

Brief Report

Designing a Comprehensive Benefit Package bundling all Government Schemes relevant for Child Labour Families – MAP'16 India Project

1. In 2015, 193 member countries adopted the Agenda 2030 and the UN Sustainable Development Goals (SDGs), which include a specific target to address child labour and forced labour. SDG target calls for immediate and effective measures to eradicate child labour in all its forms by 2025. The target requires sound, evidence-based policy choices at all levels of government, in addition to consolidation of support and action by stakeholders committed to these objectives.
2. Government of India-ILO collaboration on the issue of child labour ranges from advocacy and research to testing strategies and models of intervention. The ILO is committed to continuing its partnership with GOI and the State Governments along with other stakeholders for support to implementation of amended child labour legislation and application of Labour Standards and Conventions ratified by India and measures that aim at maximizing protection for all children under the law.
3. **Measurement, Awareness Raising, and Policy Engagement (MAP'16) Project** is a development cooperation project managed by the International Labour Organization (ILO) and funded by the United States Department of Labour. It aims to accelerate action against Child Labour and Forced Labour by building critical knowledge needed to inform the policy choices in key countries, regions and sectors. In support of this effort, the project develops and articulates outcomes based on: i) knowledge, ii) advocacy iii) capacity-building and iv) global action. MAP'16 Project extended to operate in India in the year 2018. The project is being implemented in the states of Chhattisgarh, Bihar and Uttar Pradesh.
4. GOI initiated National Child Labour Project (NCLP) Scheme in 1988. Number of districts covered under NCLP scheme in three MAP'16 states is as follows:

National Child Labour Project Districts			
Sl. No	State*	No. of NCLP districts	Name of districts covered in each State (NCLP)
1	Bihar	23	Begusarai, Samastipur, Nalanda, Patna, Khagaria, Jamui , Pashchim Champaran, Gaya, Saharsa, Banka, Saran, Madhepura, Nawada , Bhagalpur, Purnia, Sitamarhi, Darbhanga, Madhubani, Supaul, Muzaffarpur, Araria, Purbi Champaran, Kishanganj
2	Chhattisgarh	8	Durg, Bilaspur , Rajnandgaon, Raigarh, Raipur , Korba, Surguja, Dantewada (Balodabazar - MAP' 16 focus district but non NCLP)
3	Uttar Pradesh	52	Meerut, Shahjahanpur, Agra, Jhansi, Lalitpur, Kaushambi, Azamgarh, Bulandshahr, Varanasi, Saharanpur, Sultanpur, Moradabad , Mathura, Rampur, Maharajganj, Ballia, Bareilly, Sitapur, Ghaziabad, Kheri, Firozabad, Sambhal, Hapur, Gautam Buddha Nagar, Sant Kabeer Nagar, Aligarh, Rae Bareli, Balrampur, Banda, Basti, Etawah, Faizabad, Unnao, Shravasti, Gonda, Gorakhpur, Kannauj, Mau, Ghazipur, Hardoi, Kushi Nagar, Pratapgarh, Etah, Sonbhadra, Jaunpur, Barabanki, Mainpuri, Mirzapur, Bhadohi, Bahraich, Bijnor, Budaun (Allahabad and Kanpur - MAP' 16 focus district non-NCLP)

**MAP 16 project States in India and districts in bold*

5. **Schematic interventions by the Central Government:** In 2016, Government of India rationalised Centrally Sponsored Schemes (usually implemented with fund sharing ratio between Centre and State) out of 28 Umbrella schemes six schemes were categorised as “Core of the Core Schemes” which are designed to sub serve the vulnerable sections of India’s population. Central Sector Schemes on the other hand are those implemented by a central agency and 100% funded by the Central Government. NCLP is a Central Sector Scheme.
6. **Benefit Package for Child Labour Families:** Mapping of Schemes to “Needs” based on the report “Designing a Comprehensive Benefit Package bundling all Government Schemes relevant for Child

Labour and their families for the states of Bihar, Chhattisgarh and Uttar Pradesh - study commissioned under MAP'16 project. The study conducted by a national agency along with state level agencies in the three MAP'16 project states.

The premise that elimination of child labour requires a family centric focus and should be the basis of convergence of various welfare schemes of the Government was tested with a combination of two methodological tools designing the benefit package. These are (A) Needs Assessment and (B) Schemes Analysis.

A. Needs Assessment Survey (NAS) was undertaken among a cohort of Child labour Families (CLF) and Child labour (CL) in Uttar Pradesh (three districts namely Kanpur, Allahabad and Moradabad) Chhattisgarh (three districts namely Raipur, Bilaspur and Balodabazar) and Bihar (two districts namely Jamui and Nawada) to understand the needs and resource deficits of Child labour and their families.

