for evaluations of development assistance were applied to frame questions and guide the design of the evaluation. The criteria was selected on the basis that it best supports the objective of the evaluation as well as its wide-use among major donor agencies and other development stakeholders. Specifically, the evaluation was based on the following research framework.

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25 Alternative criteria such as DAC criteria in Evaluating Humanitarian Action was not deemed relevant for this evaluation.
OECD-DAC Criteria and Research Framework

Relevance
Relevance refers to the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. The evaluation seeks to address the following questions under relevance.
- To what extent was the Project design relevant to the Project objective of ensuring that children 6-14 years are not working and are in school?
- To what extent does the Project design contribute towards creating an enabling environment towards promoting child rights, CP and elimination of child labour?
- Given the change in the external environment due to new legislations and schemes were there any new opportunities or challenges?
- Did the Project complement the Government policies and strategies?

Effectiveness
Effectiveness is a measure of the extent to which an aid activity attains its objectives. The evaluation seeks to address the following questions under effectiveness.
- Did the Project achieve the results in relation to the stated objectives and key performance indicators? How and why/why not? Were there any variations from the outcomes originally proposed? If so, why?
- What was the role of the key players and UNICEF and how did they contribute to achieving the results? If not, state reasons.
- Have the strategies used enabled the Project to meet its objectives? If not, what are the possible reasons?
- What have been the difficulties or constraints that the Project has experienced and how has it affected the results? What are the lessons learnt?

Efficiency
Efficiency is a measure of the outputs, both qualitative and quantitative, in relation to the inputs. The evaluation seeks to address the following questions under efficiency.
- To what extent were the resources utilised efficiently? Were outputs delivered on time?
- To what extent was the Project able to leverage Government resources and partner with the Government to enhance the efficiency of the Project? As compared to the budget outlays was any review done to see how these were being utilised and were any changes made as per programmatic progress and linkages?
- To what extent did the activities cover the different population groups especially the marginalised communities?

Sustainability
Sustainability is a measure of whether the benefits of an activity are likely to continue after donor funding has been withdrawn. The evaluation seeks to address the following questions under sustainability.
- To what extent can this model of change be replicable in other programme areas with similar needs? What were the interventions that have been replicated by Government or likely to be replicated?
- To what extent will the partnerships developed with the Government and other partners during the course of the Project contribute to long term sustainability? (including community engagement and ownership)
- How has the partnership with the Government helped in operationalising Project interventions?

As defined by DAC criteria, impact refers to the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. As per the study ToR, the comprehensive assessment of impact was not part of the remit of this evaluation and therefore this aspect was not focused upon in the evaluation design. The evaluation however did explore what could be done to make the Project more effective to inform recommendations.
2.3.7 Field Work in Rajasthan

The research team consisted of a state coordinator, a field supervisor and two field investigators. The four-member team underwent intensive training at the NCIS, Delhi office on the Project background, evaluation protocol and all the evaluation tools. All team members could speak, read and write in Hindi which was crucial to elicit rich data and create a comfortable atmosphere for interaction with the respondents.

Data collection was completed in Udaipur, the first intervention district from April 3-9, 2014. In the second intervention district of Dungarpur, data was collected from April 9-12. The research team was accompanied by UNICEF partner CSOs in Udaipur and UNICEF consultant and partner CSO in Dungarpur. They introduced the team to the respondents since the sampling in the study was purposive in order to meet those stakeholders who would provide meaningful and relevant information. State level interviews were conducted after completion of data collection in the two districts.

2.3.7.1 Challenges and Limitations in Data Collection

- The team encountered challenges in data collection arising due to election in the State. The fieldwork was initiated in Udaipur on April 3, 2014. Meetings were planned with key Government officials. However, due to day long engagement of officials in election (planning, training and other coordination work) as April 5, 2014 being the last date for nominations in the State it became impossible to engage people in extended question and answer sessions.
- Difficulties in interaction with Government officers were also encountered in Dungarpur due to election as most of the functionaries who had actively participated in the Project since its inception had been transferred. The people interviewed were new in office, hence they were unable to provide in-depth programmatic information relevant for the evaluation. To overcome this challenge and to elicit valuable data which could inform the evaluation, telephonic interviews were conducted. These included interaction with former District Collector, Mr. Purna Chandra Krishna and former Superintendent of Police Mr. Rahul Jain. The two respondents however, provided a general overview of the Project which did not cover all evaluation parameters.
- The participants for IDIs and FGDs at the programme implementation level and the community level were proposed and contacted by the implementing organisations (Gayatri Seva Sansthan, Unnati Sansthan and PEDO). UNICEF officers and consultants facilitated the policy level interactions. The respondents were selected purposively and not randomly considering the fact that they should have been associated with the Project for a significant period and should be informed to share the relevance, efficiency, effectiveness, sustainability and challenges at each stage of Project execution. Few policy level IDIs including of the Government, could not be conducted in a planned question-answer session due to their preoccupation and paucity of time to respond to the large number of questions.
- UNICEF partner NGOs implementing the Project, were assigned the responsibility for organising the FGDs and contacting the respondents. The NGOs were capable and flexible enough to ensure that the conditions were best for the discussions'. The FGDs were held without any major difficulty. The atmosphere was conducive for sharing and the respondents were fully engaged and provided very detailed information and useful comments that enriched the evaluation process. The only exception was the policy level FGDs in Dungarpur, as the questionnaire had 76 questions, and responses to the last two outcomes were not as enriching as the first outcome. Also some of the respondents were very reserved at the beginning.
Chapter 3: Findings

The findings are mainly based on the review of Project documents and qualitative data collected in response of the IDIs and FGDs conducted at various levels i.e. policy, programme implementation, community and children. The findings for each outcome including sub-outcomes are presented as per the Project log-frame. In line with the objective of the evaluation, the relevance, effectiveness, efficiency, and sustainability for each of the four Project component areas are also addressed.

Project Component 1: Creating and strengthening CP structures to adequately protect children against exploitation and abuse

Outcome 1: CP Structures in Place Addressing Child Labour Issues.
The evaluation found that the Project facilitated the establishment of CP structures through policy advocacy and dialogue with the State and the national Government. Notifications were issued in line with the provisions of ICPS and Child Labour Act and all the CP structures were in place at the end of the Project. The Project has empowered stakeholders at state, district, block and village levels to protect rights of all children. UNICEF provided support to the State Government in implementing ICPS in the two Project districts, Udaipur and Dungarpur. Capacity development of government functionaries was undertaken to facilitate effective implementation of the ICPS and promote the building of protective structures and systems and optimise their functioning. Similar CP structures were also created at panchayat level with emphasis on building local capacities to protect the rights of children. Sustained policy dialogue with government and civil society agencies was carried out to increase the age bar of child labour from 14 to 18 years.

Sub Outcome 1.1: CP structures under Labour and ICPS/JJ in place functioning at state, district and panchayat levels

Government notifications to establish CP structures
Under the Project, approximately 95 notifications (against the targeted 6) were issued to establish CP structures at the state, district, block and panchayat levels during the period 2009 to 2013 in Rajasthan. UNICEF played a significant role in advocating with the State Government on child rights issues in line with the JJ Act and ICPS which mandates the establishment of CP structures to create a protective environment for children. It contributed by providing technical support in drafting the notifications, orders and circulars aligned with the State Policies in consultation with secretaries and directors of CP departments of the Government of Rajasthan (GoR). Some of the key notifications include:

- Notification on JJ Rules-2011
- Notification for establishment of DCPU-

“UNICEF presence at various levels has ensured speedy actions towards establishment of child protection structures. Various notifications, orders, circulars were issued from district and block offices for the establishment of CP structures in continuation of State notifications and orders in a time bound manner which is appreciable.”

-Mandhata Singh Ranawat, DD-DSJE, Udaipur

Policy FGD in Udaipur
2011
- Notification on CWC discharge of functions-2013
- Notification on CWC monthly meetings-2012
- Order on per child allocation of money in children’s homes-2013
- Various notifications related to establishment of adoption committees in each district-2011
- Executive order for setting-up of BLCPCs and PLCPCs-2012

(please see Annexure 11 for detailed list of GRs, Notifications, standard operating procedure (SOPs) and Guidelines26)

At the state level, regulatory circulars issued by RSCPCR to institutions and departments pertaining to establishment and functioning of CP structures and measures recommended for time bound execution of notifications were effective in facilitating the process. At the district level, effective implementation of orders and notifications was ensured by involving the District Collector for assigning the roles and responsibilities of various stakeholders and their review on a monthly basis.

**Challenges in issuing notifications**
The Project faced challenges in seeking agreement of various departments on role distribution within the CP framework which was a prerequisite to issuing of notifications on child rights.27 UNICEF held initial meetings separately with the chief functionaries of these departments to facilitate convergence and build consensus on child rights issues which facilitated the issuing of notifications.

**Policy formulation for creating an enabling environment for children**
As a result of UNICEF’s persistent advocacy in terms of preparing drafts for amendment in the existing Child Labour Act, lobbying with the GoR and the GoI in line with the JJ Act, which confirms the age of a child till 18 years, the GoR revised its definition of child labour by raising the upper limit to 18 years from 14 years. The Project initiatives created an enabling environment, which contributed in the formulation of Policy on Girl Child, a first of its kind in the country and setting up of a separate Directorate for Child Rights (DCR) by the GoR. RSCPCR was also set up after several rounds of dialogue with the State Government and by facilitating the preparation of CPCR Rules. Several more categories of children28 have been included under the umbrella of Palanhar scheme, which is a SPS for children (please see Annexure 12 for details of Palanhar Yojana). The evaluation found that the child

26 The compendium of notifications, SoPs, Guidelines has been published by Directorate of Child Rights, GoR to be distributed to the trainee participants of CP structures at Divisional orientation workshops.

27 Labour Department, Employment Department, Department of Social Justice & Empowerment, Women and Child Development Department, Police Department, Education Department, and Panchayati Raj Institutions.

28 Orphaned Children; judicial death penalty / life imprisonment obtained parent's child; destitute widow pension eligible mother to three children; “Nata Pratha” mother’s three children; child of a married widow; child of the AIDS infected mother / father; child of the suffering from leprosy mother / father; child of the Disabled mother / father; divorced / separated woman’s child.
rights interventions under the Project have contributed in creating a statewide enabling environment for care and protection of children.

**Establishment of targeted CP structures**

By the end of the Project implementation period in 2013, CP structures targeted under the Project were established at the state level and in the two Project districts. The Project also assisted in the establishment of ICPS mandated CP structures at the state level and in the non-Project districts, which went beyond the scope of the Project indicating the Project’s effectiveness. The CP structures established under the Project are provided in table 4. (Please see Annexure 13 for role and composition of CP structures)

<table>
<thead>
<tr>
<th>Table 4: Child Protection Structures Established in Rajasthan under the Project</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Child Protection Structure</strong></td>
</tr>
<tr>
<td>---------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>State-level</strong></td>
</tr>
<tr>
<td>State-level Child Labour Task Force</td>
</tr>
<tr>
<td>State Child Protection Society</td>
</tr>
<tr>
<td>Directorate of Child Rights</td>
</tr>
<tr>
<td>State Commission for Protection of Child Rights</td>
</tr>
<tr>
<td><strong>District-level</strong></td>
</tr>
<tr>
<td>District-level Child Labour Task Force</td>
</tr>
<tr>
<td>District Child Protection Unit</td>
</tr>
<tr>
<td>Child Welfare Committee notified and appointed</td>
</tr>
<tr>
<td>Juvenile Justice Board notified and appointed</td>
</tr>
<tr>
<td>Special Juvenile Police Units notified at district level</td>
</tr>
<tr>
<td><strong>Village-level</strong></td>
</tr>
<tr>
<td>Village Child Protection Committee</td>
</tr>
<tr>
<td>PLCPC</td>
</tr>
</tbody>
</table>

**Establishment of state level CP structures**

As per the Project mandate the State Child Protection Society (SCPS) was successfully established in 2011 while the State Child Labour Task Force (SCLTF) was reconstituted in 2011 at the state level. During the Project period two other structures were established namely the RSCPCR in 2010 and the Directorate of Child Rights (DCR) in 2013. The advocacy efforts in line with the Project objectives yielded these structures, which were not planned under the Project targets.

The SCPS is providing support and monitoring the performance of DCPUs and is ensuring effective implementation of JJ Act and other CP policies and legislations. As a top tier structure of the state ICPS, UNICEF has facilitated its registration and establishment and made it functional by developing SOPs for its subordinate offices. UNICEF advocacy supported SCLTF reconstitution under the chair of RSCPCR to facilitate the review and monitoring of the implementation of existing state plan and district plan of action against child labour.

The SCPCR was established in 2010 after UNICEF’s continued advocacy efforts in terms of several rounds of dialogue with State and national Government. UNICEF assisted in drafting the state rule for Commission for Protection of Child Rights Act, 2005 and facilitated the preparation of meeting agenda in the beginning. Presently, SCPCR is working independently.

The DCR was established in 2013, a first of its kind in the country, to coordinate and administer the issues pertaining to child rights. It monitors child rights issues through additional directors appointed at the district level. Presently additional directors have been appointed for all 33 districts in the State.
The advocacy held in line with the Project objectives resulted in the establishment of this unplanned Project structure.

**Establishment of district level CP structures**

District level CP structures have been established in two Project districts. The effectiveness of these structures in preventing child labour, motivated the State government to replicate most of the structures in the remaining 31 districts.

DCPUs were established in the two Project districts with human resource support from UNICEF (since the GoR did not have a policy to recruit contractual staff and the regular Government selection process involved a transparent but a lengthy process to fill the vacant positions till the recruitment of regular staff. By the end of the Project regular staff had undertaken the functioning across the State as a result of UNICEF’s persistent advocacy for recruitment and timely execution of each step of the process by the GoR in the last 3-4 years.

District Child Labour Task Forces (DCLTFs) have been established for rescue, rehabilitation and mainstreaming of child labour in the Project intervention districts and promote convergence among various line departments and institutions (DCR, DoL, DoH (Police), Department of Health, DWCD, Child Welfare Committee (CWC), Juvenile Justice Board (JJB), Special Juvenile Police Unit (SJPU)). These interventions were core to the successful execution of the DCLAPs by the task force, which was facilitated by UNICEF. UNICEF’s advocacy efforts to organise the line departments and facilitate convergence has resulted in several child labour free panchayats.

The Project succeeded in demonstrating the functioning of CWCs and JJBs in the two intervention districts, which led to its replication in the remaining 31 districts in 2010.

SJPUs under ICPS have been established in the intervention districts by UNICEF to coordinate and upgrade the police interface with children. All the police officers, designated as child welfare officers in the district are members of SJPU and have been trained on child-friendly policing. Under the project 10 child-friendly police stations were established in the two intervention districts.

**Constitution of village and panchayat level CP structures**

Village child protection committees (VCPCs) were established in the year 2010 through efforts of partner CSOs, Gayatri Seva Sansthan (GSS), Unnati Sansthan, Gandhi Manav Kalyan Sansthan, Mahan Seva Sansthan, and People’s Education and Development Organisation (PEDO). At the Project initiation “Bhajan mandlis” (Psalm congregation) were used for awareness on CP and education. These mandlis (congregations) spread awareness on education and harmful effects of child labour at night after work hours, to reach the most marginalised families of labourers. The awareness activities undertaken within the community created an enabling environment for establishment and functioning of the VCPCs. The Project had the target of

29 Udaipur and Dungarpur
establishing 1329 VCPCs, which was achieved by the end of 2013.

PLCPCs were established by an executive order of the Government dated 04.12.2012 at panchayat level replacing the existing VCPCs at village level. However, UNICEF, through its partner CSOs, continued working through the VCPCs in 1329 villages out of 2500 intervention villages till the Project period. Currently 450 PLCPCs have been established covering all the 2500 intervention villages. The PLCPCs played a critical role in tracking and responding to child rights violations as well as creating a protective environment for children.

UNICEF also partnered with local CSOs who followed up the establishment of CP structures at panchayat level, in terms of issuance of essential orders for getting people on board. They arranged meetings of default members of PLCPC as per the notification and conveyed their membership in the committee along with their roles and responsibilities. They also arranged orientations and hand holding in preparation of data base and parental counseling during the Project period, till the committees were capable of independently addressing CP issues. The awareness activities held by CSOs within the community created an enabling environment for the functioning of PLCPC.

Challenges in establishment of CP structures
Political appointments in the CP structures were an issue as selection of CWC and JJB chairperson and members was done purely on political basis at the beginning. The selected members were found to be lacking in competency to address CP issues. UNICEF in coordination with GoR developed a standard operating procedure (SOP) for recruitment of personnel under the CP structures in the year 2011. This SOP had a well-rounded selection procedure followed by an interview at the state level. Now all chairpersons and members of the CWCs and JJBs across the State have been recruited as per the SOP guideline and are competent and possess considerable years of relevant experience and practical knowledge of CP issues.

