



INDO-USDOL Child Labour Project



InFocus Programme
on the **Elimination of**
Child Labour



International Labour Office
New Delhi



INDO USDOL Child Labour Project

Introduction

The problem of child labour is well recognized in India—the 1991 census estimates the number of working children as 11.2 million. The causes of child labour include poverty, lack of access to quality education, gender discrimination, large family size, etc. Children in India work in a number of occupations, many of them harmful to their physical, emotional, and moral well being.

The Government of India, state governments, various community-based organizations, including NGOs, international organizations such as the ILO, and others, have undertaken significant efforts to combat the problem. However, the problem remains large and complex.

Based on the National Child Labour Policy of 1987, the Ministry of Labour has been implementing the National Child Labour Projects (NCLPs) since 1988 for the rehabilitation of child labourers. These have been launched in areas with high concentrations of hazardous industries or occupations, and include establishing special schools to provide non-formal education and skill training. Thus far, 100 NCLPs have been launched across the country to rehabilitate children working in hazardous industries.

ILO's Joint Technical Cooperation Project

India was the first country (1992) to sign a Memorandum of Understanding (MOU) within the framework of ILO's International Programme on the Elimination of Child Labour (IPEC). The INDO-USDOL Child Labour Project is a technical cooperation project of the Government of India (GOI), Ministry of Labour and Department of Education and the United States Department of Labour (USDOL), within the framework of a "Joint Statement on Enhanced Indo-US Cooperation on Elimination of Child Labour" signed on 31st August 2000, by the two governments. The project is being executed by the ILO. The project has a budget of USD 40 million with equal contribution from the Governments of India and United States of America.

The following sectors were identified as priority areas for action under the project.

- Hand-rolled *bidi* cigarettes
- Brassware
- Hand-made bricks
- Fireworks
- Footwear (leather, rubber, plastic)
- Hand-blown glass bangles
- Hand-made locks
- Hand-dipped matches
- Hand-broken quarried stones
- Hand-spun hand-loomed silk thread, yarn and fabric



Proposed districts for the project

Madhya Pradesh		Maharashtra		Tamil Nadu		Uttar Pradesh	
Districts	Sectors	Districts	Sectors	Districts	Sectors	Districts	Sectors
1) Damoh	<i>Bidi</i> , Brick Stone Quarrying Footwear	1) Amaravati	Brick Stone Non-Leather Footwear	1) Kanchipuram	Silk <i>Bidi</i> Brick	1) Moradabad	Bricks Brassware <i>Bidi</i>
2) Sagar	<i>Bidi</i> , Brick Stone Quarrying Footwear	2) Buldhana	Brick Stone <i>Bidi</i>	2) Thiruvannamalai	Match <i>Bidi</i>	2) Allahabad	<i>Bidi</i>
3) Jabalpur	<i>Bidi</i> , Brick Stone Quarrying Footwear	3) Aurangabad	Brick Stone	3) Nammakkal	Stone Silk	3) Kanpur Nagar	Footwear Bricks
4) Satna	<i>Bidi</i> , Brick Stone Quarrying Footwear	4) Gondia	<i>Bidi</i>	4) Karur	Silk Stone Quarrying	4) Aligarh	Locks Bricks
5) Raisen	<i>Bidi</i> , Brick Stone Quarrying Footwear	5) Akola	Stone quarrying	5) Virudhanagar	Match Fireworks	5) Ferozabad	Glass Bangles

Target areas

The project will be implemented in five districts each in the states of Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh.

These states have some of the highest rates of child labour, as well as a high proportion of children working in hazardous sectors. The following districts are proposed, based on the criteria of high visibility of working children in the ten identified sectors.

Beneficiaries

80,000 children are targeted under this project. There are four groups of direct beneficiaries in each district:

- 1000 younger children (5-8 years), who will be directly enrolled in regular schools and support services;
- 2000 older children (9-13 years), who will be provided with transitional education and support services;
- 1000 adolescents (14-17 years), who will be provided with vocational training; and
- 500 parents of working children, who will be organized into self-help groups and later provided with skills for additional income generation.

Partners

Partners in the programme will include relevant government ministries and departments at the national, state and local levels, employers' and workers' organizations, non-governmental organizations and civil society bodies.

Strategies and components

ILO-IPEC's experience in India shows that integrated and comprehensive projects, which simultaneously address several key



aspects of the child labour problem such as educational and training opportunities, reliable and decent incomes for adults and adolescents in the family and awareness creation, have the best chances of success.