Perceived needs of child: Broadly categorized into *Basic Needs*: related to needs for food & nutrition and basic educational services, *Learning and Development Needs*: related to need for holistic educational development, *Skill Development Needs*: related to acquiring practical skills in specific areas of work, Safety and Protection Needs and *Educational Infrastructure Needs*.

Needs of Family: Commonly perceived needs categorized into *Basic Needs*: food, clean water, health, housing, electricity and sanitation, *Livelihood, employment and skill, Need for Social Protection*: Need for addressing poverty and vulnerability.

Summary of the findings on Need Assessment:

- i. *Forms of Child labour:*
 - Uttar Pradesh: Child labour in urban areas of the three districts surveyed concentrate on home based work include bidi making, iron clamp making, chain and button fixing, stitching, envelopes, kite and box making, packaging and paper plates making. Wage work outside the home includes rag picking, helper in tea stalls, *dhabas* and petty shops.
 - Chhattisgarh: In urban areas of the three districts, Child labour engaged as domestic workers, garage, construction labour, loading-unloading, in shops and tea stalls and as vendors. Female child labour was primarily working as domestic workers
 - Bihar: In rural areas of the two districts, Child labour engaged in brick kiln, agricultural labour, garage, construction labour, loading-unloading, in shops and tea stalls and as vendors. Female child labour engaged in Bidi making ur.
- ii. *Increasing informality*: Children engaged in home-based work are difficult to identify and earn low or no wages. More girl children than boys are in home-based work. Outside the home work is predominantly informal – no employment contract and remuneration given in cash.
- iii. *Demand for child labour*: Children are paid much lower than minimum wages or what would have been paid to an adult worker
- iv. *Low Demand for Education*: Most of the children enrolled in schools but did not attend classes regularly or had dropped out after reaching upper primary levels.
- v. *Lack of Alternative Pathways in Education*: 'Out of school' children cited a lack of interest in re-joining school.
- vi. *Child Centric Educational Schemes routed through schools*: Children enrolled in Govt. schools receive scheme benefits of free uniform, books and mid-day meals. Out of school children particularly in the 6-14 age bracket are largely outside the purview of scheme benefits. A few skill development schemes target adolescents in the age-group of 15-17 years.

- vii. *Self Esteem and Social Acceptance of Child Labour*: Children appear to relate their self-worth with their ability to contribute to family income.
- viii. *Implementation gaps*: Thrust on leveraging identification drive through Aadhar and opening of bank accounts for allowing direct benefit transfer to the poor have enabled access to mobile phones and bank accounts.
- ix. *Scope of Improvement in distribution of public services and scheme benefits*: Supply of food grains from fair price shops is irregular and there are leakages and diversions. CLFs often do not receive their due share of food grains allotted under the ration card.
- x. *Economic vulnerability among CLF categorized as 'Non-poor'*: Most of the child labour families (CLF) reported having APL ration card, which means that have been identified under the non-poor category and thus not eligible for different scheme benefits.
- xi. *Structural constraints*: Child labour families being resource poor in terms of income, financial capital, education, low wage and low productive informal employment are at the margins. Since children's earnings supplement family income, they are reluctant to pull away the children from work.
- xii. *Lack of awareness*: The CLFs were not reasonably aware of scheme benefits of employment opportunities, skill development initiatives and social protection benefits.

B. Scheme Analysis:

Child-centric schemes:

- ***Schemes mapped to Basic Educational Needs***: These schemes are routed through schools and address basic needs of children which include food & nutritional needs, need for school uniform, books etc. (*Mid-day meal schemes, Samagra Shiksha, etc.*)
- ***Schemes mapped to Learning and development Needs***: primarily include schemes that incentivize educational performance by awarding scholarships to bright students (*pre-matric and post-matric scholarship schemes, Bright Student Award, Meritorious Student Scheme etc.*)
- ***Schemes mapped to Skill Development Needs***: Mainly addresses vocational skill needs of adolescents (*Border Area Development Plan BADP, Special, State Skill development Fund SSDF, State level Skill development training programmes.*)
- ***Schemes mapped to Educational Infrastructure Needs***: schemes for strengthening school infrastructure and extending hostel facilities to students of disadvantaged social groups (Example: *Residential School Plan*)

Family Centric Schemes:

- ***Schemes mapped to Food Security needs***: Food security need is addressed through the PDS system of a state where salt, sugar, food grains, pulses and other essentials is provided at the subsidized rates (*National Food Security Act also has a special focus on the nutritional support to women and children) for poor families*)
- ***Schemes mapped to Needs for Basic Services***: primarily includes schemes for providing essential services like housing, electricity, cooking gas etc. (*Ujjwala - free gas connection for BPL families, Mukhyamantri Awas Yojna Grameen, Pradhan Mantri Awas Yojana-Grameen etc.*)
- ***Schemes addressing needs related to Skill Development, Livelihood and Employment***: Schemes for ensuring employment/livelihood, income earning opportunities for poverty alleviation (*MGNREGA, DAY-NRLM, DAY-NULM) and skill development schemes such as Multi*