Establishment of VCPC encountered challenges such as lack of human resources, obtaining support of important people like the Sarpanch30 in the village and combating the community’s negative perceptions about the VCPC being yet another committee that would not function effectively. There were also instances of community accusations on the VCPC of it nurturing a political agenda. These challenges underscore the vital need for community support in addressing village level CP issues. This misconception was removed with the help of community leaders and the AWW/ASHA. This is closely linked to community sensitisation on the issue in order to increase their buy-in of the Project objectives. The evaluation found that the interface between the village, block and district level CP structures has not achieved a concrete form yet and is still evolving.

Functioning of state and district CP structures
The SCLTF meetings were used as advocacy forums by UNICEF. It resulted in increasing the age of child labour from 14 years to 18 years in Rajasthan in light of the JJ Act, 2000 which reflects age of child as 018 years. This indicates that the Project effectively contributed in functioning of SCLTF resulting in a landmark step being taken vis a vis the age of child under child labour law. To amend the Child Labour Act, 1986 in line with the State initiative, advocacy efforts were undertaken with GoI. The State has recommended a total ban on child labour till 18 years of age in the national Government’s draft for amendment of Child Labour Act, 2012. And Non-hazardous work has also been considered as labour.

30 A Sarpanch is an elected head of a village level statutory institution of local self-government called the panchayat.
UNICEF partnership with local CSOs was a great contribution for setting up and functioning of the CP structures. They have conducted various awareness building activities within the community to ensure people’s participation and inculcate a sense of ownership towards child rights. ‘Nanhe hath kalam ke sath’, kala jattha, door to door campaign by CSOs, and active participation of PLCPCs and SMCs members had a great impact in knowledge building within the community. Above all, the awareness activities supported the effective functioning of PLCPCs.

UNICEF extended a support by developing a training module\textsuperscript{31}, SOP\textsuperscript{32}, and engaging local CSOs\textsuperscript{33} for community mobilization; which resulted in functional CP structures at all levels in the intervention districts. Partner CSOs conducted awareness building of the community and hand holding of PLCPCs and SMCs, which resulted in an enabling environment for CP in terms of people becoming aware of the harmful effects of child labour and the importance of education and PLCPCs and SMCs being able to address CP issues in their respective areas.

There was lack of CP experts in the State at Project inception. UNICEF trained district functionaries and CSO functionaries as master trainers who then trained the grassroots staff. UNICEF in association with ‘Save the Children’ trained a group of 22 child rights professionals to address the gap. A compendium of FAQs on CP was also developed, which helped in learning the various aspects and issues related to CP.

Apart from lack of human resource in absence of policy to recruit contractual staff, financial constraints also created difficulty in the functioning of the CP structures. Evaluation found that the CP structures did not have funds to deal with emergency situations, for instance the police did-not have funding provisions for setting up check posts and providing patrolling cars to combat child trafficking. These challenges were overcome through UNICEF support in ICPS implementation, which provided monetary support and expert manpower at district level to bridge the gap. The DCPUs of the two intervention districts were made functional by filling the human resource gap through UNICEF support till the recruitment of regular staff for the vacant positions. By the end of the Project regular staff was appointed and the DCPUs were functioning across the State.

For awareness on ICPS and effective functioning of DCPU, induction programmes were organised at the division level. Trainees from various departments and CP structures were oriented on JJ Act, 2000, child labour, child trafficking and the District Collector was made responsible for ICPS implementation.

The training modules, guidelines, SOPs have been circulated across the State. The notifications issued are abiding to all districts, which reflect the sustainability of the component within the system.

\textsuperscript{31} Bunijad training module for PLCPCs, Developed & Published by Gayatri Seva sansthan, Udaipur.

\textsuperscript{32} Six booklets pertaining to ICPS- Components and Practice, Special Juvenile Police Unit (SJPU), Juvenile Justice Board (JJB), Child Welfare Committee (CWC) and Adoption Developed by UNICEF and GoR joint efforts and Published by Resource Institute for Human Rights-Jaipur.

\textsuperscript{33} Gayatri Seva Sansthan, Unnati Sansthan, Kaivalya Education Foundation, Gandhi Manav Kalyan Sansthan, Mahan Seva Sansthan, PEDO

“In the year 2013, our efforts resulted in 99 child labour free villages declared by District Administration, Dungarpur.”

“Now after 3-4 years of sustained work in the same area for protection of children, less than 5 percent children are out of school.”

-PEDO

“In the year 2010, more than 2000 children have been mainstreamed in to school in the intervention areas of Unnati Sansthan.”

-Marjoree, Head, Unnati Sansthan
Many awareness activities have been held in all districts but with special focus on intervention districts to combat migration of children. Vulnerable families have been linked with social protection schemes. Community awareness and vigilant efforts of PLCPCs and the active monitoring of the same by DCPUs resulted in families denying sending their children to labour. Under SOP for child labour, child labour task force has taken action against the child labour employers and people engaged in child trafficking and promoting child begging. Executive orders have also been issued and implemented by District Collectors of Udaipur, Dungarpur and Jaipur to combat child begging, which has provisions and procedures to protect and rehabilitate child beggars.

The trained staff of CP structures (DCPU, CWC, JJB and SJPU) was competent to address any kind of issue pertaining to child rights. In last 3-4 years they were able to make several villages child labour free in the two Project intervention districts including Nimboda panchayat, which announced a monetary prize if anyone was able to identify even one child labour in the panchayat area. PEDO-Dungarpur has facilitated 100 villages to become child labour free which has also been verified by the District Administration. In addition, 175 more villages are in the process to obtain child labour free status as all the identified children have been mainstreamed in the schools. The NGO, Unnati Sansthhan, Udaipur has played a crucial role in making 30 villages child labour free.

The Project team of PEDO, Unnati Sansthhan and other UNICEF partners, trained the VCPCs on CP issues and how VCPCs could address the issues of child labour, OOSC and drop-outs. They provided regular handholding in preparation and updating the village database, monitoring OOSC and drop-out children, community level convergence on child related issues and discharge of VCPC functions. The CSOs contributed in drawing monthly meeting agenda and facilitating the meetings.

At the very beginning, for baseline survey, CSOs approached 10 families from a village in 1329 villages of the two intervention districts to get all relevant information from them. They conducted one FGD with village leaders and others to assess the actual status of children and families, and SC & ST. The survey data, the child tracking system (CTS) data of Sarva Siksha Abhiyan (SSA) and the SMC list were used for mainstreaming children into schools.

The PLCPC members identified the children who were in labour or were out of school and met their parents and convinced them to send their children to school. This made a significant impact on the mindset of the community as parents agreed to send their wards to school instead of labour. Motivated community members also came forward to join the campaign against child labour under the Project. Such incidences have been recorded in several villages in the two intervention districts. This was a real reward for the Project intervention, which made a conducive environment for CP. In this way it seems that the Project can be sustained in the presence of a changed attitude of the community towards children and child labour.

However, children were not aware about the term VCPC, but they admitted that the Sarpanch, ward-panch and teachers came to their homes and spoke to their parents about education and harmful effects of child labour.

“Before inception of the Project, large number of children stayed at home even if they were not engaged as child labour. These children usually supported in cattle grazing or helped in their father’s work. But now after the Project interventions in last four years, all children are mainstreamed into schools.”

-Prakash Meena, Amarpura, Udaipur

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Note: The number 34 in the text refers to the document number or reference for the source of information.

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**PLCPC adopt multiple methods to overcome challenges**

There were few issues which created a hurdle at the execution level for the PLCPC. Sometimes the PLCPC default members were not very active and demotivated the other members. The sensitisation workshops on CP, regular handholding and exposure with Government stakeholders has created an enabling environment for CP and changed the behavior of the in-active default and other members and now they are participating in each PLCPC activity with enthusiasm. For instance in Hayla Kui village of Saru Panchayat in Girva Block, the PLCPC members were not very active. Also anganwadi and ASHA workers were not performing their job well. To seek their active engagement, Unnati Sansthan and the Sarpanch took assistance of BHOPA (person engaged in witchcraft and tantric pujas) to spread child rights message. This had a positive impact on the people. In village Amarpura, the committed involvement of the Sarpanch was found to have contributed in activating the PLCPC and SMC.

At the Project inception there was lack of community awareness and the parents were not willing or concerned about CP issues. This community attitude was addressed by extensive sensitisation by partner CSOs and the statewide campaign of ‘Nanhe hath kalam ke sath’ and IEC material (poster, handbills, information brochures on CP, education and social protection schemes) developed by banglanatak.com and its extensive distribution. The CSOs introduced some rules for villagers by taking the Sarpanch in favour that OOSC’s family would not get the control rate ration. Without adopting such stringent decision the responses were miserable earlier. However after issuing such decree, people started coming to the ration shop along with their child’s enrolment card and the ration card, which became necessary for obtaining ration.

Members of VCPC/PLCPC were not regular in monthly meetings and trainings and often did not perform their role effectively. After regular counseling and trainings by CSOs now they demand further orientation for in-depth understanding on the issue. They also feel the need for increasing the training duration for better understanding of CP issues. Sometimes it was easier to convince parents who agreed to send children to school but the children were not happy to attend schools as they were not fully functional due to teacher absenteeism, uninteresting class room processes, unavailability of drinking water, and non-functional toilets or non-availability of toilets in majority of schools. According to the responses corporal punishment was a prominent driver of high drop-out rate in schools hence repeated visits were made to counsel and convince children about the need to attend school. Child-friendly school (CFS) component in schools played a crucial role in retention of children. Overall a remarkable attitudinal change was seen among parents and children towards education.

In mainstreaming exercise, school authorities were not taking interest in OOSC in the absence of notification received from the Government. Advocacy with block education officers (BEOs) and district education officers (DEOs) by partner CSOs was crucial

"Before the Project period we were not aware of issues concerning CL and OOSC but now when we see the difference in our own children we strongly believe in STOPPING CHILD LABOUR."

- PLCPC Member

"We always wanted to go to school and study but our parents did not allow us and sent us with cattle or sometimes asked us to stay at home for other work. Now we are happy, if we are absent for more than 3-4 days, someone from our village comes to see us, also we need to give a reason for being absent."

- A group of Children during FGD at Kittauda, Girva Block, Udaipur

“UNICEF had been supportive since the time of ICPS inception, when we needed to depute police check posts to prevent child trafficking from Rajasthan to Gujarat. They provided us vehicle for highway patrolling and rescue of children.”

- Sumerdan Charan, DCWO, SJPU, Dungarpur
and effective in getting these notifications issued as orders for respective block and schools, which enabled the mainstreaming of identified OOSC.

Capacity building of CP structure members
With technical support of UNICEF, an induction programme for members of CP structures was organised at divisional level on ICPS and CP issues once a year. The trainings were provided to the officials concerned with CP (which included, CWC, JJB, SJPU, DCPU, District Collectors, Superintendent of Police, chief medical officer). This ensured a level of convergence which was very useful while implementing the CP framework. It is relevant to mention here that the rescue of children is concerned with convergence of various departments as they are default members of the rescue team under the Child Labour Act and the Project succeeded in achieving this.

The target was to train 84 members of CP structures under the Project; however 125 members of CP structures were trained to plan, implement, and monitor programs to address child labour and OOSC issues in the Project period. Additionally 900 CWOs from all the 33 districts have been trained on juvenile justice (JJ) and child-friendly policing. Training of VCPC members and PLCPC members were held by partner organisations of UNICEF at village and panchayat level respectively. During the training, discussions entailed the roles of concerned departments towards children, the implementation of the Juvenile Justice Act and the Child Labour Act. It also provided insight on institutional and non-institutional-care, operational effectiveness of DCPUs and district child labour action plan.

Guidelines and reference materials on child labour, OOSC, dropouts, CP structures functioning, discharge of powers, rescue of children, procedure followed by CP structures under ICPS, JJ Act and Child labour Act have been developed by UNICEF in close coordination with the GoR. The training manuals and other materials were developed with special focus to build technical expertise on how to plan the CP framework for the district, issues to be monitored, when and by whom the activities should be reviewed.

Implementing partner CSOs extended training support on monthly basis to PLCPC’s members and also developed and provided training module and SOPs on each issue. The trainings aimed to build their understanding on CP issues and that the best interest of child is in the family and importance of children being in the school. During the training, ICPS\textsuperscript{35}, CP structures and its roles, legal aspects of child labour, rescue operations and community mobilisation have been discussed. Handbills have been designed, and slogans in local language developed on child rights. The handbills and slogans were also used during the awareness campaigns in the two districts.

Enrolments in the schools have increased after interventions of the empowered PLCPC. Majority out-of-school and drop-out children of the intervention villages have been mainstreamed in schools.

\textsuperscript{35} ICPS – The Integrated Child Protection Scheme (ICPS) was introduced in 2010 by the national government and implemented in each state for ensuring that children are protected through child protection (CP) structures across the state.
community leaders, ward-panchs and local leaders provided support for CP and child rights awareness with a sense of ownership and concern in response to the extensive awareness activities conducted by UNICEF partner CSOs within the community.

**SUB OUTCOME 1.2: Monitoring systems to track and target children at risk established and maintained**

**Creation of village data-base created to reduce child labour**

The partner CSOs have facilitated PLCPCs in preparation of database of all OOSC/working children in 450 gram-panchayats, which has been maintained in a child tracking register. The Project tracked 1329 villages and 4,000 schools covering over 450,000 school going children to identify OOSC, child labour and children dropping out from schools. The tracking register is updated quarterly. Child track system, which was demonstrated in the two intervention districts, is being rolled out in all the Government run child care institutions. This will ensure appropriate tracking of all children in need of care and protection and children in conflict with law in the child care institutions.

PLCPCs with joint efforts of CSOs, conducted door to door visits/survey and mapped all the children below 18 years in the area. To obtain correct information, the data has been verified by credible people of the village. CTS data of SSA, school enrollment register, drop-out data of SMC, *anganwadi* register, ASHA register, ANM immunisation register have been used to prepare the final data base. FGDs with the community were the core to verify the actual status of children. The data have been prepared ward-wise and village-wise with the help of ward-panch and ‘Gaumeti’36. SHGs have played a significant role in gathering data specifically on child labour and awareness building in the community since the women SHG members had better access to the families. All data are available in *panchayat* office and are regularly updated whenever new information is received from SMC and PLCPC. Based on the list prepared, which clearly reflected the actual status of children, counseling sessions were organised for the parents whose children were in child labour, OOS or drop out. Counselling includes importance of education and harmful effects of child labour, and the poor living conditions in Bt cotton farms. After knowing the in-human conditions of children in cotton fields and rampant cases of children’s deaths and exploitation, several parents decided to get their children back immediately. Few also filed FIR against the MATEs37.

The “MATEs” were identified and arrested by active involvement of PLCPCs in guidance of CSOs. Unnati Sansthan prepared a list of MATEs in Udaipur and provided it to police. The MATEs were arrested and convicted and punished for child trafficking. The children in Bt cotton areas have been rescued by child labour task force and produced before the CWC, which provided them shelter and later restored them to their families. All the recued children have been mainstreamed in schools.

The above activities facilitated the creation of an enabling environment for schooling and protection of childhood in terms of awareness within the communities on harmful effects of child labour. All the listed children have been mainstreamed in the schools and their attendance is being regularly tracked by the SMC and PLCPC with close monitoring by the partner CSOs. If any child was found absent for more than three days, the child’s home was visited to find out the reason. Most *panchayats* declared that if any child was found engaged in labour, the family will not be provided the government control rate ration (though such measures were not resorted to in actual, such declarations created a fear among families who resisted sending their children to schools).

36 *Gaumeti* is a person who spread the decisions of *panchayat* in villages.

37 MATE – The mediator who takes the children to Bt-cotton fields promising the parents a good life for children and lucrative money in return.
Challenges overcome through community awareness and participation

The data-base creation faced several challenges which were overcome through seeking wider community participation and sustained efforts of the PLCPC, SMC and other key functionaries at the village level.

Sometimes people were not available at home as most of people were labourers and went to neighboring cities early morning and returned home late at night. Thus sensitisation and counselling by partner CSOs of UNICEF have been conducted during nights to overcome this challenge.

Sometime people provided wrong information as they were not convinced about sending their children to school instead of sending them to work which clearly reflects the monetary loss. Such challenges were overcome through regular follow-ups and large scale sensitisation activities on the human conditions of child labourers in Bt cotton field, which also facilitated the return of children back to their homes. Shortage of people for door to door survey was an issue, which has been addressed by engaging the village people who were motivated and wanted to do meaningful work.

In fact, though the list was prepared, the biggest challenge remained of updating the data regularly due to absence of a defined procedure. Moreover, getting the children back into mainstream system was a big challenge and required continuous and committed efforts.

There was no data available which informed about 0-18 years population. The CTS of SSA is not maintained regularly and does not reflect the actual status of children. Also the data available was not easily accessible to everyone. GSS conducted a survey in 30 gram-panchayats and held regular tracking and grading of children of 0-18 years as per JJ Act. The list of panchayats and other details have been included in ‘Buniyad’, the training module for PLCPCs developed by GSS for further use.