In order to systematically withdraw, rehabilitate, prevent and progressively eliminate child labour in hazardous sectors, the overall approach of the project is to create an enabling environment where children will be motivated to enrol in schools, induced to refrain from working, and households will be provided with alternatives so that they refrain from sending their children to work.

In the target districts, the project will mobilize and strengthen the capacity of agencies in the private and public sphere against child labour, enabling them to provide a multi-sectoral package of services. These services include:

- identifying children working in hazardous occupations;
- withdrawing children and young persons from these hazardous situations;
- placing the withdrawn children in meaningful and quality education or vocational education/training;
- providing viable income generating opportunities to the families of child workers;
- strengthening public education infrastructure in the target areas; and
- creating a positive environment for prevention of hazardous child labour through public awareness-raising and through involvement of the community in monitoring hazardous child labour.

Component 1: Identification of children at risk

This component will involve creating a database on child workers in the selected sectors for each target district by:

- conducting surveys in the designated districts and targeted sectors to identify working children;
- developing profiles, by sector, of child workers, their families, their workplace and working conditions;
- developing a compendium of government and other agencies' programmes in the target areas; and
- establishing detailed and quantifiable indicators of achievement.

The survey agency selected by the state government will conduct the survey.

Component 2: Withdrawal and provision of transitional education

Children in the age group of 9-13 years will be withdrawn from hazardous work in the target districts and enrolled in transitional schools and services. Transitional education in special schools will be a bridge to formal schools or vocational training. This component will involve:

- identification of suitable agencies to run the transitional schools in consultation with the community;
- training instructors/teachers through governmental or NGO institutions;
- development/adaptation of appropriate teaching material;
- enrolment of identified children in transitional schools;



- provision of teaching material, textbooks, notebooks, stationery and play material, as well as provision of cooked mid-day meals, to enrolled children;
- provision of appropriate health care to enrolled children;
- mainstreaming of children into formal schools within a period of 12 to 18 months;
- follow-up of children mainstreamed into formal school; and
- equip the transitional schools with play and reading material for use by children after school hours.

Component 3: Vocational training for adolescents

Older children (14-17 years) from the child labour families will be provided vocational training in locally employable and marketable skills. This will involve:

- assessment of labour market to identify entry level skills for boys and girls to make them employable or self-employed;
- establishment of vocational training centres by local trade/ industry associations, employers' and workers' organizations and NGOs;
- development or adaptation of existing material and resources for skill training in each locality;
- provision of life skill, language and numeracy education;
- provision of trained vocational training instructors;
- provision of training through attachment system and production-cum-training centres wherever appropriate and feasible;

- enrolment of identified adolescents for the vocational training courses;
- provision of monthly stipend to the enrolled adolescents;
- trade certification to students on completion of the course; and
- linking the centres to job placement services or to job opportunities.

Component 4: Income generating alternatives for families

Adult members of families of the target children will be provided opportunities to increase income and the possibility of self-employment. This will involve:

- formation of self-help groups (SHGs) of 15 mothers each;
- saving of Rs. 30 – 50/- per month by each mother;
- matching grant to be given after six months;
- loan facility after a period of six months;
- training on various income-generation activities, micro-enterprise development, micro-credit, skill development, etc., for the mothers/parents;
- assistance to mothers to take up economically viable activities linked to the school, such as running TECs, mid-day meals, etc.;
- market linkages; and
- mentor services.

The NCLP society will oversee the programme. National/ state level agencies specializing in income generating activities and micro-enterprise development will be identified to act as technical resource agencies to the NCLPs.



Component 5: Strengthening public education of child workers

The project recognizes the need to strengthen the public education system, with a special focus on children at risk. It seeks to work through existing government programmes, foremost amongst them being the Sarva Shiksha Abhiyan (SSA). This will require the project to:

- ➔ invest in improvements in infrastructure, the quality of education, development of community monitoring systems to complement and feed into existing systems, and provide access to education to all children in the target areas;
- ➔ support activities, including community mobilization, to ensure enrolment, attendance and retention by extending incentives such as free textbooks and notebooks to all children studying in the target areas;
- ➔ support and improve educational institutional reforms, including the development and effective implementation of District Elementary Educational Plans; and
- ➔ strengthen both non-formal (transitional) and formal education through joint workshops and training activities.

