

*OCCASIONAL PAPER*

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**EDUCATION FOR CHILD LABOUR  
IN WEST BENGAL**

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October 2008



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# EDUCATION FOR CHILD LABOUR IN WEST BENGAL

Uttam Kumar Bhattacharya

'Education will begin from the idea of equal respect for all human beings and equal entitlement of all to a range of central human opportunities, not just one's own nation, but everywhere in the world.' —Martha C. Nussbaum (2008:10).

## Abstract

*The incidence of child labour is still very high in many less developed countries. India with all her richness and wealth is not free from this problem. The absence of a process of equitable distribution of the fruits of development along with the existence of abject poverty among a large section of the people of the country often stand on the way to the reduction of child labour from the economy. In India, according to Census, 2001, there are about 1.26 crore child labourers. They constitute 4.5 percent of the total child population (age 5-14 years) of India. About 8.57 lakh child labourers belong to the State of West Bengal i.e., they form about 7 percent of the total child workforce of the country. According to the Planning Commission, 2007, about 12.2 lakh children in India are engaged in hazardous occupations i.e., about 10 percent of the total working children. They are getting very little opportunity to attend school even for basic education. The Ministry of Labour and Employment, Government of India, has given special effort at present to overcome the problems of child labour and educate child workers after enrolling them in the special schools approved under the National Child Labour Project (NCLP). This paper aims at analyzing the nature and status of education of the child labourers in West Bengal. We will study the activities of the NCLP, which is functioning in the state and examine if those are satisfactory. For our study we have depended on the records as available with the Ministry of Labour, Government of India, and the Government of West Bengal. The reference period for our study is from 1995 to 2007. In **Section I**, we will review the*

*all-India scenario. **Section II** will discuss the quality of education for the child labourers in West Bengal. In the concluding **Section III**, we will explore the avenues for a better world for child workers who constitute our future human capital.*

## I

### Education and Child Labour in India

The 86th Constitutional Amendment, 2002, proposed a free and compulsory education for all children under the age group of 6 to 14 years. The Constitution of India under the provisions of the Right to Freedom, which is guaranteed as Fundamental Right, clearly mentioned that state shall provide free and compulsory education<sup>1</sup> to all children belonging to the age group of 6-14 years in a manner to be determined by the state. Again, according to the Child Labour (Prohibition and Regulation) Act, 1986 and Rules (Act no 61 of 1986) it has been prohibited to engage any child (a person who has not completed 14 years of age) in certain occupations and the laws also regulate the conditions of work in some other employments. The Section Three Part II of the said Act and Rules impose prohibition on employment of children in any hazardous occupation or process as specified in Parts A and B of the Schedule of Section Three of the said Act and Rules. Part III of the said Act and Rules also imposes certain norms related to working hours and welfare of the working children engaged in any other establishments. The duration of work should not exceed three hours; there should be a provision of rest for at least one hour, and there should be no scope for overtime and other engagements in another establishment. However, the Fundamental Rights of all children and the Child Labour Prohibition and Regulation Act, 1986, could not be enforced properly in the absence of suitable follow-up legislations. But the government is committed to provide a good quality elementary education to all the children in India with an aim to universalize elementary education at the national level (GOI, 2008: 249).

The National Child Labour Project (NCLP) was initiated in India in 1988 as a part of the Project based Plan of Action, which was a component of the National Child Labour Policy, 1987.A

High Powered National Authority for the elimination of child labour was set up in 1994 comprising representatives from various ministries such as Ministry of Labour, Ministry of Education, Ministry of Health and Family Welfare and Ministry of Rural Development etc. The aims were to eliminate child labour from the country in a phased manner, to monitor child labour projects, and to achieve convergence with various concerned ministries. The judgment of the Supreme Court of India in connection with the case of Mehta vs. the State of Tamil Nadu in December 1996 gave further strength to implement the NCLP at the national and various states and district levels (GOI, 2006). So, it is relevant to discuss the details of the NCLP in the context of its efforts towards elimination of child labour from the country and rehabilitation of such child labour through a proper system of education and mainstreaming.

**The National Child Labour Project (NCLP) :** After forty years of Independence, the Government of India in 1987 adopted a holistic and multipronged programme to eliminate child labour from the country in a phased manner. Based on the National Policy on Child Labour, 1987, the Government of India launched the NCLP in 1988. The objectives were to rehabilitate the working children after identifying them from the child labour endemic districts of India. The strategies involved were: (i) to conduct survey and identify the children engaged particularly in hazardous occupations and processes (ii) to withdraw all the working children, within the age group of 5 to 9 years and put them directly into the formal educational based system schools run under the Sarva Shiksha Abhiyan (SSA). (iii) to withdraw the working children within the age group of 9 to 14 years from the workplaces and enroll them into Special Schools run by the NCLP. The schooling should be for a maximum period of three years after which the students should be mainstreamed; the schools should provide the students with education and vocational training and supply nutritious mid-day meals, extend health checkup facilities and provide a monthly stipend of Rupees one hundred for each child (GOI, 2006).