Challenges existed but the PLCPC, SMC, School teachers, AWW, SHGs were very firm to the children’s cause. With extensive support provided by partner CSOs, now 100 percent children are in schools and benefitting under RTE. The monitoring and tracking system is strong enough to address any level of CP issues. The data base is now being used to track the children effectively. PLCPC members, SMC members, people in the community and even children are reporting child labour incidence or out of school to the PLCPC. PLCPC in close coordination of SMC is tracking each drop-out child and all this has been possible as a result of awareness activities of the CSOs.

Trained and motivated community value the importance of sustaining database

The responses confirmed that after the Project period, PLCPC and SMC plan to use the database for tracking children in their area, which indicates its sustainability. They plan to continue the awareness and monitoring activities in their area. The trained head masters and SMC members are motivated and ready to work for their children’s development and are committed to continue the monthly meetings.
SUB OUTCOME 1.3: Civil society alliance established and actively partnering government efforts for reducing CL

CSO partnership strengthen CP initiative

The Project partnered with 10 civil society organisations in the two Project districts covering all tribal dominated blocks. These CSOs reached 1329 villages through intensive community mobilisation and capacity building of community-based structures. The CSOs have strengthened the panchayat level structures in targeted 450 Gram-panchayats having child labour prevention initiatives and working with various government line departments. The RSCPCR in consultation of the SCLTF, CSOs and various departments organised a massive campaign on violence against children with special focus on the intervention districts. They also developed SOPs for rescue and rehabilitation of child labour, media reporting on CP issue, and adoption. Plenty of communication materials were developed by the different CSOs and disseminated in the Project villages for awareness generation.

The ICPS focuses on partnership with CSOs who have expertise in the field of child rights. However, under the Project many more CSOs were trained on the issue. The district administration with help of UNICEF identified CSOs and empanelled them for future partnership on child rights issues. It is strongly recommended that the government should partner with CSOs for successful implementation of grassroots projects. The CSOs have sound presence at the grassroots and they are trusted for addressing outreach and inclusion. Under this Project CSOs have been sensitised on child rights issues and they have done remarkable work in the last few years towards establishment and functioning of CP structures. In fact, because of the collaboration of Government and CSOs, the Project has achieved success on each indicator.

Challenge faced by District Administration with CSOs

The evaluation reflected that CSOs were working in specific areas and not covering the whole district, which may have caused difficulties in outreach and intervention. Hence, there is need to partner with several CSO’s to address any district wide issue. Also CSOs have their own way of addressing certain issues which sometime is not in line with the current priorities of district administration.

SUB OUTCOME 1.4: State and district action plans against CL developed

Child Labour action plans developed to address child labour

UNICEF supported the State Government both at the state and district level to develop a more comprehensive and realistic plan that could be achieved in a timely manner. The SCLTF formed to review and monitor implementation of existing state and district plans of action against child labour conducted state level review meetings of DCLTF and established a protocol and system to plan and monitor elimination of child labour including rescue, rehabilitation and mainstreaming into schools.

District action plans have been developed and District Collectors made responsible for review of the whole process in their monthly meetings. Convergence of various departments (DCR, Labour, Police,

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38 Gayatri Seva Sansthan, Udaipur has been empanelled with district administration as a nodal agency for assistance on CP issues. The same way PEDO-MADA, Dungarpur has been empanelled with district administration as a member of review meeting pertaining to CP.
Health, WCD, CWC, JJB and SJPU) was core to successful execution of the DCLAPs, which has been facilitated by UNICEF. The Project provided various data sources where DLCTF had to intervene and technical support provided to execute rescue operations.

The plan is an integrated part of child labour Act which is now being reviewed by District Collector on quarterly basis. This indicates that DCLAPs has been sustained in the government.

**SUB OUTCOME 1.5: Advocacy platforms strengthened for the amendment of the child labour Law**

**Advocacy platforms for increasing age bar of child labour from 14 years to 18 years in Rajasthan**

UNICEF and partner CSOs have advocated at various levels to reduce child labour effectively in the State. The age of child is mandated as 18 years under the JJ Act. This has been accepted by the GoR and considered as the age of the child for all child right issues. This achievement was the result of UNICEF’s advocacy efforts. SOPs were also prepared for the same. Rajasthan is the only State in India which has adopted this. Advocacy with GoI for amending the Child Labour Act, 1986 in line with the State initiative, has been undertaken under the Project. The State has recommended a total ban on child labour till 18 years in GoI’s draft for amendment of Child Labour Act, 2012.

**DAC Analysis for Outcome 1**

**Relevance**

The Project under outcome 1 facilitated the establishment, functioning, capacity building, awareness generation, hand-holding and technical assistance of CP structures39 at the state, district, block and village levels in line with JJ Act, Child Labour Act and ICPS in the State. According to the IDIs and FGDs at various levels, on one hand it supported the GoR to implement the ICPS and the Child Labour Act effectively, while on the other it provided an enabling environment for children to grow into their full potential.

In order to operationalise the ICPS, GRs for the establishment of CP structures were issued at the state level and in all Project districts. Thus the Project supported in strengthening the CP legislation and structures. The presence of Project team at various levels in line with the Government has ensured speedy action towards establishment of CP structures. Various notifications, orders, circulars have been issued from district and block offices for the establishment of CP structures in continuation of State notifications and orders in a time bound manner which is appreciable. The evaluation found that the Project planning in terms of appointment of staff to support the functioning of ICPS proved very relevant.

All the Government functionaries of CP structures under ICPS, JJA and Child Labour Act have been trained under the Project at various levels which is relevant to the Project objective. The Project joined hands with local CSOs to impart the trainings at the village panchayat level, which was not easily manageable at state or district level due to huge number of PLCPCs. Trainings were imparted on child labour issues, OOSC and drop-out children, roles and responsibilities of CP functionaries at various

39 Panchayat Level Child Protection Committee (PLCPC), CWC, JJB, SJPU, District Child Protection Unit (DCPU), District Child Labour Task Force (DCLTF), Rajasthan State Commission for Protection of Child Rights (RSCPCR) and Directorate of Child Rights (DCR), State Child Protection Society (SCPS), State Child Labour Task Force (SCLTF)
levels, procedures of rescue, rehabilitation and mainstreaming of children in need of care and protection and children in conflict with law. Legislative framework of Child Labour Act, RTE and Child Marriage Act. CWOs have been trained additionally on child-friendly policing, which helped build a positive image of the police within the communities and in children. It also promoted governance and a protective environment for children. The trainings enabled the functionaries to perform their duties with vision and in-depth knowledge on the child related issues.

Under the Project intervention, data on 0-18 years have been prepared at village level, which was relevant to assess the status of all children. The database proved very relevant to address the issues of child labour in 1329 villages where it was prepared out of 2500 Project villages. All children were identified and mainstreamed into schools, and several villages were declared child labour free after a lengthy process of verification and field inspections by the district administration during the Project period.

The Project partnered with CSOs in the two Project districts covering all tribal dominated blocks. These partnerships have proved very fruitful for District Administration in programme implementation as well as in community outreach. CSOs have presence within the community and government possesses authority to facilitate work execution. The joint efforts of both delivered phenomenal results with many panchayats becoming child labour free. The evaluation confirmed that partnering with local CSOs for awareness building, out-reach and hand-holding of CBOs was relevant to Project objectives.

The Project facilitated and advocated the development of a more comprehensive and realistic action plan on child labour both at state as well as district level that could be achieved in a timely manner. Convergence of various departments (DCR, Labour, Police, Health, WCD, CWC, JJB and SJP) was core to successful execution of the DCLAPs, which was facilitated by the Project. The Project provided various data sources where DCLTF had to intervene and also provided technical support to execute rescue operations, which was very relevant to the Project objectives.

Advocacy for increasing age bar of child labour from 14 years to 18 years has resulted in increased coverage of children involved in labour. The State committed to ‘no tolerance to any form of child labour’, which is a landmark achievement that describes the relevance of the Project.

**Effectiveness**

All the CP structures provided under the ICPS and also targeted by the Project have been established. DCR and RSCPCR which were not planned under the Project initially were also established as a result of persistent advocacy by UNICEF under the Project for protection of children in the State. District level CP structures have been demonstrated through their establishment in the two Project districts. The functioning of these structures in preventing child labour, and rehabilitating thousands of existing child labour in the two migration prone districts of the Project, led the State Government to replicate most of the structures (viz. DCPU, CWC and JJB) in the remaining 31 districts.

The establishment of VCPCs was achieved in 1329 villages by the end of the project. After establishment of PLCPCs at panchayat level in place of VCPCs, the Project provided support in establishing 450 PLCPCs covering all 2500 Project villages. The Project also continued with the existing VCPCs in 1329 villages till the Project period, which was an additional effort to ensure more effective implementation of CP framework.

The Project exceeded the target by providing training to 125 members of CP structure instead of the targeted 84 members in planning, implementation, and monitoring programmes to address child labour and OOSC issues in the Project period. Additionally 900 CWOs from all the 33 districts have

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40 Udaipur and Dungarpur
been trained on JJ and child-friendly policing. Training of VCPC members and PLCPC members, which have been done by UNICEF partner organisations at village and panchayat level respectively, have not been reflected in any Project document. However as these village and panchayat level structures were established and made functional under the Project intervention, the actual number of total trained CP structure members is therefore much higher. The trainings being very effective resulted in many child labour free villages in the intervention districts.

The target for setting up village level databases in 1329 villages to track children at risk was achieved. The database was very effective in tracking children and in placing them in formal schools. The information can be used for any other programme related to 0-18 year children in these villages.

The Project partnered with 10 CSOs as per the target. Being a very new issue, the CSOs of the two intervention districts had no expertise in CP. UNICEF oriented CSOs on all the aspects pertaining to the four outcomes of the Project. CSOs have played an important role in awareness building in the communities, capacity building and handholding of community-based structures. Through the Project the district administration was informed about the CSOs with sound knowledge on issues of children and outreach within the community. The district administration of the two intervention districts empanelled various CSOs41 to get assistance on CP issues.

The development of the child labour action plans at the state and the two intervention districts enabled rescue operations of children from cotton fields and other places where children were engaged in labour. The rescued children have been produced before CWC and provided with shelter and later restored to their families and also mainstreamed in to schools. The Project facilitated convergence of related departments at the district level, which is now helping the district administration in dealing with even other issues which are not pertinent to children.

The significant result of the Project’s persistent advocacy with the State and the national Government is the increased age bar of child labour from 14 years to 18 years. It has expanded the possibility of covering more children under the CP framework in the State.

Efficiency
With facilitation from UNICEF under the Project, the GoR leveraged EUR 4.1 million42 under ICPS for financial year 2013-14.

The training of members of CP structures has been solely borne by the Project. Various training modules, guidelines, SOPs, reference materials have been developed under the Project intervention which aligned the functioning of statewide CP framework under ICPS. The extensive awareness campaigns extended under the Project ‘Nanhe hath kalam ke sath’ and campaigns by partner CSOs of the Project in their respective intervention areas created an enabling environment (in terms of community buy-in about CP issues and their understanding of harmful effects of sending children into labour) for CP in the State as well as supported the functioning of CP structures.

The Project established DCPUs in two intervention districts by providing expert man power with UNICEF support till the regular staff were recruited. The support staff was recruited by UNICEF in close coordination with the district administration on contractual basis. However, by Project end regular staff had taken over all the responsibilities.

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41 Gayatri Seva Sansthan, Udaipur has been empanelled with district administration as a nodal agency for assistance on CP issues. The same way PEDO-MADA, Dungarpur has been empanelled with district administration as a member of review meeting pertaining to CP.

42 IKEA final report 2012-13, page no. 4
The Project also supported the police to establish check post to prevent child trafficking by providing patrolling cars at the check post and at crucial highways used for trafficking. Also the training provided to 900 CWOs of all 33 districts on child-friendly policing has built a positive image of the police within the communities. The trainings enabled the police to deal with children in a child-friendly manner which is very different from their routine work of dealing with adults.

As a result of the Project’s advocacy efforts the GoR has introduced a very new scheme, called “Pahal” on 13.08.2013 - for promoting the protection of children in the State. Under this scheme, rupees 25,000 will be given to the information provider (individual and agency both) who will share the information about the various forms of child rights violations/abuses including child labour, child trafficking, and sexual abuse with competent authorities. On receipt, the information will be verified and accordingly needful action will be undertaken.

**Sustainability**

The Project was planned in line with the ICPS and JJ Act; hence the CP structures established under the Project shall be sustained in the system by law. The system of timely execution of the orders and programmes has been adopted by the State Government under the SOPs. Convergence between various departments (WCD, DSJE, Police, DCPU, District Administration and Health) on issues related to children has proved very fruitful and the functionaries are using it to deal with matter which could be dealt in consensus with several departments. The convergence between departments at state and district level was very useful for dealing with public matters. This was indicated by policy IDI and FGD respondents during the evaluation. The evaluation henceforth confirms that the system of convergence has been adopted by the government.

The training modules, guidelines, SOPs, various formats (village level database format) have been adopted by the Government since they have been published under Government budget.

The CSO-Government partnership has sustained as most of the CSOs under the Project have been empanelled with district administration to assist on child related issues.

It is envisaged that the policy decisions taken by the Government will contribute to continued creation of an enabling environment for children’s development. The formulation of the Girl Child Policy, order increasing the age of child labour from 14 to 18 years, articulating government’s no tolerance to child labour of any kind and the National Policy on Early Childhood Care and Education, which is influenced by the Project, are all policy initiatives that will sustain CP efforts.

The enhanced knowledge and understanding of child rights issues, by communities has made a supportive environment for sustained child rights interventions which is most crucial for sustaining the Project initiatives to curb child labour.

**Conclusions**

Advocacy and discussions at the SCLTF meetings resulted in increasing the age bar of child labour from 14 to 18 years. This has been a landmark achievement which created an enabling environment for CP in the State.

**Sub-outcome 1.1: CP structures under Labour and Integrated Child Protection Scheme (ICPS)/JJ in place, functioning at State, District and Panchayat levels**

- UNICEF played a crucial role in departmental convergence at the state level to ensure issuance of notifications for establishment of CP structures and allocation of CP issues in various line

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43 Gayatri Seva Sansthan, Udaipur has been empanelled with district administration as a nodal agency for assistance on CP issues. The same way PEDO-MADA, Dungarpur has been empanelled with district administration as a member of review meeting pertaining to CP.
departments. Also, the inter and intra departmental convergence, which resulted in more than 95 notifications being issued in the period of 2009-2013 for establishment of CP Structures. UNICEF’s presence at various levels in line with the Government has ensured issuance of further orders and circulars from district and block level in a time bound manner.

- The CP structures at state and district level have been established and were functional at the end of the Project. District level structures have been replicated in remaining 31 districts after being very effective in two intervention districts of the Project. By 2013, more than 450 panchayat level structures (PLCPCs) were established, trained and made functional covering all the 2,500 Project villages. The 10 child-friendly police stations demonstrated in Project area have been adopted for demonstration for making the police system child-friendly across the State by DoH. Challenges were faced in establishment of DCPU as the GoR did not have a policy to recruit contractual staff. Also CP structures had no funds to deal with the emergency situations. For instance the police did-not have funding provisions for setting up check posts and providing patrolling cars to combat child trafficking. UNICEF supported in ICPS implementation by providing expert manpower and monetary support.

- The training manuals developed as part of Project implementation for CWC, JJB, PLCPC have been incorporated into the training manuals of the Government department for social justice. Capacity building of 6831 functionaries and members of CWC, JJB, SIPU, and DCPU was done on CP issues. SOPs and guidelines were developed which resulted in defining roles and responsibilities of different stakeholders under the CP structures.

- Capacity building of CP functionaries at district level and partner NGOs was facilitated by UNICEF at division level. Further trainings and handholding of PLCPCs have been done by NGOs.

Sub-outcome 1.2: Monitoring systems to track and target children at risk established and maintained

- For tracking children, door to door survey was conducted to collect the data on 0-18 years. CTS data of SSA, school enrollment register, drop-out data of SMC, anganwadi register, ASHA register, and ANM immunisation register were used to prepare final data base of children. Monitoring and tracking system for child labour, out-of-school and drop-out children is now in place through creation of the above database of 0-18 year children. The database is being maintained by the PLCPCs and the panchayat offices and is proving effective in tracking and mainstreaming children into schools.

Sub-outcome 1.3: Civil society alliance established and actively partnering government efforts for reducing child labour

- The Project made the district administration realise that grass-root NGOs complement the work effectively and help in reaching each and every underprivileged and marginalised child in the communities. AD-ICPC Ashok Sharma believes that as a social capital CSOs are proven to be key to behavior change at the grass-root level. Partner CSOs of UNICEF have played a crucial role in awareness building, behavior change communication and outreach.

- Various awareness building exercises have been held within the community to facilitate the functioning of the CP structures by partner organisations, which included ‘bhajan mandli’, kala jatthas, ‘Nanhe hath kalam ke sath’, door to door campaigning and ‘Ekadas ki Baithak’.

Sub-outcome 1.4: State and District action plans against child labour developed

- SCLTF was formed under the chair of RSCPCR to review and monitor elimination of child labour. At the district level, action plans were developed to bring all line departments together under the leadership of the district administration to address the issue of child labour.