SSA societies will oversee the activities under this component.

Component 6: Monitoring and tracking

An independent and credible monitoring system is to be put in place to follow the progress of child workers and their families who are participating in the project. The monitoring system will see that the following objectives are achieved:

- ➔ Child workers are phased out from hazardous work and provided with education, vocational training, etc.

- Families of child labourers are benefiting from the activities envisaged.
- There is adequate follow-up and support after children are going to school.
- Measurable progress is being made towards the prevention and elimination of child labour in the identified sectors in the target areas.

The monitoring will be done by recognized institutions, with the agreement and involvement of the community. The monitoring system will be designed by technical specialists from the ILO and the Government of India. The selected institutions will gather information from the children, community, and NCLP, SSA and participating implementing agencies.

Component 7: Social mobilization

Alongside the project activities, a continuous awareness raising campaign is essential to keep children away from work and prevent child labour in future. This will involve:

- advocacy and awareness campaigns to make parents, children, employers, social partners, and communities aware of the importance of education, negative consequences of child labour, as well as the legal provisions related to this, particularly the 1986 Act;
- identification of target groups at various levels, and preparation of advocacy materials in various media formats, organizing forums for discussion, and networking; and



- mobilizing employers' and workers' organizations, civil society organizations, families and communities to undertake joint and separate action against child labour.

NCLP society will oversee the activities under this component. Advocacy material will be prepared by a communications agency.

Component 8: Capacity building of national, state, district and local institutions

At the state level, activities such as sensitization and training programmes/workshops will be undertaken to encourage coordination and convergence of all services operating for the elimination of child labour. This will involve:

- periodic training, supported by handbooks, guidelines, and other materials, to improve the capacity of labour inspectors to identify and monitor hazardous child labour;
- training to district and state Education Department officials about efficient methods for drawing up District Education Plans, fund utilization, manpower management, etc.;
- training to education officers to adopt participatory monitoring methods to ensure retention of children in conjunction with other stakeholders (e.g. community, village education committee, local self-government bodies);
- orientation to NCLP project directors and project staff, as well as the project staff under SSA about the details of the project and in particular about its objectives, outputs, activities and project management;
- training and sensitization programmes for government agencies, including the officers from rural development, women's

development and child welfare, social welfare, police, etc., on child labour; and

- training and sensitization programmes for employers' and workers' organizations, NGOs and other civil society bodies.

Component 9: Raising interest towards action on hazardous child labour

Consequent upon a mid-term review of the project, the experiences of the project would be documented. This will involve:

- workshops in each of the four targeted states to document model;
- workshops in six additional states to raise interest; and
- follow-up on any interest raised.

Component 10: Knowledge management

A national-level institute identified by the National Steering Committee and the GOI, in consultation with the ILO, will assist the NSC in an ongoing review of the project. It will be used as a data bank to store all data pertaining to the project and provide appropriate technical support as defined by the NSC.

Project structure

The project structure is organized at three levels—national, state and district levels. The project management team at the national level is located at the ILO Area Office, New Delhi, which provides institutional support and basic infrastructure to the central project team. There is close interface with the Ministry of Labour and Department of Education, Ministry of Human Resource



Development, in the Central Government, as well as with the US Department of Labour. The project is supervised by the National Steering Committee, which is chaired by the Secretary, MOL, and has representatives from government agencies, NGOs, employers' and workers' organizations.

State Project Steering Committees (SPSCs) have been set up in the four project states to coordinate the project at the state level. A state-level resource cell (SRC) will be established to assist the SPSC in its functioning. The Sarva Shiksha Abhiyan (SSA) society will be responsible for the implementation of the education component of the project in the states.

The National Child Labour Project (NCLP) society, headed by the collector, will be responsible for project implementation at the district level. The NCLP society will be assisted by the District Project Team. The SSA's District Project Implementation Unit will be responsible for implementing the public education component.

Sustainability

The implementation of the project through NCLP societies, SSA societies, civil society, employers' and workers' organizations, which are committed to the cause, will be a primary factor in ensuring that the results of the project are sustained. The programme components are chosen to work at the roots that are generating child labour. By engaging the grassroots in a system of monitoring the child at work and at school, the project will begin to build the most durable protection against child labour known today—a consensus of the community to stop its children from being exploited and endangered at work.