As per the guidelines issued by the Ministry of Labour and Employment (MoLE), the principal agency for implementation of the NCLP is the Project Society (PS) formed at the district levels

and registered under the Registration of Societies Act, 1860. The PS functions under the overall chairpersonship of the District Collector. The members of the PS are drawn from different government departments, trade unions, and voluntary organizations. The PS involves local non-government organisations (NGOs), self help groups (SHGs), panchayats and trade unions to run the NCLP schools or in absence of any other suitable organization the PS itself runs the special schools. Every special school should have two educational instructors and one vocational instructor who will be employed against an honorarium of Rupees one thousand five hundred. The instructors should teach the child workers within 9-14 years of age, at the special schools under the NCLP. A part time or full time Project Director, who is an official of the State Government, is entrusted with the overall implementation of the project. The funds for the NCLP schools arrive directly from the Ministry of Labour and Employment, Government of India.

The NCLP was first started in nine districts of India. The scheme gradually extended to one hundred districts by the end of the Ninth Five Year Plan (1997-2002) and further extended to 250 districts (spread in 15 States) during the Tenth Five Year Plan (2002-2007). The budget allocation under the NCLP scheme for the Tenth Five Year Plan was Rs. 602 crore as against Rs. 178 crore in the Ninth Five Year Plan. The proposed total financial outlay for the NCLP Scheme for the Eleventh Five Year Plan (2007-2012) turned to be about of Rs.3, 738.92 crore for 600 districts of the country. This includes funds for running all the special schools (Rs .2, 847.69 crore or about 76 percent of the fund) and the Project Societies (Rs 228.1 crore i.e., about 6 percent) besides other overheads (Planning Commission, 2007).

The Ministry of Labour and Employment, Government of India is funding the NCLP Scheme for the child labour of the country. The V. V. Giri National Labour Institute (VVGNI), Noida, Uttar Pradesh, is the nodal agency working directly under the Ministry of Labour to guide and evaluate the NCLP on behalf of the ministry. The main thrust area of the NCLP has been to reduce the incidence of child labour in the country and to extend non-formal or formal

education and vocational training through the NCLP schools. The ultimate goal of the NCLP scheme is to mainstream the enrolled working children into a regular formal school at subsequent stages for further education or to create at least a scope for self-employment.

The NCLP runs through multiple stages of operation. It conducts surveys to identify the child workers from the child labour endemic zones. It establishes District Project Office (PO) under the Society Act, helps to open special schools, and ensures education up to a maximum period of three years along with regular midday meals during the school days, a monthly stipend and a provision of health checkup. The scheme explores avenues for convergence with other government departments with the aim of giving further benefits to the NCLP students and their families from other schemes and helps the government to enforce different relevant labour laws related to child labour. The whole scheme is to adopt a multipronged approach to eliminate the evils of child labour from the society and to implement an appropriate and effective programme towards an overall development of the working children of the country.

According to the Planning Commission (2007), so far about 3,74,255 children of the country have been mainstreamed under the NCLP scheme. The maximum number of children mainstreamed are from Andhra Pradesh (AP) (about 1.73 lakh), followed by Orissa (63 thousand), Tamilnadu (39.5 thousand) and Uttar Pradesh (23 thousand). In West Bengal so far about 16 thousand children have been mainstreamed under the NCLP (Planning Commission, 2007). Thus according to the records only around 3 percent of the total estimated child workers have so far been benefited from the NCLP schemes.

**Evaluation of the NCLP:** The outcomes of the NCLP in the context of educating the child labourers and ultimately mainstreaming them along with other performances have varied across the states. So far two evaluation studies have been conducted. Those surveys were conducted in 2001 and 2007, i.e., before and after the Tenth Five Year Plan. The aims were to

examine the performances of the NCLP running in different districts of the country and to recommend new policies to overcome the problems related to child labour. The evaluations of the functioning of the different NCLPs of the districts have revealed how immense the scope for improvement still exist for the NCLP schemes. Samples of ten schools from selected districts of different states were taken up for evaluating the activities of the NCLPs. Due considerations were given to the maturity and locations of the NCLPs in different child labour endemic states and districts. During the selection of the sample NCLP schools, the male-female compositions of the special school students along with the rural-urban division and caste compositions were considered. The methods adopted to collect data were through direct surveys and field visits conducted by the trained investigators. They filled in structured questionnaires as prepared by the VVGNNLI. Focus group discussions, interviews, and case studies were also undertaken to enrich the investigation. The respondents were Project Directors and Project Officials, the teachers, the students and parents and the community members of the neighbouring localities of the NCLP schools.

