CHAPTER-5

EXECUTIVE POLICIES FRAMED BY CENTRAL GOVERNMENT AND GOVERNMENT OF KARNATAKA FOR ERADICATION OF CHILD LABOUR
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5.1 Central Government Policies:

The Government of India as well has been appraising itself about the various aspects relating to child labour in various industries. A 16 member Committee had come to be set up by a resolution of the Labour Ministry dated 6-2-1979 and 7-2-1979 under the Chairmanship of Shri M.S. Gurupadaswamy, the Committee submitted its report on 29-12-1979 and made various recommendations. The Labour Ministry, had subsequently surveyed the problem of child labour departmentally as part of the observance of International Child Year Programme. The report (dated 24-6-1981) mentions about the survey conducted in certain organized and unorganized sectors of industries. It contains an account of employment, wages and earnings, working conditions and welfare activities relating to child labour both in organized and unorganized sectors Chapter III of the report contains the conclusions, of which what has been stated in para 4.5.

The Central Government has formulated rupees 850 crore scheme to eliminate child labour in the manufacturing and service sectors over period of five years. This plan aims at eliminating child labour by the end of the century. Although our country has an estimated child labour population of 18 million, this scheme will concentrate on just about 15 percent thereof. For the rest 85 per cent the government says that they are engaged in the agriculture and that they are not exploited there.\(^1\) The scheme has left out a large chunk of child labour working in hotels, tea stalls and dhabhas. These children are no less harassed than their friends working in manufacturing sector. According to the Labour Minister, P Sangma, a National Authority for Elimination of Child Labour will be set up under the chairmanship of the labour minister. The other members would include Chief Minister of the concerning State, Secretaries of the department of rural development, planning welfare, revenue and expenditure. It is pointed out that the village members are not involved in working or in planning of the scheme. Inclusion of only Chief Minister will not do the needful because of regional peculiarities. Then the labour minister reported to have himself pointed out that the earlier schemes failed

\(^1\) Indian Express dt. February 25, 1995, p.15
because of resource constraints. For this scheme, the allotted rupees 850 crore, shall be spent in five years. About rupees 4,300 will be spent per child per year which comes to rupees 358 per month. This is again an inadequate amount even for a child to live frugally. Whether a working child who is getting rupees 800 to 1,000 per month will leave the job just for rupees 358 is always doubtful. Besides, the scheme is also not sure to be backed by the political will as regards its implementation. Reports are there that the licenses of certain carpet exporters who have been proved to be the violators of rules, have not been confiscated so far. Then comes inspectors whose number remains always too low to identify the existence of child workers and that sometimes the employees collude with them and went on employing child labours.²

The Central Government contemplates to eradicate offensive use of child labour completely from the carpet industry within next two or three years. The latest survey carried by the textile industry on this point has revealed that the offensive use of child labour in carpet industry has come down from 36 to 27 percent.³ Then the Government of Uttar Pradesh is reported to implement shortly a rupees 15 crores scheme to rehabilitate child labourers engaged in the glass bangle industry in Ferozabad and Carpet industry of Bhadohi in Varanasi and Mirzapur district. This scheme envisages opening of two vocational schools for child workers. The Government is also formulating a scheme for parents of those child workers to cover them under the Employment Insurance Scheme to provide them for livelihood.⁴

Similarly, the child labour problem in match units in Kamarajar district in TN is reported to be completely eliminated in the next three years by strict enforcement of child labour laws and suitably compensating the parent’s income loss through IRDP Loans and others welfare schemes. Further the district administration would intensify inspection and create awareness about depriving the children of their education.⁵

The South Asian Coalition for Child Servitude has declared the year 1995 as “Save the Childhood year’ and according to its Chairman Mr. Kailash Satyarthi the organization will be holding programs throughout the country during the year in protest against the social menace and that it would try to create a ‘social awareness’ campaign for child servitude and its negative effects in society during the current year. The ‘Bachpan Bachao Andolan’ (BBA) started by our organization will be spearheading a

² The Hindustan Times, dt. Dec. 11, 1994
³ Ibid
⁵ http://labour.nic.in/cwl/SC Directions - htm
nationwide campaign for boycotting the products made in factories where child labourers are engaged. The organization would hold public awareness camp in about 160 villages in Ferozabad of Uttar Pradesh. Apart from this a massive parent’s education program will be conducted in Palamau. Darbanag Maduhubani Districts in Bihar from where children are sent to work in the carpet industry, and added that ‘Padyatras’ will be organized in Sivakasi Virudunagar in Tamil Nadu where thousands of children are forced to work in the matches and fireworks industry.\(^6\)

The Committee examined the problem in detail and made some far-reaching recommendations. It observed that as long as poverty continued, it would be difficult to totally eliminate child labour and hence, any attempt to abolish it through legal recourse would not be a practical proposition. The Committee felt that in the circumstances, the only alternative left was to ban child labour in hazardous areas and to regulate and ameliorate the conditions of work in other areas. It recommended that a multiple policy approach was required in dealing with the problems of working children.