Sectoral Development Programme (MSDP), Skill Development Technical Upgradation and Certification Scheme, PMKVY, DDUGKY

- **Schemes mapped for Social Protection:** Schemes related to the following areas are discussed under the ambit of social protection:
 - Social Assistance schemes for the disadvantaged
 - Social Health Protection
 - Social security coverage for the unorganized sector

Inter-departmental convergence and better scheme implementation necessary for the following departments:

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| 1. Labour | 7. Rural Development |
| 2. Education | 8. Panchayati Raj |
| 3. Women and Child Development | 9. Vocational Education and Skill Development |
| 4. Social Welfare | 10. Urban Development |
| 5. Backward and Minority Affairs | 11. Food and Civil Supplies |
| 6. Empowerment of persons with disability | 12. Health and Family Welfare |

Proposed five-point strategy for prioritizing inclusion of child labour families

Strategy 1: Relax scheme criteria to extend coverage to CLFs. Applicable in cases where CLFs are not presently eligible to receive scheme benefits. (Example: non-poor CLFs living at the margins/ or CLFs whose names have not been updated in the BPL list)

Strategy 2: In case of CSS, state Govt. to match benefit amount for CLFs where the financial assistance amount is very small. Mainly applicable to social assistance schemes such as Indira Gandhi Old age pension, Indira Gandhi Widow pension etc. For state schemes too, the benefit amount needs to be increased.

Strategy 3: Linkage of CLFs to existing livelihood and skill schemes. Giving an opportunity to at least one willing adult/ adolescent member of the CLFs to learn skills through skill development programmes such as DDUGKY, PMKVY or connected to livelihood generation programmes under NULM/ NRLM. NGO/ CBO/ SHGs to play an important role to establish this linkage.

(Condition: Strategy 1, 2 and 3 to be applicable and CLFs to receive scheme benefits according to revised terms only if, children stop working as CL and start attending school. Attendance percentage of children in schools not to be less than 75%. State labour department should be responsible for closely monitoring school attendance of CL and status of deliverance of scheme benefits to CLFs).

Strategy 4: Inter-departmental convergence is the key when social protection coverage need to be complemented by programmes for livelihood, income generation and skill development

Strategy 5: Strengthening implementation of schemes by monitoring at regular intervals.

7. **Need for Convergence:** There is need for better coordination among stakeholders and convergence among various schemes and programs implemented by the government to bring in the effect of a life-cycle approach to protect and educate children and empower their families. Often lack of proper institutional structure and human resource necessary to establish synergy in planning and implementation lead to underutilization of resources and ineffective outcome. Appropriate convergence strategies can bring holistic opportunities for the target beneficiaries by linking them to their entitlements, target resource pooling and enable monitoring. Strategic partnerships and alliances involving national and state governments, district administration, employers' organisations, workers organizations, federations and civil society organizations including child labour families is a primary tool for effective convergence initiatives.

Strategy for convergence is to facilitate the reach of various services/schemes of the Central and State Governments to the target group (child labour and child labour families).

Format for State/District level convergence for rolling out “Benefit Package”:

Identification of Programs/Target group	Ministry/Department responsible for the Scheme/Program	Level (state/district/block/ward/panchayat) at which scheme is implemented	Key frontline workers at – district/block/G P level	Convergence mode/linkages developed

As the district remain the main administrative unit of any State/UT for implementation of government schemes, it is essential to strengthen the district level intervention through District Level Convergence Forum (DLCF) with the following mandate:

- Organize convergence meetings at district level to ascertain scheme-wise deliverables & assess the gaps in scheme access and utilization
- Collaborate with nodal officials/agencies such as PMKVY, Financial Literacy Centres, Common Service Centres, NIELIT Centres/Accredited Centres, Adult Literacy Centres etc. for facilitating learning, skill development, financial and digital literacy of unserved population
- Coordinate with Block and Gram Panchayat to facilitate continuous integration of demand that arises through outreach services – elimination of child labour
- Facilitate training of field level functionaries of different Government programmes like Anganwadi workers, ASHAs, Krishi Mitras, Shiksha Mitras, Nyay Mitras, Protection Officers etc. to enable coordinated outreach
- Coordinate with district/block level nodal officers/focal points of various departments for enhancing access to schemes
- Bring issues affecting children in particular as agenda before Gram Panchayat for urgent action and follow-up

MAP’16 Project deliverables:

1. Identify relevant government schemes of various departments for social protection, primary and vocational education and livelihood opportunities for child labour families – Benefit Package that bundles government schemes relevant for child labour families designed
2. In consultation with the respective State Government, adopt the benefit package for the focus states/districts
3. Provide technical assistance for district level child labour survey and facilitate capacity building
4. Enhance knowledge base on child labour in the focussed states through training & orientation
5. Disseminate lessons learnt and best practises in eliminating child labour