The first **NCLP Evaluation, 2001**, was based on 50 out of 100 NCLP districts and covered 524 out of the total 1976 schools (i.e., about 26 percent) spread over 13 states. The actual surveys were conducted through different autonomous organizations / institutions during the months of July to September 2001. The evaluation of the activities of the NCLP schools was based on several parameters such as enrolment rates, attendance, teaching aids, regularity of teachers and relevant deliverables, infrastructure, mainstreaming, coverage of the target groups and convergence with different government departments. From the NCLP Evaluation Report, 2001 it was revealed that in terms of enrolment of child labour and attendance, the NCLP schools could be treated as successful. However, in terms of mainstreaming, vocational training, and development of infrastructure, the performances remained unsatisfactory. No single NCLP project could claim itself as fully successful. The performances of most of the NCLP schemes in terms of formal system of monitoring, awareness

generation, community involvement, convergence with other relevant government departments and enforcement of child labour laws were found to be unsatisfactory. The objective of a proper and effective mainstreaming of the NCLP school students could not be achieved either (VVGNLI, 2001).

Nevertheless, with an enrollment rate of 95 percent (measured in terms of the capacity of the NCLP schools to absorb child workers in each special school) and student's attendance rate close to 75 percent, one cannot ignore the importance of the NCLP schemes. However, the elimination of child labour from different economic activities could not be achieved. Under such circumstances, the monitoring of the existing NCLP schemes and further improvements of the functioning of the NCLP became necessary to achieve the targets of the National Child Labour Policy. So, before the initiation of the 11<sup>th</sup> Five Year plan the Ministry of Labour and Employment, Government of India again planned to conduct a nation wide survey of the NCLP, which had been functioning across different districts. An evaluation study was again undertaken through the VVGNLI during the months of May to September 2007. The aims were to assess the direction of the projects and identify the gaps so that modifications and expansion of the NCLPs could take place during the next Five Year Plan. Different academic institutions and organizations conducted the actual surveys. The questionnaires and sample methods were framed by the VVGNLI and they also coordinated the nation-wide survey.

The second **NCLP Evaluation Survey, 2007**, covered 70 districts of 15 states as samples out of the 250 districts of 20 states. The sample tried to cover nearly 30 percent of the total districts. The sample excluded the districts which were surveyed earlier or had started NCLP recently. About 819 schools were surveyed and about 8,173 students (among whom 53 percent were female) and 8,000 parents/guardians were interviewed. The study evaluated both the organizational and structural aspects of the NCLP Societies; it studied the performances of special schools working under those Societies.

According to the survey report at the all India level, it was observed that women and different government departments and non-government organizations did not properly represent most of the NCLP Societies. A large number of districts failed to depute full time Project Directors who could give sufficient time to implement and monitor the NCLPs. The delays in release of funds and utilization certificates often hindered the activities of the NCLPs. Irregular flow of funds from the Central Government often created acute functional problems. Child labour surveys were not conducted properly. The norms of conducting two surveys within five years were rarely maintained. The gaps between the two surveys were often not maintained properly; awareness generation programmes were inadequate. The convergence with other departments of the government was found to be mostly unsuccessful. The cooperation from the Sarva Siksha Abhiyan (SSA) scheme appeared as the only prominent convergence step. However, in some districts the Health Departments coordinated to a limited extent. The prosecutions against violations of Child Labour Laws could not take place for several reasons. On the question of delivery of education to the rescued child workers, it was observed that enrolment rules were not properly followed. In many districts the potential child workers rather than the actual child workers were enrolled in the special schools. The actual child labourers in many places remained outside the periphery of the schools. The health check-up facilities for the students were inadequate in most of the schools. The information regarding mainstreaming of the students after completion of three years of education at the special schools was not being maintained properly. The performance in respect of mainstreaming was found to be insufficient.

The physical infrastructure of many of the special schools appeared poor. Most of the schools were without any ventilation, light, toilets, and drinking water facilities. The availability of teaching and learning aids or kits was extremely inadequate in many of those special schools. The quality and quantity of the midday meals being provided to the students were below the accepted standard. The vocational trainings that the students were receiving

in most of the NCLP schools were found not to be conducive to future earnings through self-employment or service. No standardized curriculum was followed in most of the special schools. However, in most of the cases the teachers of the special schools played a leading role in motivating the parents to send their children/ working children to the special schools and imparting education sincerely to the boys and girls of the schools without any discrimination in terms of caste, class, and religion. During the second survey it was also observed that in some states such as Andhra Pradesh, Maharashtra, Punjab, and Tamilnadu the performances of the NCLP were relatively better. But states such as Karnataka, Rajasthan, and Madhya Pradesh witnessed enormous gaps between the aims and actual achievements. The state of West Bengal stood in between these two groups of performers.

In the next section we will analyze the performances of the NCLP in the State of West Bengal. Our study has been based on the secondary records available at the Ministry of Labour, Government of West Bengal, and Government of India. We have referred to our experience, as we could gather from five different districts of West Bengal, during our field survey in 2007-8. The Institute of Development Studies Kolkata (IDSK) conducted the survey in 2007 at the behest of the VVGNI, Noida, Uttar Pradesh. We have also referred to the results obtained from the first evaluation conducted during 2001 by the Developing Countries Research Centre (DCRC), New Delhi.