- UNICEF supported the Government both at the state and district level to develop a more comprehensive and realistic plan that could be achieved in a timely fashion. UNICEF also
facilitated the convergence between various line departments and provided technical support at each step of development of the plan.

- SCLTF meetings assisted by UNICEF in terms of agenda preparation, post meeting follow-ups and advocacy for the same with State and National Government, resulted in increasing the age bar of child labour from 14 to 18 years.

**Lessons Learned**

**Sub-outcome 1.1: CP structures under Labour and ICPS/Juvenile Justice (JJ) in place, functioning at State, District and Panchayat levels**

- Involvement of state level departments in Project implementation right from inception was instrumental in the scaling up of effective strategies by the Government (through advocacy documents describing the Project and expected outcomes).

- Political appointments were an issue in the selection of CWC and JJB chairperson and members in the beginning. This resulted in appointment of incompetent functionaries for addressing CP issues, which could only be managed by repeated orientations. UNICEF in coordination with GoR developed SOPs with a well-rounded selection procedure followed by an interview at the state level. This helped in streamlining the recruitment procedure resulting in selection of CWC and JJB functionaries with fair years of CP experience and practical knowledge across the State.

- Changing the mind-set of default members of PLCPCs towards children and protection of childhood was very difficult. This could not have been possible without the help of local CSOs. CSOs provided handholding to PLCPC members at each step. Extensive awareness campaigns done by the CSOs also played a crucial role to create an enabling environment for PLCPC's functioning.

- CP being a new concept, there was lack of CP experts in the State at the inception of the Project. UNICEF in association with ‘Save the Children’ trained a group of 22 development professionals in child rights issues to address the gap. A compendium of FAQs on CP was also developed which helped in learning about A-Z issues relating to CP.

- Explaining the newly emerged concept of CP to people required considerable efforts. Sufficient time had to be allocated for conducting training sessions since it was found that single training sessions did not allow for all topics in the CP training module to be covered. The AWWs, ASHAs, child representatives and farmers’ representatives were trained. However, many of these posts get newly appointed every year because of which there is always scope to train new people. Repetitive trainings will be required to deal with this issue.

- Involvement of the panchayat is a must for effectiveness and sustainability of the Project impact at grass-root level.

**Sub-outcome 1.3: Civil society alliance established and actively partnering government efforts for reducing child labour**

- Strong and active alliance of Government and CSOs at state, district and community level has proven very effective for making an enabling environment for ensuring child rights through campaigning and outreach.
Project Component 2: Improving the quality of education to increase enrolment and retention

Outcome 2: Quality education available for all children aged 6-14 years
The Project outcome two focused on various activities to ensure quality education for all the children of 6-14 years age group. To achieve this, the Project attempted to ensure that intervention schools are providing quality child-friendly education and STP is implemented successfully and enabling mainstreaming of all out-of-school and drop-out children. It tried to ensure that SMC and PRI are actively monitoring the school activities and preparing the school development plan (SDP). School readiness program (SRP) has been promoted under the Project to improve learning levels among children of 3-5 years.

SUB OUTCOME 2.1: All elementary schools in the Project areas providing quality, child-friendly education

Teachers informed on the concept of CFS
UNICEF organised trainings for teachers and head masters to build their capacities as master trainers who then trained other teachers through the joint efforts of UNICEF, District Institute of Education and Training (DIET) and SSA. Motivation exercises were done for teachers so that they could accept the new concept of child-friendly teaching.

A three day workshop on CFS was organised. The first day was about significance of teaching learning materials to make a child-friendly environment. Second day focused on visit to CFS to get an overview of the practice and third day was dedicated for problem solving and experience sharing.

UNICEF identified five Blocks (Girva, Sarada, Jhadol, Kherwada and Kotra) for CFS interventions. Kasturba Gandhi Balika Vidyalays (KGBV) of two Blocks (Girva, Kotra and Sarada) were identified for implementing the components of continuous and comprehensive evaluation (CCE). Training of teachers was done on CFS with special focus on components of activity-based pedagogy including CCE. Trainings conducted in DIET and nodal schools included the components of CFS viz. ABL, clean child badges, building a learning aid, clean school, no corporal punishment, child

“If CFS was not introduced with components of CCE, the achievements in retention of students would be doubtful.”
-Kamlesh, Primary School Teacher Dungarpur

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*44 DIET - District Institutes of Education and Training: DIET is the most significant educational intervention in the country, while the NCERT came up in the 1960’s and the SCERT came up in 1970’s, the need for a third tier of training and resource support structure, right at the district level was genuinely felt in order to improve the quality of basic education. As result DIET’s were set up in almost all the districts of all the states in the country. The sole purpose of DIET is to conduct different kinds of trainings programmes to improve the quality of basic education and create a desirable environment within the district in regard to enroll more and more children of school going age and pave the way for retention of those who are admitted in the school and to ensure the high literacy percentage of male and female as whole.

*45 Sarva Shiksha Abhiyan (SSA) is Government of India’s flagship programme for achievement of Universalisation of Elementary Education (UEE) in a time bound manner, as mandated by 86th amendment to the Constitution of India making free and compulsory Education to the Children of 6-14 years age group, a Fundamental Right.

*46 CCE - Continuous and comprehensive evaluation: This allows evaluation on each student separately.

*47 ABL – Activity based learning uses child-friendly educational aids to foster self-learning and allows a child to study according to his or her aptitude, pace and skill.
participation, values education for children and retention skills of how to engage students. They were taught how to make class rooms processes more engaging and monitor the transformation in each and every child.

Under CCE each student portfolio was made mandatory and subject based monthly workshops were organised at cluster level under the supervision of master trainers for assessment of students learning levels. Problem sharing and solving by the teachers were held in weekly meetings at the nodal schools where 10-15 teacher participants of nearby 4-5 schools participated. DIET officials attended these problem solving discussions regularly. KGBV teachers and head teachers have undergone series of trainings on life skills education, subject teaching, activity-based pedagogy and CCE.

**Challenges in training teachers**

Scheduling of training was a challenge since the teachers either expressed inability or disinterest in attending the training session. Bringing about lasting change in the mindset of teachers was another significant challenge that could not be accomplished in the course of a single training and required consistent efforts. Even after the first round of training, some teachers did not show a change in their attitudes. But through subsequent trainings, they were convinced to implement the CFS model in their schools and follow the guidelines.

CFS came with a huge list of activities including CCE with detailed paper work, which sought greater time and involvement. Hence teachers were resistant to adopt CFS in the beginning of the Project. They accepted it when they found it to be very useful to involve children in school activities.

However, the teachers adopted CFS initially but after some time the activities were not held regularly. The monthly review meetings at various levels were used to discuss and streamline its implementation. Of specific importance were the head teachers review meetings at DIET on monthly basis, bi-monthly review meeting of Block officials by DIET, district review meeting in chairmanship of District Magistrate on quarterly basis; attended by DEO, BEOs, Resource Persons, DIET Principal and UNICEF supported District and Block CFS Coordinators. CFS has also been included as an agenda item in monthly meetings of DoE and SSA.

**On-site support to bringing ownership in teachers**

To facilitate the CFS implementation in a better way the officers of education department adopted principles of supervision replacing inspections. The supportive supervision techniques have replaced the inspections and in the process of achieving perfection, on-site-support emerged as a new concept of school monitoring by officials. This innovative practice developed a sense of ownership in teaching personnel.

Block officers and resource persons were made responsible for quality and monthly reporting to DIET Principal on CFS roll out. Convergence meetings of various departments have been organised by DIET in facilitation of UNICEF for extensive monitoring of the programme on monthly basis. Various guidelines, SOPs, training modules, IEC materials, teaching-learning aid, and activity-based learning techniques were developed jointly by DIET and UNICEF.
All the above achieved a conducive environment for child-friendly schooling in the two intervention districts. The training extended by DIET and SSA, with technical support of UNICEF, proved very effective in changing the mindset of teachers acknowledging the need and importance of CFS components.

CFS components have proven very effective and efficient in delivering quality education and ensuring retention of children through developing a sense of partnership among children in the school activities. The evaluation found that many schools are demonstrating several models on CFS. This is confirmed by the fact that many children from private schools have taken admission into Government Primary Schools in the two Project districts.

“An indicator chart has been developed to track CFS functioning at School level. Teachers’ attitude has been changed in the course of time. Children are becoming vocal and confident. We can see significant changes in learning levels.”

-Abha Mehta, DIET Principal, Dungarpur

### CFS motivates father to enroll daughter in school

Aayushi was attending a private school (New model public school, Bankoda) where her father, namely Mohan, is serving as a driver. When Mohan saw the revived primary school, Bankoda, Aspur Block, Dungarpur, with components of child-friendly schooling and continuous comprehensive evaluation, which allows assessment of each and every child regularly, he decided to get his child enrolled in the Government Primary School. Aayushi is now enrolled in class III in the above mentioned school. She narrates that the Bal Sansad appeals to her to study hard. She wishes to become the Prime Minister one day!

### Administrative challenges to implement CFS

There is no provision in SSA budget to scale up CFS in all 33 districts. Single teacher schools are also a serious issue regarding primary education in the country. In Rajasthan, 30 percent schools are still with a single teacher.

### Standards and guidelines facilitate quality and child-friendly education

Standards and guidelines on CFS developed under the Project became the guiding principle of the three year quality vision of DoE. Innovative areas of teaching were identified through various knowledge sharing sessions. They were facilitated by DIET and UNICEF, in districts of Dungarpur and Udaipur. The best practices from all schools within the State were collated. Unique methods of teaching invented by individual teachers across the State for their own facilitation of teaching, which were effective in involving the children, have been reviewed. The UNICEF international guidelines on CFS were customised with special reference to the local needs, cultural backgrounds and environmental aspects. Initial testing and development of indicators in local perspective, following efforts have been made in Dungarpur with DIET.

Following innovations have been done to boost the child-friendly schooling.

- Need assessment
- School indicators development
- Guidelines
- Reading campaign
- IEC material development
- Monitoring through SMC

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48 Udaipur and Dungarpur
Various posters, wall hangings, teaching learning aid, CFS check list, badges such as *Aaj ka Deepak, Aaj ka Gulab* have been developed. Child cabinets with children elected as Prime-minister, Discipline Minister, Minister of Water and Sanitation were formed to address the school issues concerning children. DIET Dungarpur and Udaipur have developed various formats and check-lists, posters, handbills, IEC materials, and guidelines which have been adopted by SIERT and GoR.

The CFS training module was developed by UNICEF in close coordination with GoR and supported by Save the Children and Plan India. It was tested in few schools of Jaipur initially in intervention districts of Dungarpur and Udaipur under this Project and later implemented in Alwar and Bikaner. After successful execution in these districts the module was circulated by government orders across the State in 2013.

CFS standards and guidelines have been very relevant and effective in terms of retention, increase in enrolment, and reduction in drop-out rates amongst child labour and OOSC. CFS standards and guidelines have created a protective school environment for children. These guidelines were developed in local language with realistic CFS components, which helped the teacher to understand and adopt. These guidelines were very effective in school retention, decrease in drop-out rates and creating a new child-friendly environment. Children are now very confident and expressive and participate in each activity of school.

The CFS components have effectively engaged each and every child in various learning and development activities, which improved the education quality in school. There was increase in child participation which nurtured self-discipline in children. Child cabinet increased participation of children in school activities, which resulted in high retention level of children. The evaluation of each child ensured a grade appropriate learning.

UNICEF in association with the police department developed a comic book “Police Uncle” to promote child-friendly policing and positive image building of police among children and community. The comic book was extensively distributed in schools and during awareness campaigns. UNICEF with DIET also developed a bi-lingual (Hindi-Bangri) story book “Varta re Varta” to bridge the language barrier.

“We like our school and teachers because they are very regular and teach well. Our school provides us with mid-day meal. The teachers give us homework and they check it the next day. School starts with participatory prayer wherein the sitting arrangements have been decided by children, not by the teacher. One of us read out the newspaper as well. We are very happy in our school. ‘Aaj ka Deepak’ and ‘Aaj ka Gulab’ are very interesting initiatives taken and hence each of us go to school neatly in a clean dress. We hope that we may be tagged with Aaj ka Gulab! Now learning is also activity based which is very engaging. Bal-sabha is a confidence booster for us, which is held every Saturday. If we are absent for more than three days we have to submit a letter with our parent’s signature or thumb mark.”

-A collation of statements made by children during the FGDs held in both intervention districts
Demonstration of child-friendly learning by schools
The CFS components are now visible in the environment of intervention schools. Each and every component has been planned in line with the prescribed indicators and in best interest of children, which ensured participation of children in activities such as child cabinet, suggestion boxes, prarthana sabha, exposure visits, BALA – learning through wall writings, aaj ka deepak, aaj ka gulab, bal-mela, project work, library, and group work. Also, the publication of a fortnightly newspaper namely “Kamal” has developed a sense of connection between the children and school. Under CCE, learning levels of each child has been tracked, which has helped improve the learning levels of children. Cultural activities increased in all schools and the effectiveness can be seen in vibrant, expressive and confident children and their increased participation in school activities.

Numerous challenges at various levels overcome through UNICEF assistance
Identification of indicators, adoption of activities and planning for child participation was not an easy task. Training the teachers on these components was difficult as it was very different from their existing method of teaching. However, after extensive exercises undertaken in coordination with the UNICEF team, indicators were developed and training imparted to the teachers. Activities which appeared as rocket science to the teachers in the beginning became easier and acceptable when it came to implementation.

CFS came with a huge list of activities, which was not easy to initiate without proper training of teachers. According to respondents arranging these trainings was not easy. UNICEF supported with materials and technical assistance to overcome the difficulties.

Teachers were initially not willing to undertake the new activities. UNICEF followed up with the government to get the order issued to all schools to comply with CFS norms. As of now all components are being implemented in each school.

The school time table of primary education system is decided at state level across the country. Stakeholders at various levels suggested that local perspectives vary from one district to the other, hence school timings must be decided at the block level taking in account the local context.

Teacher trainings have been held in large groups due to lack of adequate resource persons and limited time available. Teacher training on ‘group teaching framework’ was found to be very difficult. However, the exchange visits to nodal school showcasing CFS components including group teaching proved helpful.

CFS Sustainability
CFS indicators have been included in the annual plan of SSA. The GoR plans to replicate it to all districts of the State however, funds are a constraint. The CFS guidelines have been replicated in all districts across the State and training has been extended to 74 blocks in 20,000 schools. CFS guidelines and models have been developed by DIET with technical assistance from UNICEF team. CFS materials
have been adopted by the government as they have been printed under government budget. These interventions have brought about commendable change in the school system.

**SUB OUTCOME 2.2: Special training package (STP) for CL and other OOSC up to 14 years in place for mainstreaming children into formal education**

**Special training package facilitate mainstreaming of OOSC and child labourers**

Under the Project a special training package (STP) also known as condensed course (CC) was developed by UNICEF, SIERT and SSA to bridge the learning gaps of OOSC and child labourers. The package contains CC for 1st to 8th standard and consists of easy learning methods by diagrams and examples. A resource pool of teachers and volunteers were trained as master trainers for STP through a six day orientation workshop. The out of school and dropout children have been provided special training through residential sessions (for a batch of 15 students) and through non-residential format after school hours in the same school, if there are less than 15 students. The residential camps are organised for 3 months, 6 months and 9 months as per requirement of the students.

These special trainings have been reviewed on monthly basis. Agenda, on-site support and academic planning were done by UNICEF. CTS of SSA, database of PLCPCs, recommendations from SMCs were very effective in identifying the out of school and dropout children. The SMCs and partner CSOs of UNICEF have played a crucial role in mainstreaming these children after several rounds of parental counseling. They conducted door to door visits in the evening and nights to meet parents as most of the parents were labourers who worked during the day and were thus unavailable.

**Challenges in STP implementation**

Discrete and scattered population is an issue as it creates problem of schooling in terms of transportation. Transport vouchers have been provided to students by the DoE to address this gap as a result of UNICEF advocacy with the district administration.

Retention of children in non-residential system was a challenge as an out of school child needs focused attention. There are many factors outside school which attracts or compels them to drop-out. Funds for STP were an issue as it was lacking under SSA budget. A minimum of 15 children were required for holding STP residential camps. Moreover it took months to get approvals. Such camps were facilitated by UNICEF in coordination with SSA.

In an agriculture based economy, children normally get engaged in their own fields in farming season. The children, who attend school for at-least one year, come to school again. But there is a high chance of children dropping out who are new and after attending STP come to school. This remains a challenge in the absence of a concrete government plan to deal with the issue. Flexible school timings such as evening classes and option of volunteer support may be used to address this issue.
The STP initiative was launched at an appropriate time when child trafficking in the Bt-cotton areas was taking place. Cultivation of Bt-Cotton is labour intensive activity and 100s of children were engaged as cheap labour. However, trafficking was completely banned due to awareness drives and engaging children with STP and formal school.