Based on the recommendations of Gurupadaswamy Committee, the Child Labour (Prohibition & Regulation) Act was enacted in 1986. The Act prohibits employment of children in certain specified hazardous occupations and processes and regulates the working conditions in others. The list of hazardous occupations and processes is progressively being expanded on the recommendation of Child Labour Technical Advisory Committee constituted under the Act. In consonance with the above approach, a National Policy on Child Labour was formulated in 1987\(^7\).


\(^7\)[http://labour.nic.in/content/division/child-labour.php](http://labour.nic.in/content/division/child-labour.php)
5.2 National Policy on Child Labour

The National Policy on Child Labour\(^8\) seeks to adopt a gradual & sequential approach with a focus on rehabilitation of children working in hazardous occupations & processes in the first instance. The Action Plan outlined in the Policy for tackling this problem is as follows:

Legislative Action Plan for strict enforcement of Child Labour Act and other labour laws to ensure that children are not employed in hazardous employments, and that the working conditions of children working in non-hazardous areas are regulated in accordance with the provisions of the Child Labour Act. It also entails further identification of additional occupations and processes, which are detrimental to the health and safety of the children.

1. Focusing of General Developmental Programmes for Benefiting Child Labour - As poverty is the root cause of child labour, the action plan emphasizes the need to cover these children and their families also under various poverty alleviation and employment generation schemes of the Government.

2. Project Based Plan of Action envisages starting of projects in areas of high concentration of child labour. Pursuant to this, in 1988, the National Child Labour Project (NCLP) Scheme was launched in 9 districts of high child labour endemicity in the country. The Scheme envisages running of special schools for child labour withdrawn from work. In the special schools, these children are provided formal/non-formal education along with vocational training, a stipend of Rs.150 per month, supplementary nutrition and regular health check ups so as to prepare them to join regular mainstream schools. Under the Scheme, funds are given to the District Collectors for running special schools for child labour. Most of these schools are run by the NGOs in the district.

• A legislative action plan:

The Government has enacted the Child Labour (Prohibition & Regulation) Act, 1986 to prohibit the engagement of children in certain employments and to regulate the conditions of work of children in certain other employments.

• Focusing and convergence of general development programmes for benefiting children wherever possible, A Core Group on convergence of various welfare schemes of the

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\(^8\) Ibid
Government has been constituted in the Ministry of Labour & Employment to ensure that, the families of the Child Labour are given priority for their upliftment.

• Project-based action plan of action for launching of projects for the welfare of working children in areas of high concentration of Child Labour. Legislative Policy adopted by Government for eradication of Child Labour following steps have been taken

**Prevention:**

Child Labour (Prohibition & Regulation) Act, 1986 prohibits employment of children below the age of 14 years in 18 occupations and 65 processes. The onus of enforcement of the provisions of the Act lies with the State Governments as envisaged in Section 2 of the Act. The Union of India monitors the enforcement from time to time. Special drives on enforcement and awareness generation are also launched from time to time.

**Rescue & Repatriation:**

• During inspections and raids conducted under CLPRA, Child Labour are identified, rescued and rehabilitative measures are set forth in motion by way of repatriation, in case of migrant Child Labour, and providing bridge education with ultimate objective of mainstreaming them into the formal system of education. Besides pre-vocational training is also provided to the rescued children.

The convergence strategy of Ministry of Labour for eradication of child labour. A Core Group on convergence of various welfare schemes of the Government has been constituted in the Ministry of Labour & Employment to ensure that, the families of the Child Labour are given priority for their upliftment. Considering poverty and illiteracy are the root cause for Child Labour, Government is following educational rehabilitation of the children has to be supplemented with economic rehabilitation of their families so that they are not compelled by the economic circumstance to send their children to work. Ministry is taking various pro-active measures towards between schemes of different Ministries.

• Ministry of Women and Child Development for supplementing the efforts of this Ministry in providing food and shelter to the children withdrawn from work through their schemes of Shelter Homes, etc.
• Ministry of Human Resource Development for providing Mid-day meal to the
NCLP school children, teachers training, supply of books, etc under Sarva Shikshana
Abhiyan and mainstreaming of NCLP children into the formal education system.