## II

### Education and Child Labour in West Bengal

**The History:** As we have noted earlier, the National Child Labour Project (NCLP) is a scheme undertaken by the Central Government, which aims at withdrawing and rehabilitation of the child labour of the country. In West Bengal the NCLP first started functioning in the year 1995. Initially the scheme covered six districts namely, Burdwan, Dakshin Dinajpur, Uttar Dinajpur, both North and South 24 Parganas and the then undivided Midnapore

with a total of 246 special schools. Four districts started functioning in 1995. The NCLP in South 24 Parganas started in 1996 while in undivided Midnapore, it started in 1999. The districts Murshidabad and Kolkata were also included under the Ninth Five Year Plan. During the Tenth Five Year Plan, the NCLP was extended to other districts. In 2005 four new districts were included within the NCLP scheme; during 2006 the remaining six districts were covered, and thus all the 19 districts under West Bengal came within the fold of the NCLP scheme. However, the actual functioning of the NCLP after setting up Special Schools could not be started in Jalpaiguri, Darjeeling, and Howrah till the end of December 2007. The Department of Labour, Government of West Bengal, has become the main agent to implement and monitor the NCLPs at the state level on behalf of the Ministry of Labour and Employment, Government of India.

According to the Department of Labour, West Bengal, as on 31 December 2007, about 872 schools were sanctioned in the state under the NCLP Scheme. As on 31 May 2008, the number of total sanctioned NCLP schools in West Bengal was 912. However, among those, about 665 schools were actually in operation during December 2007. The number of operational schools, as it has been claimed by the Directorate of Labour, Government of West Bengal, increased to 869 by 31 May 2008. The NCLP schools could enroll about 38.3 thousand students in total in December 2007. Among those students about 55 percent were girls. In Malda about 74 percent of the students of the NCLP were females. The total enrollment increased to 43.5 thousand in May 2008. If we accept all of those students as child workers even then only about 5 percent of the total child labour force of the state could be considered to be receiving education from the special schools run under the NCLP in the state<sup>2</sup>. A detailed record of the NCLP schools and the students in the state of West Bengal has been presented in Table A1 in the Appendix. The numbers of child labourers and the work participation rates of the child workers under different categories along with the population compositions of the children in West Bengal *vis a vis* India have also been presented in the Appendix (see Tables A2 to A4 and Figures 1 to 3).

**The Activities of the NCLP schools:** Rehabilitation of the working children (age 9-14 years) through the special schools has become one of the prime components of the NCLP project. To ensure reduction in the number of working children in the state and to maximize school attendance, the NCLP implementing agencies have to fix the timing and duration of the special schools. The schools remain open six days in a week in general. The Ministry of Labour and Employment, Government of India, sanctioned five posts of staff members for each NCLP school, viz., two educational instructors and one vocational instructor, one clerk cum accountant and one peon. The schools have to follow the formal curricula. However, the District Child Labour Societies have been allowed the freedom to decide the nature of course content on the basis of ground reality. So, the Project Societies and the implementing agencies have to develop an attractive educational and vocational training module and supply proper educational and vocational teaching materials.

From the field survey it was observed that most of the NCLP implementing agencies of the districts of West Bengal were selected following the basic guidelines as provided by the Ministry of Labour and Employment, Government of India. There were a few schools, which totally flouted the norms. But those were very few in number and were noted for proper action by the office of the Labour Commissioner, when the matter came under their notice. The Project Societies were often not well represented by members from different spheres of activities. The Executive Committee meetings were not regular. Moreover, the child labour identification surveys could not be conducted in some districts. The district offices often utilized the data that had been provided by the local NGOs. Hence, it became difficult to get the magnitude, intensity, and the exact nature of child labour in each district. We had to depend on the Census data for the State. Murshidabad, Malda, Uttar Dinajpur, and Nadia have appeared primarily as child labour endemic districts. In Murshidabad, as many as 140 NCLP schools were functioning. They could enroll about 7 thousand students among which about 60 percent was female child labour (GoWB, 2007)

**Funds for the NCLP schools:** The finance of the NCLP could be treated as the pivot of smooth functioning of the NCLP schools. All financial matters relating to the utilization of funds should conform to the rules and regulations of Grant in Aid of the Ministry of Labour. The yearly budget for the period 2002-2007, for each NCLP School with a capacity of 50 students was in total Rs. 2.44 lakh. About 32 percent of the total funds were supposed to meet the expenses related to the payments to the staff including a payment of monthly honorarium of Rupees one thousand five hundred to each of the educational and vocational instructor. About another 32 percent of the funds was supposed to be used for providing midday meals (at the rate of Rupees five per head) to the students and 25 percent was for the payment of stipends to the students. The rents for the school premises and contingencies should be around 7 percent and the rest 4 percent should be spent for teaching aids. The annual budget for the District Project Society should be separate. It should include the salary for the Society staff members (five including the Project Director and two field officers), payments to the doctors and master trainers and various recurring office expenses besides the expenditure for child labour surveys (twice in five years), teachers' training and awareness generation programmes.