**SUB OUTCOME 2.3: School Management Committees (SMCs) and PRIs monitor and support attendance and infrastructure improvement of schools**

SMCs equipped to prepare school development plan (SDP)

The UNICEF partner CSOs have provided technical support to SMCs in preparing the SDP. SMCs have been sensitised on areas that need to be focused upon and maintained in the school and should be checked before preparation of SDP. Training module has been developed by SSA with technical assistance of UNICEF. The training module contains in-depth information about functions and roles and responsibilities of SMC, monitoring school activities, and the school time table. SDP formed one of the key elements of the SMC trainings. Several components that were included in the SMC module were taken from the two Project districts which indicate their sustainability.

The SMC members were trained in nodal schools, which covered 4-5 schools of the area. Training has been provided to all SMC members on rotation basis once in the Project period. The training elements focused on SMC role in monitoring the school processes, tracking OOSC, dropouts and SDP.

SMCs have been established in all districts after enforcement of RTE Act. However, the SMC are more effective in intervention districts of Udaipur and Dungarpur. The training module developed with support of UNICEF has been published and circulated by SSA to all districts. Exposure visits of SMCs from other district to UNICEF intervention districts were helpful.

**SMC facilitate water availability in school**

The Primary School at Rela was struggling for water as several bores had failed. The Head Master in association with SMC, local CSO and the community successfully created a six inch bore, which helped in tackling the water problem in school. This has also benefitted the village as the residents are also using the bore.

The SDP includes school building maintenance, repair work, cleanliness, and establishment of library. If school needs more money for any development work, the SMC mobilises it from well-wishers of our village. This special donation is called BHAMASHA. As an acknowledgement they display the donor’s name in school.

**SMC overcome challenges and emerge as replicable model**

The default members of the SMCs have been loaded with several other government schemes and tasks. Hence they were not able to do justice to the SMC tasks. Several SMC members were labourers who travelled out of the village to get work, and hence were always unavailable for meetings or to

“The Primary School, Jodhpura, Sarada Block, The head master and SMC in joint efforts made a toilet which is cleaner than a home toilet.”

-District Project Coordinator-SSA,
participate in any kind of mobilisation activities. To engage them the Project team visited their homes at night to share the plan and activities. The positive changes in lives of children in the village by the CSO efforts motivated the SMC members to come forward and participate in the Project activities.

The Project faced difficulties in establishing an active and functional SMC. Issues were faced in maintaining cordial school and SMC relation. Majority SMC members being illiterate were not able to monitor the CFS components and develop SDP. The partner CSOs of UNICEF provided them training and handholding in school monitoring and in preparing the SDP. Due to lack of resources these trainings have been imparted in large groups which resulted in lower learning levels of the trainees. Training must be held in groups of less than 40 people as recommended by the stakeholders at various levels during the evaluation. It was also noted that there is no provision of honorarium for members to attend SMC meetings nor a provision or stipend for SMC trainings. Only a token money of rupees 40 was provided, which according to them was not sufficient to sacrifice one day labour cost. Most of these SMC members are labourers and for attending any training they have to sacrifice a day’s earning. Stakeholders of various levels have suggested that the honorarium for SMC meeting and stipend for attending SMC trainings must be provided and it should be in proportion to daily wages as per government norms.

The Project succeeded in bringing about a behavior change in past 3-4 years towards better schooling and protective and learning environment for children. SMCs are trained and sensitised in their work. Training modules have been developed and trainings have been imparted by SSA through the trainers trained by UNICEF. SMC is an integrated part of RTE Act, hence it will sustain. But it can be said that it has worked better in the Project intervention areas.

**SUB-OUTCOME 2.4 Models of School Readiness Programme (SRP) established for 3-5 years children**

**SRP developed with UNICEF support**

SRP was initiated in January 2012. Government realised that to save children from labour, there must be some provision to link them to early learning activities. UNICEF held advocacy with the State Government to ensure that teaching learning processes were happening in the AWCs. UNICEF has used Project funds for lending technical support through its staff in development of strategy note on imparting ECE components and advocacy for the same.

UNICEF supported pilots in two districts demonstrating good ECE in schools. Learning from these pilots have led to development of a school readiness kit, which was distributed to 200 *anganwadi* centers (AWC) in Udaipur and Dungarpur. Similar kits were also provided by the Government to 3000 AWCs across the State.

SIERT with support of UNICEF developed a manual for ECE transaction. Partner CSOs have played a crucial role in developing the model AWC for SRP. SIERT and ICDS have also developed an SRP tool kit solely funded by ICDS.

**SRP strengthens learning in AWC and improves enrollment**

SRP has been very helpful in retention of children enrolled in AWC and in formal primary schools. The AWCs are providing homely atmosphere and playful way of learning which enables the child to learn and identify alphabets, colours, animals and prepare them for regular school. Use of TLM and display of big pictures and friendly way of teaching, enabled children to attain learning levels which helped...
them to easily get admission in class 1, and prepared them to follow the school time table, learning and sitting in a class.

AWW is one of the members of the VCPC, hence she is aware of her role towards AWC children and the importance of education. The AWWs were trained on the method to teach children in the age group of 3-5 years. Due to SRP admission and retention has increased in the regular schools. People acknowledge that after SMC and VCPC formation the AWCS are functioning better and demonstrating use of numbers, rhymes, and toys. The AWW is also more regular and active comparatively. Every year in June the AWC provides a list of children who have crossed five years of age to the primary school and all the listed children get direct admission, which can be attributed to the successful implementation of SRP.

Thus SRP has proven very useful for formal education. The children under the SRP are performing better than the non-SRP children. Because of the Project now all centers are becoming more active and number of children is increasing. Earlier several mothers engaged in labour were not ready to leave their child at the AWC and took them along. After unrelenting efforts and counselling by CSOs and AWWs, parents began sending their children to the AWCS. At the ground level the efforts of AWW has contributed to the Project’s success.

**Challenges facing SRP**

According to PRI representatives during the Project inception, children went to AWC for Panjeeri (dry food) only. Hence when SRP was introduced, the parents did not send their children for a long time to AWCS, since they were unaware about it and its education benefits. The partner CSOs informed the community that the SRP pre-education programme enabled improved learning and performance level in children compared to the non-SRP children; when they take admission in class one. Now people are sending children to AWCS for hours.

Capabilities of AWW were also a challenge in implementation of SRP. The Project team had to put more efforts to make things happen in terms of advocating with supervisors to organise repetitive trainings and supervision of AWWs.

**DAC Analysis for Outcome 2**

**Relevance**

The Project outcome 2 focused on various activities which ensured quality education for all the children of 6-14 years age group hence it is relevant to the Project objective to ensure all children are in schools and not in labour. To make it successful in terms of child retention in schools, the Project adopted various strategies which included CFS, CCE, STP, SRP and empowering SMCs; which is in line with the Project objectives.

CFS component ensured the all-round child development, building on the child’s knowledge, potential and talent and making the child free of fear, trauma and anxiety through a system of participatory child-friendly and child-centred learning. This has ensured the retention of the children and quality learning as outlined under the Project objective.

STP also known as CC has provision to bridge the learning gap among children due to prolonged duration of being out of school or being a drop out. It ensured children attained the age appropriate learning in a period of nine months, the longest period of residential camps on STP. In fact, STP is very relevant to the Project objectives since it addresses inclusion of children in mainstream education.
SRP has been very relevant to the Project objective in terms of addressing child labour since children when engaged in learning activities at a very young age do not conform to engage in child labour. Instilling a habit of regularity and discipline developed in the course of time ensures retention of children enrolled in schools. The learning level among children attending SRP is higher than the normally enrolled children in class 1 as reported by the teachers of primary schools during the evaluation. Strengthening the SMCs and PRIs on school monitoring and SDP development impacted positively on the school. The attendance of students and teachers has been monitored by the SMCs. The system of this community monitoring has been recommended by National Advisory Council on RTE and it has proven a significant tool for school improvement in the country. Hence it is relevant to the Project objective.

Effectiveness
As an overall effectiveness measure the Project has targeted 90 percent boys and girls enrolments in schools. At the end of the Project the Government data indicates that 97 percent boys and girls are enrolled in the schools. In addition 12,000 teachers and head-masters have been oriented on measures to improve quality education in their school as targeted under the Project.

It was planned to train 200 master trainers under the Project, which has been achieved. CFS guidelines have been developed and now 4000 schools are demonstrating CFS elements in accordance with the target.

STP was developed under the Project and 70 percent OOSC were linked with it, which is much above the target of 17 percent. The overachievement can be attributed to the successful civil society intervention in enrolling more children into the programme. In addition, tracking through CP systems, and police check posts ensured stopping of large number of children from getting trafficked to Gujarat thereby promoting school enrollment.

As targeted, 4000 SMCs have developed SDP. Number of SMCs monitoring school attendance and infrastructure improvement was planned at 3200, which has been overachieved and now all 4000 SMCs are developing SDP. This was possible due to advocacy with the government which has made mandatory that the SMCs should develop SDPs. As such, the environment was conducive to reach out to more SMCs and ensuring that need based quality SDPs are developed and monitored by the SMCs. UNICEF through this Project could support 4,000 SMCs for this particular output.

Efficiency
The GoR has contributed extra EUR 110 per school, over and above the usual funds of EUR 108 spent every year for creating a child-friendly environment for quality learning in schools.

The budget for training of master trainers was solely borne by the Project. The Project was able to leverage government funds for training of head teachers, teachers and SMC members.
Sustainability
Protocols and guidelines developed for classroom processes, building teacher’s capacities and implementing monitoring tools through this Project, have now become a part of the quality initiatives undertaken by the government. The CFS now guides development of the annual plans for SSA.

Cluster and block approach demonstrated in the two intervention districts have been very successful. Hence the Government has adopted this in their overall strategy for teacher education. At present this approach has been scaled up to 74 blocks with the aim to cover the whole State.

SIERT and ICDS have also developed a tool kit of SRP material, which is solely funded by ICDS. This kit is being distributed in all districts. Components of head teachers training demonstrated during the course of the Project have been adopted across the State.

Conclusions

Sub-outcome 2.1: All elementary schools in the Project areas providing quality, child-friendly education

- UNICEF organised trainings for teachers and head masters to build their capacities as master trainers on CFS who trained other teachers through joint efforts of UNICEF, DIET, and SSA using an innovative cluster and block approach. Exposure visits proved the best form of capacity development for Government functionaries of DoE. Standards and guidelines have been developed, which have been adopted by the Government and now CFS components are part of the school environment.
- All targeted 4000 schools under the Project have been demonstrating elements of CFS. Innovations such as cluster and block approach\(^49\) for teacher development has contributed in creating a quality learning environment in schools. This process has impacted teacher development policy of the State and contributed to quality education. The State has incorporated most of the CFS indicators in the regular monitoring software tool for tracking school performance. Considering its successful demonstration, DIETs and SSA in the two Project districts have adopted CCE as key intervention for quality education. Guidelines, manuals, teaching learning materials developed as part of the Project implementation have been adopted by the GoR.

Sub-outcome 2.2: Special training programme (STP) for child labourers and other OOSC upto 14 years in place for mainstreaming children into formal education

- STP was developed by the State with technical support of UNICEF, which also facilitated the participation of NCERT and SCERT to review and guide its development. Out of 1,20,000 OOSC, 97 percent have been mainstreamed into schools. Out of this 75 percent were enrolled after attending STPs through an alliance of CSOs, government and UNICEF. The remaining 25 percent were in the 6-7 years age group and were enrolled directly into government schools. Under the STP, 75 percent of the total OOSC were enrolled and trained for admission in the age appropriate class. The village database and awareness activities held by the CSOs supported the mainstreaming of the OOSC.

\(^{49}\) Cluster and Block approach means, all the schools taken for the intervention have been divided into few clusters and one or two school schools have been identified and developed as resource schools to extend support to nearby 15-20 schools. Demonstrative trainings and discussions are organised in the resource school. Teachers from resource schools have been identified as the resource teacher and are being provided regular academic support by DIET.
Sub-outcome 2.3: SMCs and PRIs monitor and support attendance and infrastructure improvement of schools
- The SMCs and PRIs proved very relevant for monitoring the attendance of teachers and students and school infrastructure. All the SMCs of the Project area have developed SDP and most are tracking the regularity of children in school on a monthly basis and ensuring that all the OOSC are attending school. The SDPs have been developed by 4000 SMCs for monitoring attendance and infrastructural development in schools. The learnings from the districts have contributed to the State guidelines for SMC training across the State.

Sub-outcome 2.4: Models of SRP established for 3-5 years children
- SRP has been implemented at all the targeted AWCs. For this, 4000 supervisors across the State have been trained as master trainers to further train the AWWs. Further trainings could not be executed according to the plan; hence the target of reaching 80 percent AWCs could not be achieved. Out of 1300 AWCs, 1100 are implementing the SRP successfully. Approximately 20,000 children of 3-6 years attending AWC are benefitting from SRP. This has enhanced their transition to school as well as their performance. The standards and manuals developed for effective ECE through this Project have been accepted by GoR as standards for State ECE.

Lessons Learned

Sub-outcome 2.1: All elementary schools in the Project areas providing quality, child-friendly education
- CFS came with a huge list of activities including CCE with detailed paper work, which was not easy to initiate in the schools. Hence teachers were resistant to adopt CFS in the beginning of the Project. They accepted it when they found CFS very useful in involving children in school activities, after receiving trainings extended by DIET with UNICEF support. Single teacher schools are not able to comply with CFS norms in entirety. About 30 percent schools in the State are with a single teacher, which needs immediate government attention for successful CFS implementation.
- The monthly review meetings at various levels were very helpful to regulate CFS functioning, especially head teachers review meetings at DIET on monthly basis, bi-monthly review meeting of block officials by DIET, quarterly district review meeting chaired by the District Magistrate and attended by DEO, BEOs, resource persons, DIET principal, and UNICEF supported district and block CFS coordinator meeting. CFS has also been included as an agenda item in monthly meetings of DoE and SSA.
- Exchange visits proved the best form of capacity development on CFS.
- School timings are being decided at State level, which is not a very successful method to promote child-friendly environment as the local situation varies from one district to another.

Sub-outcome 2.2: STP for child labourers and other out-of school children upto 14 years in place for mainstreaming children into formal education
- Scattered population is a big problem in schooling due to transportation issues to run a residential STP camp wherein a minimum of 15 children are required. In addition it takes months to get approvals for organising such camps. Retention of children in non-residential package was also a challenge since OOSC required more focused attention. Capacities of teaching personnel also needs to be build further and community members need to be sensitised and mobilised to link OOSC children with the STP and motivate them to attend it.
Sub-outcome 2.3: SMCs and PRIs monitor and support attendance and infrastructure improvement of schools

- The SMC members are not literate hence a pictorial-based colour-coded checklist is in process of being developed to explain to them about the CFS components and on monitoring its implementation.
- Training of SMC members have been done in large groups, which created difficulty in developing the required understanding.
- According to the responses the token money of rupees 40 for attending the training is less for SMC members who are labourers. It does not appear tenable to sacrifice one day labour cost. There is no provision of honorarium for SMC members and thus requires re-consideration.
- Sometimes budget were not enough to take up an activity. To mobilise additional financial support SMCs identified well-wishers for their school called “Bhamashah”.

Sub-outcome 2.4: Models of SRP established for 3-5 years children

- The capacity of AWW needs to be improved to conduct the SRP techniques. To implement the SRP, the ICDS supervisors have been trained as master trainers and expected to further train the AWWs. This did not happen as desired, which negatively impacted the SRP implementation target. Instead of 80 percent SRP was being implemented in only 60 percent AWCs.
Project Component 3: Raising awareness and empowering families and communities so that they take collective action against child labour

OUTCOME 3: Families and communities take collective action for protection and development of children

The Project outcome 3 focused on community awareness on the harmful effects of child labour and the importance of education and age of school enrolment, and community-based structures for promoting enrolment of OOSC. To achieve this, the Project has used various community-based structures (adolescent girls and women groups), their networks and community leaders including the PRIs. These groups have been empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and protection.

SUB OUTCOME 3.1: Families aware of harm caused by sending children to work and instead send their children to school

Community sensitisation for increasing school enrollment and making villages child labour free

To achieve the Project objective there was need to change the mind-set of rural population who were reluctant towards education of their children. The establishment of CP structures and information dissemination on harmful effects of child labour and importance of education was very effective to deal with this issue. The village level sensitisation and information dissemination on CP issues and need of education in one’s life was held by the NGOs in collaboration with the PLCPC, SMC, PRIs, SHGs and village volunteers in local language.

‘Nanhe hath kalam ke sath’ campaign was a successful multi-pronged approach for dealing with child labour issues by ensuring parents, communities and officials were aware of the harmful effects of child labour and advantages of school education; minimizing child labour by fixing roles and responsibilities of the Government officials, PRI, NGOs, community and parents and linking all rescued and other OOSC and drop-out children with schools. Information on SPSs has been disseminated extensively and families linked with relevant schemes to strengthen their economic conditions and to compensate them for not allowing children to get into child labour.