• Convergence with Ministries of Rural Development, Urban Housing and Poverty
alleviation, Panchyat Raj for covering these children under their various income and
employment generation scheme for their economic rehabilitation.

• In each State one officer from the State Department of Labour has been nominated as
Anti Human Trafficking Unit (AHTU) to act as link officer for co-ordinating with
Ministry of HRD in that state for prevention of trafficking of children. CBI is the nodal
anti trafficking agency.

Convergence with Ministry of Railways for generating awareness and restricting
trafficking of children. Further the Ministry is implementing a pilot Project Converging
Against Child Labour support for India’s Model in collaboration with International
Labour Organisation, SRO Delhi funded by US Department of Labour with the objective
to contribute to the prevention and elimination of hazardous child labour, including
trafficking and migration of children for labour. The Project is covering two districts
each in Bihar, Jharkhand, Gujarat, Madhya Pradesh, and Orissa for duration of 42
months. USDOL Donor Contribution of US$ 6,850,000. The Railway staff is also
sensitized on dealing with suspected migrant and traffic children.

Government is taking various proactive measures towards convergence of
schemes of different Ministries like Ministries of Human Resource Development,
Women & Child Development, Urban Housing & Rural Poverty Alleviation, Rural
Development, Railway, Panchayat Raj institutions etc. so that Child Labour and their
families get covered under the benefits of the schemes of these Ministries.

Project-based action plan of action for the welfare of working with regard to
educational rehabilitation, the Government is implementing National Child Labour
Project Scheme (NCLP) in 266 Child Labour endemic districts in 20 States. Presently
about 7311 special schools are in operation with enrolment of 3.2 lakh children. Under
the Scheme, about 8.95 lakh children have been mainstreamed into formal system since
inception The NCLP Scheme was started in 1988 to rehabilitate Child Labour in
pursuance of National Child Labour Policy. The Scheme seeks to adopt a sequential
approach with focus on rehabilitation of children working in hazardous occupations &
processes in the first instance. Under the Scheme, after a survey of Child Labour
engaged in hazardous occupations & processes has been conducted, children are to be withdrawn from these occupations & processes and then put into special schools in order to enable them to be mainstreamed into formal schooling system. Government had initiated the National Child Labour Project (NCLP) Scheme in 1988 to rehabilitate working children in 12 Child Labour endemic districts of the country.

**EXPANSION OF NCLPs**

<table>
<thead>
<tr>
<th>YEAR</th>
<th>NO. OF NCLPs SANCTIONED</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1988</td>
<td>12 NCLPs</td>
<td>12</td>
</tr>
<tr>
<td>IX Plan</td>
<td>88 NCLPs</td>
<td>100</td>
</tr>
<tr>
<td>X Plan</td>
<td>150 NCLPs</td>
<td>250</td>
</tr>
<tr>
<td>XI Plan</td>
<td>21 NCLPs (INDUS)</td>
<td>271</td>
</tr>
</tbody>
</table>

**Objective of the Scheme:**

This is the major Central Sector Scheme for the rehabilitation of Child Labour. The Scheme seeks to adopt a sequential approach with focus on rehabilitation of children working in hazardous occupations & processes in the first instance. Under the Scheme, survey of Child Labour engaged in hazardous occupations & processes has been conducted. The identified children are to be withdrawn from these occupations & processes and then put into special schools in order to enable them to be mainstreamed into formal schooling system.

Project Societies at the district level are fully funded for opening up of special schools/Rehabilitation Centres for the rehabilitation of Child Labour. The special schools/Rehabilitation Centres provide:

a. Non-formal/bridge education

b. Skilled/vocational training

c. Mid Day Meal

d. Stipend @ Rs.150/- per child per month.

e. Health care facilities through a doctor appointed for a group of 20 schools.
The Target group:

The project societies are required to conduct survey to identify children working in hazardous occupations and processes. These children will then form the target group for the project society. Of the children identified those in the age group 5-8 years will have to be mainstreamed directly to formal educational system through the SSA. Working children in the age group of 9-14 years will have to be rehabilitated through NCLP schools established by the Project Society.

Project Implementation:

The entire project is required to be implemented through a registered society under the Chairmanship of administrative head of the district, namely, District Magistrate/Collector/Dy. Commissioner of the District. Members of the society may be drawn from concerned Government Departments, representatives of Panchayat Raj Institutions, NGOs, Trade Unions, etc.

Funding pattern:

The projects have been taken up in the Central Sector, the entire funding is done by the Central Government (Ministry of Labour & Employment). Funds are released to the concerned Project Societies depending upon the progress of project activities.