In the absence of a systematic record of actual expenditure and the proposed budget it became difficult to present the real scenario. Extraordinary delays in receiving the funds from the Ministry of Labour and Employment often posed a serious threat to the proper functioning of the NCLP schools. For example, the Project Society, Kolkata, did not receive any fund from the Ministry for about 19 months during the period 2006 and 2007. The delay in receiving funds was also observed in the case of Dakshin Dinajpur. The authorities often found gaps in the submission of proper fund utilization certificates. Whatever may be the reasons for delay in receiving the funds, the irregularities in the flow of fund have often affected the activities of the NCLP severely. For the implementing agencies with meager capacity, it became very difficult to maintain the norms of the NCLP schools without the regular flow of funds from the ministry. The amount of per head

expenditure for the students was found to be very low. In West Bengal, the average total expenditure for the NCLP students across the state in the year 2005, as it was calculated, was around Rupees seven to eleven, per day per student.

**The functioning of the NCLP schools:** The special schools under the NCLP, as we have noted, are the key components for rehabilitation of the child workers (within the age group of 9-14 years). About 869 schools were in operation in the state in May 2008. Most of the special schools were located in the rural areas. As per the records of the Labour Commissioner, among the NCLP students about 55 percent were female child workers in December 2007. According to the guidelines of the Ministry of Labour and Employment, the Project Societies should involve reliable and sincere NGOs including Panchayati Raj Institutions (PRIs), trade unions, and self help groups as implementing agencies for running the NCLP schools. In case of non-availability of suitable agencies, the Project Societies could run the special schools themselves.

In West Bengal in most of the cases the implementing agencies were selected from the reputed and popular local NGOs having good records of social welfare activities in the locality. Often different local NGOs engaged in social activities were called upon. They were asked to submit suitable proposals of special schools. After scrutiny the NGOs were selected. In Kolkata and Dakshin Dinajpur, for example, the implementing agencies were selected after considering their long records of various social involvements. Thus the Tagore Society for Rural Development, Indian Red Cross Society, St. John Ambulance Association in Daskin Dinajpur and Paschim Banga Nari –O-Sishu Kalyan Sangstha, Fatepur Evergreen Welfare Society in Kolkata were selected following those norms. The Project Society of South 24 Parganas had assigned the task of setting up NCLP schools to two PRIs and seven different NGOs. In Malda and Uttar Dinajpur the Project Societies themselves have taken the responsibility of managing the NCLP Schools.

The physical infrastructure of the schools needs to be

considered in the context of providing education to the students. From the field survey in 2007 it has been observed that most of the schools possessed a single room for teaching. The school authorities often divided the room notionally and arranged separate sitting arrangements for the students of different classes. Almost no school had any good sitting arrangements for the students. The provisions of drinking water were highly inadequate. Separate toilet arrangements for male and female students were rare. The ventilation system in most of the schools was poor. The urban schools, however, could extend basic minimum infrastructural facilities. The special schools run by the Project Society itself or by Panchayats performed relatively better. During the field survey we noted a few exceptions. To cite a few examples, Sri Ramakrishna Ashram at Nimpith, Ananda Path School at Ray Bhaghani, South 24 Parganas and Pranati at Kasba Industrial Estate in Kolkata performed relatively better particularly in providing a good environment for learning.

Each special school has to engage two educational instructors. The instructors were normally employed by the implementing agencies from the local community and villages where the special schools were located. The teachers were generally having school leaving certificates (School Final or Higher Secondary Examinations). Most of the teachers in the NCLP schools are females. However, in many schools both female and male instructors have also been found. Most of the instructors were not trained formally. But the instructors would take part in the short training programmes arranged from the NCLP Societies. The instructors used to receive a fixed amount of honorarium (Rupees one thousand five hundred) per month from the implementing agencies. Sometimes, the teachers were paid even less. But almost all the teachers were found to be sincere; they expressed concern, love and care for the working children.

Many schools in the rural areas could not maintain any vocational trainer. In South 24 Parganas, in fifty percent of the schools there were no vocational teachers for the NCLP students. In Malda and Dakshin Dinajpur, in most of the cases, the Special Schools could not appoint any vocational instructor. So the students



in the rural areas were often deprived of vocational training. Again, the forms of vocational trainings at the special schools were most unlikely to help the students to choose a meaningful livelihood after their mainstreaming. Most of the schools for the child workers used to impart traditional skills such as painting, sewing, making paper bags etc.

The functioning of NCLP schools has been examined in terms of curriculum, maintenance of records, school timing and teachers' regularity. Performances of the sample schools in terms of the provisions of mid-day meals, stipends, health checkup, and availability of teaching and learning materials have been assessed also. During the first **NCLP Evaluation Survey, 2001**, it was observed that most of the sample schools of West Bengal were partially successful. In terms of enrolment rate the districts did well. They could enroll more than 75 percent of the sanctioned capacity, whereas in terms of supplying adequate nutritious food (at least 200 grams of food with variations in the menu list) as midday meals to the NCLP students, most of the schools were found unsuccessful. The infrastructure of the NCLP schools in most of the sample districts were found very poor without proper classrooms, toilet and drinking water facilities, and furniture. Attendance rate of the students at the special schools in most of the cases were less than 75 percent. About fifty percent of the students were withdrawn from hazardous activities. So, many child workers remained outside the net of NCLP activities. The NCLP scheme could not cover the target groups (child workers engaged in hazardous activities) in a proper way. Thus the target groups were often missed. The stipends to the students were not given on monthly basis in most of the cases. Convergence with Rural Development Department and Health Department appeared very inadequate. Less than 20 percent of the NCLP were formally mainstreamed.