Apart from awareness on education and importance of education, information was also provided to the community on CP structures and mechanisms such as CWC and Childline to create an enabling environment for CP. Nukkad natak, kala jattha, rath yatra, bhajan mandlis and role plays were held extensively. An organisation, BanglaNatak.com, was engaged to develop IEC material for the same.
Awareness campaigns in the evenings and at nights were successful ideas that were adopted for community outreach. Campaign announcements were extensively propagated 3-4 days prior to ensure that more people were reached and benefitted from these activities. NGOs have played a crucial role in awareness campaigns and information dissemination. Their team and volunteers were able to reach the most marginalised people to ensure the success of the Project by using activities such as bhajan mandli to make people aware of harmful effects of child labour, importance of education and SPSs.

The extensive campaigns have made the community aware on harmful effects of child labour and the need for education in one’s life. There was marked attitudinal change among families towards their child’s education as a result of the awareness exercises. Regular follow-up and awareness building had changed the behaviour of the community.

Under ‘Prashashan gaon ki oor’ exercise, government officials came down to the villages to meet the people and help them avail the SPSs. All the identified vulnerable families have been linked to at least one SPS and provided benefits. This enabled families to send their children to schools. The efforts yielded positive results as majority out-of-school and drop-out children got enrolled into schools.

**Empowered and active community deter child labour prevalence**

The Project has been successful in creating awareness within the community. Today people understand the issues of children and the need for education. The local CSOs are trained to deal with child rights issues under the Project’s capacity building interventions for PLCPCs. They are also aware of Childline (1098) and the CWC. The CWC chairperson confirmed that they have received several telephone calls from community members to report child labour cases. Such incidences validate the increased level of community awareness on harmful effects of child labour.

<table>
<thead>
<tr>
<th>Sarpanch with UNICEF support take action against reluctant parents</th>
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<tr>
<td>Sangeeta Kalasua is a tribal girl who lives with her family in the village of Buela near Gumanpura, gram panchayat in Dungarpur district. Her father Kalu Kalasua is about 50 years old and works as a labourer in Ahmedabad in Gujarat. Her elder brother Vikash is 22 years old and accompanies his father to work, while Sangeeta and her mother stay in the village.</td>
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<tr>
<td>Sangeeta was a brilliant and bright girl in school who was interested in studying. But due to pressure from her father and brother she had to leave school to take care of her ailing mother. She left school in the third grade, yet managed to continue with her passion for learning. She continued to learn and study through old books in her spare time. Sangeeta was known by all her friends for her passion to read.</td>
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<td>Two years after she left school, a group of her friends approached the Sarpanch and shared Sangeeta’s story. The Sarpanch immediately contacted UNICEF. Without wasting time UNICEF members along with the Sarpanch and other ward members visited Sangeeta’s home. They discussed the issue with her parents.</td>
</tr>
<tr>
<td>Initially, her parents did not understand the importance of what the team was discussing about education and despite the continued persuasion did not agree to send Sangeeta to school. UNICEF members and the Sarpanch decided to take a harder stand to deal with the matter.</td>
</tr>
<tr>
<td>After a few days a letter was sent through the gram panchayat on behalf of UNICEF explaining that education is a legal right of all children, hence not sending Sangeeta to school could result in harder action on the family through the gram panchayat and even judicial action. After receiving this letter, Sangeeta’s parents went to meet the Sarpanch and UNICEF to share their willingness to educate their daughter.</td>
</tr>
</tbody>
</table>
The coordination and help of UNICEF and gram panchayat successfully got Sangeeta enrolled into fourth grade. Now, her mother has come out of her illness, hence Sangeeta has lesser household chores to do. She is studying in the fifth grade in the senior secondary school of Gumanpura and attending school regularly.

**Challenges in community awareness**

The partner NGOs and CBOs faced many challenges during the awareness building process and the survey for creating village database.

There was no awareness in the community on CP and child rights and hence they did not constitute issues of importance and consideration. After extensive campaign for child rights awareness parents gradually understood the importance of education in shaping the lives of their children.

At the Project inception there were negligible CP structures in place and those existing were not functional. The CSOs played a crucial role in establishment of the community-based CP structures viz. VCPC and PLCPC in terms of getting the people on board, getting executive orders issued for their establishment and support in their routine work.

Behavior change is a long-term process, which demands sustained and dedicated efforts. The Project demonstrated change in community behaviour in a short time span, due to dedicated efforts of partners. Today everyone in the community in intervention districts is aware of the harm caused by child labour and understands that the best interest of their children is to be in school.

Awareness building among parents engaged as daily wage labourers has been a challenge due to their unavailability during daytime. To reach out to this section of the community the team was prepared to plan sensitisation activities in the evening or at night.

"We did not know SMC, VCPC or any committee but we knew Sadhana didi and Shilpa didi from PEDO. Now we all are regular students in our school. There are now more children enrolled compared to last year in our school. Few years back children used to roam around unnecessarily, played games the entire day, worked at tea stalls or stayed back at home. But now our parents also want to send us to school."

-Children FGD, Medala Village, Simalwara Block, Dungarpur

"Partner NGOs of UNICEF have given us insight and understanding that our future means future of our children. We knew the importance of education in one’s life and that children were not meant to be sent to labour. However, the realization came after regular sensitisation activities held by Gayatri Seva Sansthan with us. They sometimes organised a mela or sabha. They also came with special cultural programmes for school children on 15th August and 26th January. GSS tried to involve people of all age groups in these activities. Now if a child from the village does not go to school, any one from the village visits and talks to the child’s family without any hesitation. All villagers now respect the rights of children."

-Community FGD at Nimboda, Sarada Block, Udaipur

**SUB OUTCOME 3.2: Adolescents especially girls and women networked and empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and protection.**

**Linkages with SHGs and AGGs expand community outreach on CP**

To reach out to each family of the community, UNICEF decided to link its efforts with the SHGs and AGGs. PEDO the partner organisation of UNICEF in Dungarpur has a network of 2000 SHGs consisting of more than 40,000 members. They disseminated awareness on child rights. Each SHG member was
assigned the responsibility to track children of at least five non-SHG families to ensure that a large number of people could be reached through them for tracking child rights violation.

**AGGs and SHGs trained on child rights**
The partner NGOs held training and awareness sessions to empower the adolescent girls and women’s groups on issues of child rights and CP. The topics discussed included information on harmful effects of child labour particularly in the context of girl child. The groups were informed about the legal framework of CP and ICPS.

Child rights agenda has been included in the regular SHG meetings. NGO volunteers visited each SHG on daily basis to see the progress. PEDO sensitised the SHGs about the in-human conditions of child labourers working in Bt cotton fields in Gujarat apart from providing information on RTE and CP. As a result the SHGs were able to convince the community for sending their children to school. Considering their intense presence within the community, WCD has declared a prize of rupees 35,000 for the SHG which demonstrates best work in the area of child rights. In fact, specific context has been explained to SHGs to facilitate their work in Dungarpur, Udaipur and Banswara. These are tribal dominated districts wherein the SC & ST population usually engages their children into labour.

**SHG’s surmount difficulties to sustain CP initiatives**
Initially, people were not ready to listen to the SHG and AGG members. After extensive awareness campaign in the village, people began to understand the importance and need of education.

Initially, some of the SHG members were not ready to work for the Project and hence did not attend the trainings regularly. However, in due course of time when some changes were visible in their village, they got motivated to join the project.

Based on the training and work experience acquired during the Project, several SHGs are now willing to continue CP initiatives to bring about change in the society. They have witnessed the village condition and their children before and after the Project period, which has motivated them to take up this right-based work as their top priority. Due to awareness on education rights and disadvantages of CL, a change can be perceived in the villages. Now more discussions on children are taking place during village meetings.

**SUB OUTCOME 3.3: Community leaders including PRIs take active role in monitoring child rights issues and take action for preventing CL**

**Community leaders engaged to augment CP**
Community leaders are a set of people who enjoy goodwill within the community and have a great acceptance level within the community. Hence, these influential people were sensitised by the NGO team on CP issues to enable them to further sensitise the other community members. The sensitisation focused on harmful effects of child labour, need for education, SPSs, roles and responsibilities of PLCPC, SMC, CWC, JJB and Childline. The *Pujari (priest)* was involved to deliver messages that denounced practices of ‘children begging with mustard oil on Saturdays’. Similarly, few *gram pradhans* issued a strict message of putting a fake ban on “control ration shop” for families who did not send

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50 *Gram Pradhans, Bhopa, AWW, ASHA, ANM, Religious Gurus, Mandir ka Pujari, Gaon ka Bania, Head Clerk of Post Office, Teachers and Head Masters.*
their children to school. Though in reality such bans were not executed, it was meant to put pressure on the families who refrained from sending children to school.

**Innovative methods engage community leaders**

The Project was able to devise innovative methods to enhance community involvement and sensitisation on CP issues. The issues have been discussed regularly in *Ekadas ki Baithak held* fortnightly in the village. Meetings have been organised on tea gatherings to discuss the situation of children. Promises have been made by the community in front of Mav ji Maharaj, the pronounced religious guru of the area.

**Challenges dealt in multiple ways**

Changing the mindset of community was a difficult task. Even after holding sensitisation activities at various levels, people were not ready to stop sending children into labour as they found it was opposed to their monetary interests. Messages from community leaders, NGO effort to link people with SPSs and negative publicity of families in a few villages by the *gram pradhans* on stopping the ration delivery to families reluctant to send children to schools, motivated the community to send their children to schools. Community interactions revealed that towards the Project end people had started accepting that children are not meant to be in labour instead they should attend school to become responsible citizens.

To seek community agreement for orientation on child rights was a challenging task. Similarly, engaging them in any group activity was also an issue. However, the partner NGOs of UNICEF with their goodwill in the area was successful in inculcating community acceptance towards CP.

**DAC Analysis for Outcome 3**

**Relevance**

The information disseminated in the community on harmful effects of child labour and importance of education has proven very relevant in terms of achieving the end result of mainstreaming all children in schools instead of pushing them into labour. As a result the Project succeeded in making several villages child labour free by its end.

The formation and empowerment of AGGs and SHGs under the Project ensured active involvement of community-based structures in the CP awareness activities. Being women they had easy access to the families, which helped in conveying the child rights information. Associating large number of SHG and AGG members to spread CP information to each family has proved very relevant to the Project objective. Involving the community leaders is another relevant approach adopted towards achieving the Project objective as they could influence the communities in several ways to prevent child labour and link them with mainstream education.

**Effectiveness**

Under outcome 3, all the targets have been achieved as defined in the Project log frame. The number of villages reached with information on harmful effects of child labour, importance of education and age of school enrolment that was targeted at 2500 Project villages stands achieved. The Project targeted that 2560 community-based structures (SMCs, PRIs, *gram sabhas*, CPCs and CBOs) will start promoting enrolment of OOSC, which have been over achieved. A total of 6831 community-based structures had been engaged in promoting CP by the Project end. The strategy was slightly revised in line with the changing needs of the community. The Project had proposed establishment of new community-based structures and working with them. However, with time, it was felt prudent to
include the existing village level community groups. The strategy of forming new community groups and building their capacities to ensured reaching out to large number of people so that a critical mass of community force could be established. As such, the capacities of the existing community-based structures along with the newly formed ones were developed.

The Project targeted the formation of 500 AGGs for information dissemination in the communities. The achievement has been much higher as 1825 AGGs were formed under the project. The Project planned to train 5000 adolescent girls and women including the SHGs members on CP and importance of education. A total of 54,250 members have been trained for the purpose. The actuals are ten times higher than the target. It was also targeted to document 25 success stories or case studies against which a total of 225 case studies have been documented. The increased number of case studies documented was primarily due to the high awareness on child rights issues. The method of assigning each SHG member the responsibility of reaching and sensitising five more families on CP, proved to be a very effective method.

Gram sabha meetings and other forums were used to discuss issues related to child labour and education under the project. It was planned to discuss the CP issues in 3000 meetings which have been achieved. It was also planned to orient 11000 community leaders including PRI members on child rights issues and the need for preventing child labour and OOSC to support the Project objective and better outreach. The Project was able to orient 20000 community leaders including PRI members on the same.

The effectiveness of the Project can be seen in the extensive coverage by media. About 610 reports have been published in various leading newspapers during the Project period.

**Efficiency**

The Project supported the ICPS functioning by creating awareness within the community which made an enabling environment for protection and educational rights of children throughout the State. The budget on awareness generation in the two intervention districts was solely borne to the project.

Large number of human resource engaged by partner CSOs under the project for awareness building served the purpose of quality information dissemination in a short span of time. At the end of the project, people were sending their children to schools regularly. Communities were aware of harm caused by child labour and need for education in one’s life.

**Sustainability**

Enhanced knowledge and understanding on CP issues, by communities has created an enabling environment for sustained child rights interventions. Because of awareness on educational rights, disadvantages of CL, now the situation of their village and children have totally changed. Having witnessed the condition of village and children before and after the Project period and on the basis of training and work experience, people want to continue the interventions to bring about change in their community in favour of CP. The community has taken up rights - based work as their top priority.

The component of sensitising and building capacities of community leaders, PRI members, SHG members and adolescent girls on CP and education issues has proved very important. It will help sustain the positive behavior towards children in the communities.
Conclusions

Sub-outcome 3.1: Families aware of harm caused by sending children to work and instead send their children to school

- Under the Project intervention several community mobilisation initiatives were implemented, which helped in reaching out to 2500 Project villages with information on the harmful effects of child labour and the importance of school education. The effort translated into a notable increase in registration of families in SPSs, reduction of the proportion of out-of-school children from seven to three percent as per target. Some large scale campaigns undertaken were ‘Nanhe hath kalam ke sath’ and ‘end violence against children’. The networks of adolescent girls and women have been engaged in monitoring and tracking child rights violations especially child labour and migration, which has ensured the enrolment of OOSC into school and stopping them from being trapped in child labour. Community leaders have played a crucial role in making a child protective environment in the communities.

- ‘Nanhe Hath Kalam Ke Saath’ is the major communication awareness campaign in Rajasthan for CP and against child labour. This three year campaign against child labour was supported jointly by the State Government and UNICEF. Each year the campaign was flagged off by the Chief Minister on 12th June, Anti-Child Labour Day, from Jaipur with the campaign team (Balmitra) traveling in a caravan, which included floats, film projections and Kala Jatha shows across 150 GPs. The District level workshops were launched by the Member of Parliament of the District and included the DC and all stakeholders in child development and protection viz. Education, Labour, Social Justice and Empowerment, and Tribal Development Departments. In each GP the campaign became a forum for linkage with social security schemes as local people could access help in filling official forms and get the necessary photographs. Concerned officers were also mobilised for speedy action.

Sub-outcome 3.2: Adolescents, especially girls and women networked and empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and protection

- For extensive reach to each family of the community, UNICEF decided to link its efforts with SHGs and AGGs. PEDO the partner organisation of UNICEF in Dungarpur has a network of 2000 SHGs consisting of more than 40,000 members, who have disseminated awareness on child rights. PEDO trained them on in-human conditions of child labourers working at Bt cotton fields in Gujarat, as well as they were given information on RTE and CP. As a result, SHGs were able to convince the community to send their children to schools. Considering the intense presence within the community, WCD has declared a prize of Rs. 35,000/- for the SHG that would do the best work in child rights. Challenges were faced as people were not ready to pay attention to issues discussed by the NGO members in the very beginning. However, after continued efforts and extensive awareness campaigns in the village, people became approachable and were ready to understand the need of education.

Sub-outcome 3.3: Community leaders, including PRLs take active role in monitoring child rights issues and take action for preventing child labour

- The community leaders have been sensitised through NGO teams on CP issues such as child labour and its harmful effects, need for education, SPSs, roles and responsibilities of PLCPC, SMC, CWJ, JJB, and Childline. Community leaders have great acceptance within the community and help in mobilising community support for CP. The village Pujari (priest) sensitised people to refrain from giving charity to child beggars. Similarly, support of gram pradhan in issuing a fake ban on delivery of ration to parents not sending children to school proved extremely effective.

- Cases related to rape, child deaths, child labour, child trafficking and child marriage have decreased after engaging the community leaders.
• The Project recorded few innovations, for instance the issues have been discussed regularly in *Ekadas ki Baithak*, meetings have been organised on discussion over tea gatherings on the situation of children and the community committed in front of Mav ji Maharaj, the pronounced religious guru of the area for protecting children’s rights.

**Lessons Learned**

**Sub-outcome 3.1: Families aware of harm caused by sending children to work and instead send their children to school**

• CP and child rights were not important issues of consideration in the communities at the Project inception and changing community behaviour is a long-term process, which demands continuous dedicated effort.
• Awareness building in an area of labourers was a challenging task as they all went to work early morning and came back late in the evening. Any activity in day time does not work so the Project team worked late nights to bridge the gap.
• Statewide campaigning is core to create an enabling environment for establishing good practices in communities on child rights. ‘Nanhe hath kalam ke sath’ has been very successful in establishing the CP environment in the intervention area.

**Sub-outcome 3.2: Adolescents, especially girls and women networked and empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and protection**

• Involving AGGs and SHGs are crucial for the success of any intervention at the community level.