Present Status of NCLP Scheme: As on date 7311, special schools are in operation under NCLP scheme. As on date about 8.52 lakhs children have been mainstreamed into the formal education system.

STATE WISE DETAILS OF CHILDREN MAINSTREAMED UNDER NCLP SCHEME SINCE INCEPTION i.e. 19889

<table>
<thead>
<tr>
<th>State</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>ANDHRA PRADESH</td>
<td>2,85,285</td>
</tr>
<tr>
<td>ASSAM</td>
<td>4,186</td>
</tr>
<tr>
<td>BIHAR</td>
<td>40,800</td>
</tr>
<tr>
<td>CHHATTISGARH</td>
<td>18,461</td>
</tr>
<tr>
<td>GUJARAT</td>
<td>5,640</td>
</tr>
</tbody>
</table>

9http://labour.nic.in/upload/uploadfiles/files/Divisions/childlabour/5028a2e60f881CHILDREN%20mainstreamed%20under%20NCLP.pdf
HARYANA          5,706  
J&K              233   
JHARKAHND        21,472 
KARNATAKA        18,127 
MADHYA PRADESH  59,899 
MAHARASHTRA      21,720 
ORISSA           1,08,309 
PUNJAB           4,034  
RAJASTHAN        33,546 
TAMIL NADU       98,880 
UTTAR PRADESH    1,34,377 
WEST BENGAL      30,649 
SUB-TOTAL( upto 95-96) 4,205 
GRAND TOTAL      8,95,529 

The following programmes have been implemented to provide free and compulsory primary education for school going children in the age group of 6 to 14.

i) **Special Enrolment Drive**- A special enrolment drive was conducted during 2006-07 at the taluk, district and State level. The programme is intended to bring back the children who drop out, especially girls, child laborers, rag pickers and other children who have either dropped out of school or have been absent from classes for a long time. 55,000 children who were drop outs have been mainstreamed in the year 2006-07.

ii) **Free Education for Girls**- To reduce the rate of dropout and to encourage girls’ education, the government has decided to provide free education. Female students from I to VII standard will be exempted from paying all fees, including examination fees, in government schools.
iii) **Provision of Free School Bags and Note Books To Sc/St Girls**- In order to promote education among SC/ST girls and to arrest the dropout rate in the 5th to 7th standard, a scheme was introduced to distribute free of cost high quality school bags and notebooks to all students in government schools. During 2005-06, the same has been transferred to the zilla panchayat.

iv) **Free Text Books**- A set of textbooks is being given free of cost to all the children studying in the I to VII Standard in government primary schools and also to all girls and SC/ST boys studying in 8th standard in government schools. A set of textbooks is being given free of cost to all girls studying in 9th and 10th standard in Government high schools and boys belonging to SC and ST.

v) **Free Uniforms**- Under the auspices of the Vidya Vikasa scheme, one length uniform cloth is provided free of cost to all children from I to VII Standard Studying in government primary schools. And girls studying from 8th to 10 standards are also beneficiaries.

vi) **Mid Day Meals Programme (Akshara Dasoha)**- Providing of hot cooked noon meals to all the children studying in Classes 1 to 7th in Government and Government Aided Schools in the State is provided. Central Government is providing 100 grams of rice /wheat and conversion charges of Rs. 1.50 per day to the schools in the Government and the State Government is providing cooked meal for 6th and 7th Standard children from state resources. A total of Rs. 3.16 per student, per day is spent towards other expenses. The State Government is spending for other facilities with Central assistance.

Besides the above programmes, Government has been taking various pro-active measures to tackle this problem of child labour. However, considering the magnitude and extent of the problem and that it is essentially a socio-economic problem inextricably linked to poverty and illiteracy, it requires concerted efforts from all sections of the society to make a dent in the problem.

5.3 **SARVA SHIKSHANA ABHIYAN(SSA)–KARNATAKA**

Sarva Shikshana Abhiyan (SSA) is a time-bound project of the Government of India to achieve the goals. It is also a framework for harmonising all Central Government initiatives in school education with the efforts of the State Governments. It
is being funded on a sharing basis between the Centre and the States in a 75:25 ratio, till the end of 10th plan i.e. up to 31.3.2007.