The second **NCLP Evaluation Survey, 2007** studied five new sample districts, which were not covered in the earlier survey in 2001. We noted little variations in terms of the quality of the physical infrastructure of the special schools or in terms of convergence mechanisms. Most of the schools had one classroom,

inadequate electricity connection, poor sitting arrangements and almost no separate toilet facilities for girls and boys. Most of schools were located in the buildings of the local clubs, charitable organizations or at government premises. In Malda most the schools were located in formal school premises and were functioning after or before the formal school hours. In rural areas most of the schools buildings were kaccha, house without proper roofs, and in urban areas particularly in Kolkata many schools were running under corrugated sheds in unhygienic conditions with little ventilation. About one third of the schools had no drinking water facilities. Playgrounds in the special schools were a rare phenomenon.

The curriculum and study course materials might be consider as relevant in the context of the learning process. A standard and uniform curriculum could help to ensure uniformity in learning and could assist mainstreaming. In the special schools the curriculum was developed by teachers and implementing agents. It has been observed that about 76 percent of the NCLP schools would follow a formal curriculum. Almost all the NCLP Schools in the rural areas followed formal curriculum. But special schools in the urban areas often followed both formal and non-formal courses.

About 56 percent of the total schools we visited were maintaining proper admission registers. Rural areas have shown relatively a better record related to maintaining of registers. Regularity of classes, adoption of joyful teaching methods, interest of children in continuing their education have been focused upon to assess the quality of education provided in these schools. The performance of the majority of the schools was found to be satisfactory in terms of regularity of classes and attendance of teachers. However, the health check-up facilities for the students were found inadequate. Most of the schools were not maintaining any health card record of the students. The maintenance of medical registers was also poor. Only 66 percent of the special schools in the state were providing free educational kits such as slate, pencil, and books. In many cases supply of books was irregular.

Among the total students of the special schools surveyed, about 20 percent belonged to the Scheduled Castes (SC) and 2 percent to the Scheduled Tribes (ST), about 5 percent were from the Other Backward Classes (OBC). About 30 percent of the students could not describe their social categories. For the sake of justice and equity it would be better if much more attention could be given to the backward classes. No discrimination was noticed in providing deliverables to the students of the NCLP.

A stipend of Rupees one hundred per month to each student of the NCLP was most important among the deliverables in the special schools. About 70 percent of the students in the state were aware of the provision for stipend. However, 56 percent of total sample schools reported providing stipends to the students. In South Dinajpur, all the students reported the receipts of such stipends. In Kolkata 40 percent of the total schools we visited could not offer stipend to the students. From our field survey we have observed that about 65 percent of the Scheduled Castes (SCs) and 55 percent of the Scheduled Tribes (STs) received stipends. Most of the schools, as it was observed, did not deposit the stipend in the bank every month. Delay in receipt of funds has actually hampered the timely disbursement of stipend to the students. Many schools used to give stipends to the students only after completion of three years of schooling at the special schools and before mainstreaming.

Almost all the schools were providing midday meals to the students. The norms are to give cooked nutritious midday meals. However, many schools we visited could not arrange such meal for the students. Bread, banana, eggs, sweets, rice, khichuri and soybeans were the common items in the menu for the mid day meal. This appeared true for most of the schools. Only about 17 percent of the schools in the urban areas could supply cooked food whereas in rural areas the share was near 34 percent. Only about 24 percent of the schools could appoint helpers to assist in cooking. About 36 percent of the NCLP sample schools were providing health check-up facilities. In urban areas the health checkup facilities appeared better. Only 26 percent were maintaining health cards for the students. The

provision to get free medicine was observed only in five percent of the cases.

The average attendance of the NCLP students, as the schools reported, was around 75 percent. The rate of attendance as it was observed after a sudden visit was around 60 percent. The general attendance rate in the rural areas was relatively better. The dropout rate for classes I to V in the formal schools in West Bengal, in general, was found to be high at around 40 percent. If we consider the STs and SCs, the dropout rates in West Bengal varied from 50 to 60 percent (GoWB, 2004; Ramachandran and Ramkumar, 2007). High dropout rate has become a big problem in the state. However, the number of dropouts from the NCLP schools appeared to be comparatively lower.