Conclusion

The INDO-USDOL Child Labour Project is an attempt to develop sustainable models for a future without child labour. It aims to provide each child with her/his inalienable right to education and childhood. It seeks to enlist the support of all members of the society to convert the dream of child labour free society into a reality.



National Child Labour Project

The National Child Labour Project (NCLP) scheme was launched in areas with high concentration of hazardous industries or occupations. In the NCLP areas, an integration of various developmental programmes has been attempted. The interventions under the project include:

- Stepping-up enforcement of child labour laws
- Non-formal education
- Income and employment generation
- Raising public awareness
- Survey and evaluation

The target group comprises children working in hazardous occupations who have not completed 14 years of age. These children are withdrawn from hazardous occupations, and rehabilitated through education in special schools, where they are provided non-formal education, vocational training, stipend, nutrition, etc.

The project aims at entrusting the running of special schools to good, reliable and reputed NGOs, Panchayati Raj institutions (PRIs) or trade unions. In case of non-availability of good NGOs or implementing agencies, the special schools could be run by the project societies. The project society is headed by the collector of the district, with members from concerned government departments, PRIs, NGOs, trade unions, etc.

Sarva Shiksha Abhiyan

Sarva Shiksha Abhiyan is a flagship programme of the Ministry of Education, Government of India, to achieve the goal of universal elementary education through a time-bound integrated approach in partnership with the states. It aims at providing useful and quality elementary education to all children in the 6-14 years age group by 2010. SSA has been launched with the following objectives:

- All children in school, education guarantee centre, alternative school or back-to-school camp by 2003.
- All children complete five years of primary schooling by 2007.
- All children complete eight years of schooling by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.

The mandate of SSA includes qualitative improvement of elementary education; improvement of mainstream education by institutional development; infusion of new approaches and adoption of cost-effective and efficient methods; community ownership and community-based monitoring; development of relevant and useful curriculum; attention to teacher development; and special focus on educational participation of girls, religious and linguistic groups, and socially and economically disadvantaged groups.

The components of SSA include appointment of teachers, teacher training, qualitative improvement of elementary education, provision of teaching-learning materials, establishment of block and cluster resource centres for academic support, construction of classrooms and school buildings, etc.



Project states

Madhya Pradesh

In terms of area, Madhya Pradesh is one of the biggest states in India. The state has a low literacy rate and reflects an imbalance between rural and urban literacy rates. The former stands at 35.87 per cent whereas the latter stands at 70.81 per cent. Recognizing this, the state has introduced several innovative education programmes, including the Education Guarantee Scheme. It has also introduced innovative programmes for poverty alleviation, which have bearings on the prevalence of child labour.

The total number of child workers in Madhya Pradesh according to the 1991 census is around 1.3 million. The available trends indicate that wherever there are work opportunities that lead to higher work participation rate, the incidence of child labour is also higher. Significantly, the districts having the maximum concentration of child labour also have lower enrolment rates in primary school and higher dropout rates.

Maharashtra

In terms of area, Maharashtra is the third largest state in India, having 30 districts. Economically, it is amongst the relatively more developed states in the country, having the highest per capita income. The literacy rate, as well as the primary and secondary school enrolment, is higher than the national average.

It has been seen in the state that increased employment opportunities lead to increased utilization of child labour. Child labour also increases with total work participation rate, with infant mortality, and with percentage of scheduled caste population. However, child labour decreases as per capita income rises, and as both total and female literacy increase. As in the case of Madhya Pradesh, child labour prevalence is clearly higher in the relatively 'economically active' districts.

Tamil Nadu

Tamil Nadu is the third most urbanized state in India. The per capita income of the state is one of the highest in the country. The school enrolment rate is also one of the highest in India. Despite a good performance in human development indicators, incidence of child labour comes closer to the national average. In fact, the work participation rate of girls is higher than the national average. One of the main causes seems to be poverty, which is higher among the scheduled castes. There is a strong interrelationship between the incidence of child labour and the proportion of scheduled caste and tribes.

Uttar Pradesh

Uttar Pradesh is the most populous state in India. It has the highest number of poor in the country and the rate of growth in per capita income in the state has been negative over several years in the last decade. The available trends with regards to total work participation rate and child labour in the districts of Uttar Pradesh are similar to those in Madhya Pradesh and Maharashtra, i.e., the demand for increased labour in a district translates into increased employment of children in the labour force.



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