Mission of SSA

Provision of relevant and useful Elementary Education of satisfactory quality for all children by 2010, with full concern for social and gender equity and regional parity and with vibrant participation of the community in the management of schools

5.4 Policies framed by the Government of Karnataka:

Karnataka State Resource Centre on Child Labour (KSRCCCL) is established and functioning under the purview of Karnataka State Child Labour Eradication Project Society (KSCLEPS) headed by Secretary of Labour, Government of Karnataka. The KSCLEPS was formed under the chairmanship of Labour Secretary and spearheading the implementation of Karnataka State Child Labour Project. KSRCCCL has been established and functioning since September 2009.10

The primary objective of KSRCCCL is to promote the activities on child labour elimination by acting as interface and to enhance the synergy across various State machineries in Karnataka pertaining to child labour. The KSRCCCL is expected to act as a ‘nodal’ agency to plan and implement the activities in the State to combat child labour under Department of Labour.

Objectives:

- Formulating strategies through 'Revised State Action Plan' to eliminate child labour.
- To enhance and facilitate the capacity of the Karnataka State Government to tackle the issue of Child Labour.
- Networking and coordination among Government agencies, social partners and civil societies organizations working on elimination of child labour in entire Karnataka State.

10 http://karunadu.gov.in/karnatakachildlabour/aboutus.aspx
NLCP priority Districts in Karnataka:

Bijapur, Raichur, Dharwad, Bangalore Rural, Bangalore Urban, Belgaum, Koppal, Tumkur, Devangere, Haveri, Mysore, Bagalkot, Chitradurga, Gulbarga, Bellary, Kolar and Mandya

Sarva Sikshana Abhyan in Karnataka State:

i) Universalisation of 'ACCESS' to elementary education from 1 to 8 standards to all children up to the age of 14 years, by the year 2007.

ii) Universalisation of enrolments and retention in elementary education and completion of 8th standard by all children before the year 2010: universalisation means age-specific enrolment and full retention of all children.

iii) Provision of education of a satisfactory quality with emphasis on life-skills and meaningful schooling.

iv) Complete attention to equity by sex and across social groups and parity across regions in educational development.

v) Total involvement of communities up to the village level and especially local government institutions in management of schools and movement towards the goal of 'Self-Managing schools'.

Progress of SSA in Karnataka:

Article “SSA learning lessons on teaching the hard way”\(^1\), mentions about the progress of SSA. It speaks about the new teaching techniques adopted by SSA in order to effectively implement education.

As a part of its new experiment, the SSA has done away with traditional material like books, slates and pencils and will be giving a set of 60 cards in a jute bag to each child. It has already readied 4 lakhs sets by spending around Rs. 4 crores.

The experiment has been taken up in ten educational districts of Gulbarga, Yadagir, Raichur, Koppal, Bellary, Bagalkot, Bijapur, Chitradurga, Chamarajnagar, Kolar and Chikkaballapur.

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\(^1\) [http://labour.nic.in/upload/uploadfiles/files/Divisions/childlabour/5028a388b1070LIST%20OF%20DISTRICTS%20COVERED%20UNDER%20NCLP%20SCHEM.pdf](http://labour.nic.in/upload/uploadfiles/files/Divisions/childlabour/5028a388b1070LIST%20OF%20DISTRICTS%20COVERED%20UNDER%20NCLP%20SCHEM.pdf)

\(^12\) by G. MANJUSAINATH published in Deccan Herald on August 23, 2008
The cards are divided into two sections. The first section has serial number 1 to 10 and the other has from serial number 11 to 60. “The first ten cards will have only pictures on and the student will have to identify them. After that, simple words will be given to the students to read.

As they progress, they will get poems and stories to read. Students will be given one card at a time. The card system has been introduced only to create curiosity among the students, to know what the next card holds for them. To maintain suspense about the next card it did not bring out a book format.

The SSA also plans to teach Marathi and Urdu in the same way. Sarva Shikshana Abhiyan (SSA) is an effort to universalise elementary education by community-ownership of the school system. This flagship programme seeks to provide useful and relevant elementary education for all children in the 6 to 14 years age group by 2010. Karnataka is one of the states that have been actively implementing SSA ever since its inception. There are 10 major interventions and 104 programmes or activities within these interventions in Karnataka state. The present scenario in Karnataka is that about 98% of the population has been provided lower primary schools within 1 km distance and higher primary schools within 2 km distance. The number of schools has increased by nearly 25% in the last 10-12 years. School enrolment has increased significantly in recent years through special enrolment drives. In classes 5-7 the increase is nearly 5%, a very encouraging sign. The drop out rate in classes 1-4 came down from about 10.5% in 2000-011 to about 3.39 percent in 2007-082, the average dropout rate at primary level has further comedown to 3.39. With the project period reaching it’s completion time, the focus now is on community ownership of the programmes, quality of education and equity.