The working hours of most of the NCLP schools were five hours at daytime. The schools used to remain open for six days in a week. Sundays and gazetted holidays were the only holidays in the NCLP special schools. Long vacations were not permitted in general. Teaching and learning materials should be counted as important instruments towards development of educational attraction among the children. In West Bengal during the field survey it was found that all the special schools had blackboards, chalks and dusters. About 40 percent of the schools displayed posters describing the aims and curriculum. Almost 70 percent of the schools could not maintain any equipment for the vocational trainings. In rural areas the picture was more dismal. Only about 17 percent of the NCLP schools in the rural areas could maintain any vocational training materials. Most of the special schools were very irregular in getting educational kits such as slates, pencils, and books. About 70 percent of the students confirmed knowledge about stipends. Some schools were having school uniform. Most of the students reported that they liked their teachers and most of the teachers appeared to be affectionate to the students. In the absence of good supporting system at home it often became difficult for the students to do any homework.

Proper teachers training arrangements have to be arranged in order to improve the teaching quality. The trained teachers are expected to develop joyful teaching methods and improve school

attendance. Most of the implementing agents could not arrange such teachers' training for the NCLP educational and vocational instructors. In some cases the Project Societies could arrange short duration training for the instructors. Most of the teachers did not face any problem in managing the students. Home environment of the students often created some behavioral problems particularly among the urban students.

**The NCLP and the NGOs:** In most of the districts of West Bengal different NGOs played a leading role towards implementing the NCLP scheme. In Kolkata special schools were run by different NGOs. These NGOs could in reality, be a part of a big and popular NGO. They would work in different names with different objectives. Some NGOs such as the Tagore Society, the Indian Red Cross Society, and Ramkrishna Mission Society are found to be popular for their social services. Some small NGOs such as Paschim Banga Nari O Sishu Kalyan Sangha , Ananda Path Club, Dr. Iqbal School have also become popular. A section of the NGOs operates with a meager fund and often fails to deliver service following the norms. During the survey we could detect a few inactive and spurious NGOs also.

**The impact of the NCLP:** From the field survey in the State of West Bengal it was well understood that people at large have become aware of the evils of child labour and became conscious about the importance of education for the working children. The society realized that the special schools for the child workers could save the future human assets by developing creativity and knowledge among the students and thus could enhance the scope for future earning with dignity. Awareness has developed to put the working children in the schools. Mothers often showed a great interest in the educational programme of the NCLP. More awareness generation programme could be organized to motivate members of the community to block the creation of child labour<sup>3</sup> and promotion of education among the existing child workers. Moreover, the convergence activities to pool resources from other sources related to poverty alleviation programmes could be adapted properly. Linking the NCLP programme with self help group and National Rural Employment Guarantee Act (NREGA)

would be more effective and rewarding by providing some economic support to the parents /guardians who were often forced to send their young wards to work.

Mainstreaming through employment/self employment could be considered important in the context of effective rehabilitation of child labour. Poverty often plays a prime role towards compelling the parents to send their children to workplaces. So when the working children are withdrawn from work and put in special schools, the parents miss some income. It would be good if the parents could have some compensation .It is also expected that after the schooling at the special schools the students, when they would arrive at the working age, should at least get a priority if not automatic appointments to suitable jobs. The virtue of learning and vocational training would bound to become fruitless without an effective link between such education and some kind of remunerative jobs. The mainstreaming effort of the NCLP, in reality, has become ineffective and it demands more attention. During the field survey it was claimed that Kolkata NCLP could mainstream 900 boys and 745 girls during 2004-5, whereas South 24 Parganas could mainstream about 1056 students during the same period. Mursidabad claimed that it could mainstream about 4,000 students. Since the commencement of the NCLP in the districts, South 24 Parganas claimed to have mainstreamed about 80 percent of the total enrolled students. At Ramkrishna Mission Sishu Shramik Vidyalaya, Nimpith, South 24 Parganas, almost all the NCLP students could complete 12<sup>th</sup> standard or higher secondary level. It is, however, a striking exception and does not, in any way, reflect the general trend.

Different districts performed differently in terms of various parameters. In terms of the major four parameters, i.e., rate of enrollment, attendance, dropout, and mainstreaming, we observed that Dakshin Dinajpur scored better. South 24 Parganas also did well. However, the performances of the NCLP schools in Kolkata were relatively poor .The performances, as it was noted during the fieldwork, did not depend on geographical locations of the schools or type of managements. Rather, it depended on the quality of governance. One interesting finding of the field survey

was that the girl children, who otherwise could get little chance to get admitted in any formal school, could utilize the opportunities of the NCLP schools in a relatively better way.

The general level of awareness in the society regarding the evils of child labour and the importance of education for these working children appeared to be poor. The involvement at the community level has also been inadequate. Many community members themselves being illiterate and poor had little idea regarding steps to be taken to extract the best out of such opportunities. Still, some parents particularly the mothers showed keen interest in continuance of the special schools. Often the parents put proposals for upgradation of the NCLP schools upto class X. The parents also have shown their eagerness in including computer training and English in the course curricula. They also have expressed their views in favour of market oriented vocational trainings and the infrastructural improvements in the NCLP schools. In most cases, the parents from the ST community appeared less vocal about the shortcomings of such schools. But in almost all cases the students and parents expressed their satisfaction with the services of the school instructors. The schools teachers became popular in the community. But the contributions of the NCLP Society Members in running the schools were not clear to most of the community members, parents and the students. Greater involvements of the stakeholders like government officials, implementing agencies, community members and parents or guardians of the working children could lead to further improvements in the functioning of the NCLP.