**Sub-outcome 3.3: Community leaders, including PRIs take active role in monitoring child rights issues and take action for preventing child labour**

• Changing the mindsets of community was a difficult task. After several levels of sensitisation, people became ready for not sending their children to work as they found it was opposed to their monetary interests. Messages from community leaders enabled the creation of a child protective environment to some extent. However when the CSOs started linking people to SPSs, and some negative publicity was done by the *gram pradhans* banning delivery of ration to the families not sending their children to school, the community had no option left but to comply and send their children to schools.
Project Component 4: Addressing exclusion of vulnerable families to service provision and social protection schemes

OUTCOME 4: Enhanced access to SPSs for vulnerable families (OOSC and children without parental care)

SPSs are State efforts aimed at reducing poverty and vulnerability not only among individuals, households, and communities facing absolute deprivation, but also among the non-poor facing the risk of unemployment, illness, permanent disability, aging, and so on. These schemes mainly target various vulnerable groups and communities suffering from social and economic disadvantages.

Although the GoI and the GoR provide comprehensive SPSs, due to lack of education and awareness, infrastructure, and coordination; very few eligible beneficiaries were able to access these schemes. Hence, the Project viewed the linkage of vulnerable families with the benefits of SPSs as a crucial component and an alternative to child labour.

According to the Project target, 57 percent vulnerable families in Dungarpur and 51.7 percent vulnerable families in Udaipur were planned to be linked with the benefits of at-least one SPS. By the end of 2013, the Project gave phenomenal results by enabling 96 percent vulnerable families in Dungarpur and 98 percent vulnerable families in Udaipur to avail the scheme benefits. UNICEF and partner NGOs held advocacy with the DSJE to relax few documents required for availing of any scheme. This led to more than planned vulnerable families availing the SPSs.

SUB OUTCOME 4.1: SPSs mapped, reviewed and recommended for revisions to explicitly target vulnerable families (OOSC and children without parental care) including those with children engaged in child labour and migrants

SPSs mapped
At the state level, more than 200 SPSs focusing on children of various departments was mapped. These mapped schemes have been shared with the Government for their improved coverage.

In the intervention districts, partner NGOs in coordination with UNICEF team collated the schemes pertinent to the specific requirement of the community. After several rounds of review and in coordination with the panchayats, they prepared the list of eligible families and shortlisted 15 need-based schemes. GSS developed a poster with scheme related details such as beneficiary criteria, eligibility, monetary benefits, where to apply and documents required for application.

51 1-Palanhar Scheme 2- Shishu Grih Yojana 3- Nirashrit Balak/balika Grih Yojana 4-KGBV 5-Aapki Beti Yojana 6- Scholarship to Tribal Children (for promoting higher education) 7-Travel Voucher for Rural Girls 8-Chief Minister Old Age Pension Scheme 9-National Old Age Pension Scheme 10-Chief Minister Single Women Pension Scheme 11-Nation Widow Pension Scheme 12-State Special (Challenged) People Pension Scheme 13-Chief Minister Hunar Vikas Scheme 14-Sahyog Scheme 15-Dr. Savita Ambedker Inter-cast Marriage Scheme.
Vulnerable families\textsuperscript{52} have been identified during ‘\textit{Nanhe hath kalam ke sath}’ campaign and immediately registered under the relevant scheme. The Project linked 3300 children of vulnerable families with Palanhar scheme\textsuperscript{53} in Dungarpur alone. Many more families were connected with “Mukhya Mantri Hunar Vikas Yojana” and various pension schemes.

The Palanhar Yojana has been reviewed in light of specific needs of children. More categories of children have been added after several rounds of review. The scheme was initially launched only for orphan children below the age of 15 years under which the family was paid rupees 675 per month for care taking. After review of the scheme the cost of care taking has been increased to rupees 1000 per month. It is compulsory for children benefiting from the scheme to be enrolled in \textit{anganwadi} at the age of two years and in the school at the age of six years. The Palanhar Scheme was replicated in the State of Bihar in the year 2012 after successful implementation in Rajasthan. Several other schemes such as widow pension, disability pension and old age pension were also reviewed during the Project intervention. As a result the Government adopted 80 percent of the recommendations and issued guidelines for effective implementation of the same.

Initially, the Government was not convinced to include more categories of children and also to invest more money on foster care. However, after several rounds of discussion and advocacy at various levels and recommendations by District Collectors and DSJE, the Government included the recommended categories by issuing various executive orders.

\textbf{SUB OUTCOME 4.2: Increased awareness among families on social protection schemes}

\textbf{Extensive awareness drive empower community on SPS}

To make the community aware and informed on the identified 15 schemes, GSS developed a poster to showcase their details. Under ‘\textit{Nanhe hath kalam ke sath}’ campaign, volunteers of \textit{kala-jattha} spread all the SPS related information extensively and linked the families with relevant schemes. All this was made possible through the dedicated efforts of partner CSOs of UNICEF.

‘\textit{Vikas mela}’ also called “\textit{Umang}” was organised bimonthly in both the intervention districts for disseminating SPS information. The VCPC and the SMC members actively participated during the \textit{kala-jattha} and in each and every awareness activity held in the village.

\textbf{15 Identified Schemes}

1. Palanhar Yojana
2. Shishu Grih Yojana
3. Nirashrit Balak/Balika Grih Yojana
4. KGBV
5. Aapki Beti Yojana
6. Scholarship to Tribal Children (for promoting higher education)
7. Travel Voucher for Rural Girls
8. Chief Minister Old Age Pension Scheme
9. National Old Age Pension Scheme
10. Chief Minister Single Women Pension Scheme
11. Nation Widow Pension Scheme
12. State Specially (Challenged) People Pension Scheme
13. 13-Chief Minister Hunar

\textsuperscript{52} Vulnerable families include families with OOSC, children with special needs, migrant families and families belonging to socially excluded groups.

\textsuperscript{53} Palanhar is state foster care programme for protection of children in need and care.
The NGO and the panchayats have worked together for reaching out to the community on SPS. Huge posters with details of top 15 SPSs identified for the area were displayed at the panchayat office and at different places in the village so that people could get to know about them. Information about SPSs was also disseminated to village people by PLCPC members and in gram-sabha meetings and with the help of ward panch in their respective areas. Every month in panchayat meetings, PRI leaders talked about SPS, hence in one year 12 meetings included SPS in their agenda. The door to door survey conducted by Unnati Sansthan with support of the villagers for creating village database on vulnerable families was extremely beneficial in making people aware on SPS as they could directly come and inquire about their benefits.

Now the local NGOs are aware of all SPSs. A level of sensitisation about the schemes has also been achieved within the community. Now people know which scheme is beneficial for whom. In some villages, the teachers, sarpanch, ward panch and the AWW 54 have taken ownership for further dissemination of information.

Challenges countered to ensure sustainability of community sensitisation on SPS

Initially, the villagers did not attend every village level meeting hence the volunteers visited their homes to provide information on SPS. They received support from the ANM and the SHG55 in this process.

Information about existing schemes has already been disseminated adequately within the community. The gram sabha and panchayat meetings where the SPS was included in the agenda contributed in building community awareness on SPS entitlements. Now people know about the social security policy of the government and ask the Sarpanch if they can be enrolled in any scheme. With a large number of people now aware about SPS and its benefits, it is imperative that the awareness created on SPS will sustain.

SUB OUTCOME 4.3: Systems set up to monitor and link vulnerable families to SPSs

Village-level database on vulnerable families created

The door to door survey conducted by the team of Unnati Sansthan, Gayatri Seva Sansthan, PEDO and the villagers for creating a database of vulnerable children also focused on assessing the overall family situation viz. age of all family members, size and type of family, family income and its source, family asset, and whether children were school going or non-school going.

On the basis of the door to door survey and the village mapping done by CSOs 56 a data base of vulnerable families was prepared. The database was used to link all vulnerable families with relevant SPS. To facilitate the linkage, one copy of the database was kept at the panchayat office and another

54 Anganwadi worker is appointed on a population size of 1000 under integrated child development services who is responsible for children of 0-6 years.
55 SHG – Self-help group
56 Unnati Sansthan, Gayatri Seva Sansthan, People Education and Development Organisation
copy was maintained by the Project team. The Project staff always kept the SPS beneficiary list to showcase it for motivating those people who were apprehensive of getting benefits from Government schemes.

‘Prashashan gaon ki oor’, a quarterly *mela* facilitated by UNICEF and the NGOs in each block of the two intervention districts was extensively promoted by volunteers through an SPS information booklet. At the *mela* each needy person received benefit of at least one SPS. The NGO team helped them out in identification of schemes, obtaining necessary documents, filling forms and following up till the family received the benefit. At *panchayat* level ward *panch* was the key person for SPS.

In 2011-2012 the Project attained satisfactory results in linking vulnerable children and families with SPS. From Simalwara block in Dungarpur, 2939 children were identified and all were linked with the benefits of Palanhar scheme. Besides 2320 beneficiaries in widow pension, 5174 beneficiaries in disability benefits, 4575 beneficiaries in old-age pension were identified alone in Bichhiwada block in Dungarpur.

GSS tried to link greater number of people with SPS benefits with the understanding that whatever benefits a family receives will indirectly benefit each and every child of that family.

### Challenges in creation and sustenance of village-database

People felt afraid to share their personal information, therefore some time they gave incorrect information. Presence of credible people of the village including PRIs, teachers, AWW, community leaders during the home visits provided them the confidence and a sense of security which allowed them to share correct information to get approval for the benefit.

Updating the SPS list was most complicated; hence door to door survey was conducted by the partner NGOs to gauge the specific needs of vulnerable families. Accordingly, the SPS list was prepared by CSOs which included the relevant schemes.

> “People are now aware of SPSs, so they directly inquire from sachiv or ward panch about any scheme related information. We are sure that there is no need of any complementary efforts to continue this. It has already been sustained within the community.”
>
> - Marjoree, Head- Unnati Sansthan

### Vulnerable families register and access SPS benefits

A series of awareness activities within the community by NGO partners and strengthening of CP structures enabled the creation of database of vulnerable families reflecting their difficult economic condition, vulnerability and specific requirement of SPS. This exercise made it possible to link most of the identified families with atleast one SPS and access its benefits.

The District Administration was able to reach out to 97 percent vulnerable families and children with SPSs, facilitated by the partner CSOs in nine tribal dominated blocks of the two intervention districts in 2013. Linkage of vulnerable family with SPS has resulted in enriched faith among general public in the Government’s welfare and development approach. People are now aware of SPS benefits hence they are want to avail its benefits.

Several families are accessing benefits of pension schemes, while many other are receiving benefits of palanhar yojana and some are getting the scholarship. In brief, most of the vulnerable families are getting some kind of support from SPS which has improved their economic condition. The families as a result are now sending their children to school. As a result of linkages with SPSs all children from most of the intervention *panchayats* are now in schools, therefore some of these have been declared as child

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57 Proof of address, identity, social category and income.
labour free panchayats. Community awareness on child labour and monetary assistance received under SPS has sustained families, which has enabled the attainment of the planned Project objectives. The NGO partners played a crucial role in this achievement. PEDO, a partner organisation of UNICEF in Dungarpur in 2011-12 was able to facilitate 100 villages become child labour free. The number of child labour free villages increased to 175 in 2012-13. As per Unnati Sansthan, child trafficking has been completely stopped from 30 villages. According to the representatives of Mahan Sansthan, the bal panchayat members are monitoring child labour in the village and they immediately inform the PLCPC and Childline if any such cases are found. They are also keeping an eye on drop-outs. The Nimboda gram-panchayat declared a prize for identification of child labour in the panchayat area as they were confident that most OOSC and the drop-out children of their panchayat were in schools.

Challenges in registration
There were few challenges while implementing the SPS intervention, for instance many people were reluctant to provide personal information or were not ready to give proper or correct information and were hesitant to seek economic support from the Government as they thought that after the paper work the Government will acquire their land in return of the monetary benefits. Sometimes people were not available at home hence could not be reached. Regular sensitisation activities with involvement of community leaders and NGOs helped in positive image building of the government, which resulted in a conducive environment for the community to receive benefits without any fear.

Identification of vulnerable families, method to approach them and the selection of relevant scheme for the community was a difficult task. Door to door survey by the partner CSOs made this possible. It enabled the Project team to make a realistic list of schemes according to local needs. The Project partner PEDO in Dungarpur and Unnati Sansthan in Udaipur prepared a kit for SPS in which all the formats were kept in a bag and volunteers carried it while visiting the vulnerable families. This proved very helpful in providing forms to the families when they were met with.

Initially people did not believe that they would get benefits from any scheme. However, when they saw that some people from the same village were accessing the benefits, it motivated others to come forward to register and get linked with the SPS. Often people did not know, how to fill the form and where to submit it, hence it was very difficult for the members of panchayat, SHG or the PLCPC to assist large number of such people at a time. UNICEF advocacy with the District Administration resulted in organising the melā ‘Prashashan gaon ki oor’ at panchayat level in which all concerned officials were present to provide necessary approvals for availing the scheme benefits. People of many villages could come and register themselves with relevant schemes on the same day. This kind of melā has been organised in all intervention panchayats of the two Project districts.
The community was not aware of SPSs which created difficulty for NGOs to mobilise them when required for filling forms and the seeking proper documents for SPS. The coordination with sachiv and ward panch enabled in reaching out to community members for linking with the SPSs. Earlier families used to get benefits of SPSs directly but now a bank account has been made mandatory for transferring the scheme benefits. This has created difficulty for community members who find the documentation process for account opening very cumbersome. CSOs have helped to overcome this challenge by facilitating the account opening procedure.

Absence of essential documents for availing SPS was one of the major challenges. This difficulty was overcome with the help of Sarpanch who signed and issued certificates and documents, something that he is authorized to do.

Often illiterate people could not understand the reasons for getting or not getting the benefits of the SPS. To make them understand was a challenge.

**OUTCOME 4a: Vulnerable families benefit from SPS**

The vulnerable families have been surveyed and information and handholding support provided to ensure registration with SPSs. Subsequent follow up for getting the benefits have also been done. One window concept was introduced to ensure extensive coverage of SPSs. ‘Nanhe hath kalam ke sath’ campaign was a successful intervention, which made this possible. Rajeev Gandhi Samajik Suraksha mission has also provided facilitation at the village level.

In the beginning, the applicants had to submit many forms to access the SPSs. They had to be provided hand holding for filling correct information as cases with incomplete documents were kept pending for months. UNICEF facilitated the community access to SPSs by mapping 15 schemes and then preparing the OMR sheet (computerized data sheet) for form submission. Approximately 40,000 families have been covered by this intervention.

The Project ensured extensive dissemination of scheme information within the community. Now people are aware of the social security policy of the government. People are taking initiatives and are coming forward to ask the Sarpanch if they can be registered with any scheme which indicates the sustainability of initiatives undertaken by the Project.

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Survey of vulnerable families was done at the Project inception. Category-wise families requiring specific schemes were shortlisted and linked to the relevant schemes. Follow-ups were held by the NGOs with Government functionaries to ensure uninterrupted access of benefits to vulnerable families.```

- Mandhata Singh Ranawat, DD-DSJ&E, Udaipur

### Table 5: Total families benefitted annually under different schemes in Dungarpur District

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Schemes</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
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</thead>
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<td>1</td>
<td>National Old Age Pension</td>
<td>4936</td>
<td>1728</td>
<td>853</td>
<td>950</td>
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<tr>
<td>2</td>
<td>National Widow Pension</td>
<td>810</td>
<td>196</td>
<td>97</td>
<td>400</td>
</tr>
<tr>
<td>3</td>
<td>National Disability Pension</td>
<td>254</td>
<td>253</td>
<td>29</td>
<td>73</td>
</tr>
<tr>
<td>4</td>
<td>State Old Age Pension</td>
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<td>150</td>
<td>37</td>
<td>87</td>
</tr>
<tr>
<td>5</td>
<td>State Widow Pension</td>
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<td>4863</td>
<td>525</td>
<td>917</td>
</tr>
<tr>
<td>6</td>
<td>State Disability Pension</td>
<td>220</td>
<td>1161</td>
<td>167</td>
<td>145</td>
</tr>
</tbody>
</table>
### DAC Analysis for Outcome 4

#### Relevance

The Project mapped SPSs pertinent to the specific requirements of the vulnerable families of the area. Having been linked with the benefits of the schemes, the vulnerable families have found an alternative to child labour. In the two Project intervention districts, most of the children who were earlier engaged in labour, are now attending schools. Thus, the mapping of SPSs is relevant to the Project objective of ensuring children of age 6-14 years are not working and are in schools. Similarly, the Palanhar scheme, which was assessed and reviewed under the Project is now covering more categories of children and thus benefiting more numbers. The aim of the scheme to link the children in need of care and protection with the identified families thus placing them in a protective environment and enabling the access to education facilities is relevant to the Project objective. Information dissemination exercises held under the Project are also relevant as it has made it possible for the vulnerable families to realise the social protection policy of the Government, which provides monetary benefits facilitating children’s education and escape from child labour. Setting up of systems to monitor and link vulnerable families to SPSs proved relevant in terms of delivery of benefits to maximum numbers of needy people. It also left no room for child trafficking and child labour in the intervention area by linking all the needy families with at least one scheme.

#### Effectiveness

The Project was effective in strengthening a child protective environment in several ways. It was able to identify more than 200 SPSs thereby over achieving the target of mapping 50 relevant SPSs. Similarly, the State Girl Child Policy formulated by the State Government with UNICEF support is a positive step in the direction of providing an enabling environment for the girl child. The number of schemes mapped was higher than the target since the Project worked closely to provide a protective environment to children, especially girls; hence it also mapped schemes which supported this objective.

Palanhar scheme was reviewed under the Project target of reviewing one SPS, which resulted in 80 percent recommendations being adopted by the Government. In addition, widow pension, disability pension and old age pension have also been reviewed under the Project intervention and 80 percent recommendations have been adopted by the Government. This has been possible due to the Project’s insightful, relevant and effective recommendations, which the Government could not resist to adopt.

A total of 2568 community-based structures (PLCPC, SMC and SHG) were targeted to be oriented under the Project period. At the end of the project, 6831 community-based structures have been oriented through dedicated efforts of the Project team and the insightful planning of training through TOTs. Partner CSOs have played crucial role in the over achievement of training the community-based structures.

The dissemination of SPS information was targeted to be executed in 70 percent Project villages. The Project partnered with CSOs and used their channel to reach the communities. Several communication channels have been used by the Project such as SHGs, AGGs, and community leaders to reach the most marginalised people. At the end of the Project, SPS information was disseminated in 100 percent villages. Also the database of vulnerable families has been prepared in 1329 targeted villages.
As per the Project target, 57 percent vulnerable families in Dungarpur and 51.7 percent vulnerable families in Udaipur were planned to be linked with at least one SPS. At the end of 2013, the Project has performed extremely well by enabling 96 percent vulnerable families in Dungarpur and 98 percent vulnerable families in Udaipur to access the SPS benefits. The relaxation in the eligibility and provisions under the scheme (as a result of advocacy by UNICEF and partners) led to more than planned vulnerable families availing SPSs.

**Efficiency**

The government increased 50 percent of the budget allocated to SPSs in 2013 through persistent advocacy done under the Project. The Project facilitated information dissemination through campaign and display of IEC material, which assisted the families in getting the actual benefits. The budget for all these exercises was solely borne by the Project.

**Sustainability**

Information about existing schemes has already been disseminated adequately within the community. Now people know about the social security policy of the government and ask the Sarpanch if they can be registered with any scheme.

The recommendations adopted by the government regarding SPSs have been sustained in the system. Also, the best practice of reviewing the existing schemes by the government is being sustained.

A system of monitoring and linking the vulnerable families have been sustained in Udaipur where protocols developed in 2012 for mapping vulnerable families for SPSs were implemented in three blocks in collaboration with the Zila Parishad58.

**Conclusion**

**Sub-outcome 4.1: SPSs mapped, reviewed and recommended for revisions to explicitly target vulnerable families (OOSC and children without parental care) including those having children engaged in child labour and migrants**

- At the state level, more than 200 child-sensitive SPSs of various departments were mapped with reference to the protection of children and for identification of gaps and analysis. At the district level GSS identified 15 relevant schemes in Udaipur and PEDO identified 21 schemes in Dungarpur as per the local need of vulnerable families.
- Palanhar Yojana has been reviewed in light of specific needs of children. More categories of children have been added after several review processes. The scheme was initially launched only for orphan children below 15 years and the families were paid rupees 675 per month for care taking. After review of the scheme the care taking costs have been increased to rupees 1000 per month and several other categories of children have been added. Children benefitting under the scheme are compulsory to be enrolled in anganwadi at the age of two years and in school at the age of six years. Palanhar Scheme has been replicated in Bihar as ‘Parvarish Yojana’ in the year 2012 after its success in Rajasthan. Several other schemes viz. widow pension, disability pension and old age pension have also been reviewed under the Project intervention. As a result the Government adopted 80 percent of recommendations and issued guidelines for effective implementation of the same.

**Sub-outcome 4.2: Increased awareness among families on SPSs**

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58 Zila Parishad – District level Local Self Government head office.
For awareness generation, information on the identified 15 schemes was disseminated within the community and a poster was developed by GSS to showcase it. CSOs and panchayats have worked together for dissemination of information pertaining to SPS. Huge posters with details of schemes were displayed with details of 15 SPSs identified for the area at the panchayat office and at different places in the village so that people could get to know about them. Information about SPSs was also disseminated by the PLPC members and in gram-sabha meetings to the community people. With the help of ward panch information on SPS was spread to their areas. Every month in panchayat meetings the leaders of panchayat talked about the SPSs, thus in a year 12 meetings included SPS in their agenda.

- Survey of vulnerable families has been done and formats of relevant schemes provided to them.
- Vikas mela has been organised at the block level to disseminate SPS information. Under ‘Nanhe hath kalam ke sath’ campaign, volunteers of kala-jattha disseminated all the information extensively and linked the families with relevant schemes.

**Sub-outcome 4.3: Systems set up to monitor and link vulnerable families to SPSs**
- Information has been disseminated and vulnerable families linked with SPSs through activities such as ‘Nanhe hath kalam ke sath’ and ‘Prashashan gaon ki oor’. System has been set up for monitoring and linking the vulnerable families with SPSs by preparing a database of such families through door to door survey and village mapping done by CSOs.

**Lessons Learned**

**Sub-outcome 4.1: SPSs mapped, reviewed and recommended for revisions to explicitly target vulnerable families (OOSC and children without parental care) including those having children engaged in child labour and migrants**
- The Project had to face shortage of sufficient resources in terms of time and human resources to overcome challenges related to data collection for developing the village-level database and linking vulnerable families to SPSs. This challenge was addressed with coordinated efforts of partner NGOs, CBOs and village volunteers.

**Sub-outcome 4.2: Increased awareness among families on SPSs**
- Identification of vulnerable families, approaching them and selection of a suitable scheme for them was a difficult task. The Project prepared a kit on SPS in which all the formats and other necessary things were kept in a bag that volunteers carried during their visit to vulnerable families. This proved very helpful in providing forms to the families for filling.
- Often villagers were not aware of how to fill the forms and where to submit them, so it was very difficult for panchayat members or SHG or PLCPC to help a large number of community members at a time.
- Villagers did not come to every meeting hence volunteers visited their homes to provide information on SPS.
- People felt afraid to share their personal information, and some time they provided wrong information. The information had to be authenticated by community leaders.

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59 1-Palanhar Scheme 2- Shishu Grih Yojana 3- Nirashrit Balak/balika Grih Yojana 4-KGBV 5-Aapki Beti Yojana 6- Scholarship to Tribal Children (for promoting higher education) 7-Travel Voucher for Rural Girls 8-Chief Minister Old Age Pension Scheme 9- National Old Age Pension Scheme 10-Chief Minister Single Women Pension Scheme 11-Nation Widow Pension Scheme 12-State Specially (Challenged) People Pension Scheme 13-Chief Minister Hunar Vikas Scheme 14-Sahyog Scheme 15-Dr. Savita Ambedker Inter-cast Marriage Scheme
Sub-outcome 4.3: Systems set up to monitor and link vulnerable families to social protection schemes

- Updating the SPS list was most complicated. Door to door survey was done by partner NGOs to understand the condition of vulnerable families and their needs which proved helpful in preparing the SPS list.
- The community did not know about SPSs hence the NGOs were not able to mobilise them when required for filling forms and getting relevant documents for SPS, hence the sachiv and ward panch worked in close coordination to enable access of SPS benefits to the community members.
- Sometimes community members faced difficulty in filling their details in the forms or did not know where and how to submit the forms. Assistance from NGO staff at every level helped in overcoming such challenges.
- Earlier families were getting benefits directly but now having a bank account has been made mandatory which has created difficulty for community members who find the documentation process for opening an account very cumbersome. CSOs helped to overcome this challenge by facilitating the account opening procedure.
Chapter 4: Recommendations

Recommendations have been made by various respondents who have implemented and experienced the Project. Certain recommendations have been made based on the lessons arising in course of the Project implementation. These recommendations will serve to optimise the model design of CP interventions in the future and can also be reviewed in the context of scaling up and replication of the Project.

Project Component 1: Creating and strengthening CP structures to adequately protect children against exploitation and abuse

Sub-outcome 1.1: CP structures under Labour and ICPS/JJ in place, functioning at State, District and Panchayat levels

- **Replicating SOP for recruitment** - The SOP developed for recruitment of members of CP structures proved effective in recruiting the members with relevant educational qualifications, substantial years of experience and practical knowledge for the position. This has been very effective to eliminate the system of political appointments in CWCs and JJBs in Rajasthan. SOPs outlining recruitment procedures may be developed for other departments.

- **Creating resource group on child rights** - CP as a newly emerged discipline, there was lack of CP experts in the State at Project inception. UNICEF in association with Save the Children trained a group of 22 development professionals on child rights issues to address the gap. UNICEF also developed a compendium of FAQs of CP, which is really helpful for learning A-Z on CP. The practice of training group of professionals can be used in other states as it has been very successful in Rajasthan.

- **Recurrent government notifications** - The government must issue orders/circulars in line with the notifications issued in Project intervention years pertaining to establishment and functioning of CP structures to ensure its functionality. It can be quarterly issued regarding any relevant change.

- **Improved data and information system** - There is an urgent need to improve data and information system especially in the area of CP for effective planning and response.

- **Involvement of PRI** - Involvement of the panchayat is a must for effectiveness and sustainability of the Project impact at grass-root level.

Sub-outcome 1.2: Monitoring systems to track and target children at risk established and maintained

- **Government data on 0-18 year’s population** - There is no data available which speaks about 0-18 year’s population. The partner NGOs of UNICEF have prepared this data for the intervention villages through door to door survey and collation of various village level data available with AWW, ASHA, ANM, schools and panchayat. There must be a column added in census for 0-18 year’s population as it would inform the creation of relevant child policies.

- **Replicating village databases** - Village level databases established under the Project should be replicated to remaining districts of Rajasthan with linkages between state, district, block and village levels. Data should be shared and utilised by NGOs, CBOs and PRIs to monitor child rights violations and promote school attendance.
Sub-outcome 1.3: Civil society alliance established and actively partnering government efforts for reducing child labour

- **Active government-CSO alliance** - Strong and active Government-CSO alliance at state, district and community level has proved very effective for making an enabling environment for ensuring child rights through extensive campaign and outreach. Government considers this model while making social welfare policies and their effective implementation. Policies must be formed in light of local perspectives to ensure effectiveness, which cannot be possible without participation of CSOs.

Sub-outcome 1.4: State and District action plans against child labour developed

- **Inclusion of SPSs in action plans** - The district action plans on child labour must include an in-built component of SPSs, which has a provision to immediately link the family with the relevant scheme when a child has been rescued.

Project Component 2: Improving the quality of education to increase enrolment and retention

Sub-outcome 2.1: All elementary schools in the Project areas providing quality, child-friendly education

- **Strengthening collaboration** - For creating a protective and learning environment for children, it is necessary to bring in collaboration between the community structures developed by line departments of Social Justice, Education and Panchayati Raj. This remains an issue as the committees do not function in collaboration. There must be some provision by UNICEF after the Project to bring this collaboration in practice.
- **Institutional mechanism for capacity building** - There is no institutional mechanism for capacity building of SMCs and CPCs, hence the external support is constantly required. This is one of the major areas for creating evidence and advocacy for the Government. Institutional mechanism for capacity building of SMCs and CPCs is required.
- **Participatory planning** - There is lack of comprehensive planning at the state and district level to address the specific bottlenecks to achieve quality education in tribal areas. Participatory method of planning is required for in-depth understanding of problems of the specific areas.
- **Exposure visits for building capacities** - Exposure visits proved as the best form of capacity development of CP structures (child-friendly police station and CFS). This is an area for further implementation.
- **Need based school timings** - School timings are being decided at state level, which is not very successful method to promote child-friendly environment as local situation varies from one district to another. The timings must be decided at block level based on SMC recommendation letter.
- **Replicating CFS indicators** - CFS components proved very effective and efficient in ensuring quality education and retention of children through developing a sense of partnership in the school activities among children. There should be sustained efforts to strengthen the CFS with provisions for cross learning among schools.

Sub-outcome 2.2: STP for child labourers and other OOSC upto 14 years in place for mainstreaming children into formal education

- **Capacity building of teachers on STP** - Capacities of teaching personnel also has to be built up more effectively as teachers find it difficult to teach using STP.
• **Community sensitisation on STP** - There must be some provision for sensitisation of community members in *gram sabhas* to link OOSC children with the STP and motivate them to attend the course. UNICEF can advocate with the GoR for engaging CSOs of their respective areas to implement this activity. The CSO partners of UNICEF can play a crucial role in its facilitation.

• **STP residential camps** - Special trainings must be organised in residential camps to ensure full participation and 24*7 learning environment to cover the learning gaps of many years.

**Sub-outcome 2.3: SMCs and PRIs monitor and support attendance and infrastructure improvement of schools**

• **Pictorial based check list for SMC** – All SMC members are not literate hence a pictorial-based colour-coded checklist is in process of development with UNICEF to inform them about the CFS component and how they can monitor their implementation. This must be institutionalised at the earliest.

• **Trainings must be held in small groups** - Trainings of SMC members have been done in large groups, which created chaos and difficulty in understanding for the participants. It has been suggested by various stakeholders that these trainings must be done in a group of less than 40 people.

• **Stipend must be provided at par with the daily wages** - The token money of rupees 40, provided for attending the training, is less for SMC members who work as daily wage labourers. It does not look feasible for them to sacrifice their one day wage for any training.

• **Honorarium for attending SMC meetings** - There is no provision of honorarium for attending SMC meetings. It must be re-considered and honorarium provided to compensate daily wage.

• **Empanelment of individual and institutional donors** - Sometimes the budget is not enough for implementing a school activity; hence SMCs have identified well-wishers for their school called “Bhamashah”. Likewise the government should empanel donors at state, district, block and village level to bridge the gaps and paucity of resources.

**Sub-outcome 2.4: Models of SRP established for 3-5 years children**

• **Training for AWWs** – SRP which is an important component for overall child development must be ensured by repetitive capacity building of AWWs. The convergence between departments of education and WCD is necessary at all levels to achieve this. The ToT model of training (with ICDS supervisors training the AWWs) should be institutionalised since it strengthens the ability of the supervisor to monitor the ECE service delivery by AWWs.

• **Sensitisation component must be included in trainings** - A sensitisation component must be included in each training which covers the socio-economic and development impact of the training in the community. It will enable master trainers to understand the broader aspects and end results of trainings, which will ensure further trainings will be delivered in an effective way.

**Project Component 3: Raising awareness and empowering families and communities so that they take collective action against child labour**

**Sub-outcome 3.2: Adolescents, especially girls and women networked and empowered to monitor and tackle child rights violations and protect children’s rights, especially the right to education and protection**

• **Handholding for AGGs and women’s group** - AGGs and women groups have proved crucial to awareness building in the communities. These groups must be engaged further while
implementing a community-based programme and should be provided the required support.

- **Continued support by NGOs** - CBOs such as VCPCs, AGGs, and village volunteers should continue to be supported by NGOs and the Government, as these CBOs are relatively nascent structures in addressing issues of CP including child labour, OOSC and child marriage. This will also ensure that the momentum gained under the Project in collectively addressing such issues is maintained and further consolidated beyond the Project period.

**Sub-outcome 3.3: Community leaders, including PRIs take active role in monitoring child rights issues and take action for preventing child labour**

- **Strengthening effectiveness of CBOs and PRIs** - CBOs and PRIs are effective bodies for addressing issues related to child labour/OOSC and should continue to engage with the community to promote education and address cases of child labour and child marriage.

- **Engaging with community leaders** - Community leaders, at times also carry wrong notions about child labour and child marriage. Since they influence the community, it is important to educate them through IPC and also through official system. The roles and responsibilities of the Sarpanch can be expanded to include advocacy and monitoring against child abuse including child labour and child marriage. This will ensure that CP in a village does not depend on or be hindered by the individual views of community leaders.

**Project Component 4: Enhanced Access to SPSs for Vulnerable Families**

**Sub-outcome 4.1: SPSs mapped, reviewed and recommended for revisions to explicitly target vulnerable families (OOSC and children without parental care) including those having children engaged in child labour and migrants**

- **Area specific mapping of SPS** - The government should prepare area specific compendium of SPSs and keep them at the panchayat office in coordination with local NGOs so that people could have better access to schemes. GP should take the lead for dissemination of the information in a planned manner.

- **Assistance in filling forms** - Retired person and educated unemployed youth may be engaged on an honorarium by Government at each panchayat for assisting vulnerable families in filling forms and help in getting relevant documents in place.

**Sub-outcome 4.3: Systems set up to monitor and link vulnerable families to SPSs**

- **Updating database** - Every year, the database of vulnerable families and children should be updated after conducting a survey across GPs.