The mission of NCLP could achieve success if a widespread movement could be organized in the child labour endemic localities and the people and political parties take further care to eradicate child labour and give more attention to the education for the working children. So far the benefits of the NCLP, whatever may be the levels of achievement, could reach only around three to five percent of the child workers of the state. The children who are missing from both the workplaces and educational institutions exist in vast numbers. They are the potential child labourers and they need to be identified through the NCLP or other mass literacy

schemes. A holistic approach based on coordination from the different stakeholders is necessary to solve the complex problem of child labour along with engaging them in a proper educational system. A separate cell within the Ministry of Labour could be formed to deal with the issues related to child labour and the NCLP.

### III

#### **Concluding Observations**

Many studies have emphasized that poverty of families is the most dominant cause of generation of child labourers (Basu, 1999; Bose, 2003; Swaminathan, 2007). According to the Planning Commission (2007) 'poverty and illiteracy are the prime reasons for a child labour', so a combined and coordinated effort of the various departments would help to mitigate the problem (Planning Commission, 2007:29). It was suggested to provide income-generating opportunities to the parents of those child workers. The Commission thinks that the income opportunities would enable the parents to send their children to school rather than work. So, general development programmes for the benefit of the families of the child labour would help to reduce the problem of generation of child labour in the family. Without a good convergence with the Education Department it would not be possible to implement the programme successfully through the NCLP. Extensive awareness generation programmes are also necessary to make the society aware of the evils of child labour. Effective rehabilitation measures for the child labour along with strong enforcement mechanisms of Child Labour Laws could only stop entry of child labour into the workforce. The Planning Commission (2007) also suggested that a strong Monitoring Committee or Task force both at the State and Central levels could carry out the objectives of the NCLP. The Monitoring Cell could track and control the relapse of the problems and monitor the curricula to extend marketable and employable skills to the working children. An extensive training in various trades and manufacturing could help to get suitable jobs and placements. A strong convergence mechanism with other ministries and department such as Ministry of Education, Ministry of Rural

Development, Ministry of Social and Tribal Welfare, Women and Child Development, Ministry of Health and Family Welfare, Ministry of Social Justice and Empowerment etc. along with the schemes of Poverty Alleviation for supplementing resources to the poor families has been emphasized again and again to overcome the menace of child labour and illiteracy.

The Government of West Bengal in 2008 has taken several steps to spread universalize elementary education and strengthen both the formal and informal education system. The Mass Education Extension Department has undertaken various programmes to provide social security and education to the destitute. Seventeen districts have started implementing Continuing Education Programme (CEP), which was formulated by the National Literacy Mission Authority. The project for Eradication of Residual Illiteracy (PRI) has also started in several districts. The Government has also thought of a scheme for the children within the age group of 9-14 years, who are still uncovered by any literacy scheme and stay outside any regular school. The National Literacy Mission has also given emphasis on Scheduled Castes (SC) and Scheduled Tribes (ST), Minorities and Rural Women for extension of literacy through different projects. The NGOs could be involved to implement such projects. So far about eighteen strategies have been adopted by the State Government to ensure universalisation of school education from the primary level. Most important among those strategies are as follows: (1) ensuring right to education, (2) universal access, (3) ensuring universalisation of elementary education and secondary education for all age groups of children, (4) reducing dropout rates, (5) increasing the number of primary schools and teachers particularly lady teachers and (6) improving the school infrastructure. In addition to those steps the objectives of Sarva Siksha Abhiyan under Paschim Banga Sarva Shiksha Mission, as proposed, are: (1) all children within the age 5-13 not enrolled in any school/ alternative system should be enrolled. New primary schools should be setup in the remote areas so that 7 lakh non-school going or dropout student could be enrolled, (2) with an effort to reduce the number of out of schoolchildren and to increase enrollment new

classrooms need to be constructed and Para teachers should be appointed (GoWB, 2008:224-227).

The Labour Department of West Bengal has also proposed that one school under the NCLP in each district of West Bengal should be converted into a residential school. Here, all types of child workers who are poor, orphan, destitute and repatriated should be rehabilitated with the aim to provide education and useful vocational training along with shelter, food, clothing, medical care and recreation. For the maintenance of such scheme the state government has proposed to extend financial assistance of Rupees five hundred per month per child to all such residential students. The programme, as it has been proposed, would be implemented through registered voluntary organizations under the control of the District Magistrate and Chairman of the District Child Labour Project Society (GoWBL, 2008:81-85).

As it has been observed, children seldom remain out of school for one single reason. A combination of causes often operates in keeping the children away from schools. The reasons are many. Roadblocks in terms of equal rights to access, absence of school in the habitation/village, distance to school, geographical barriers, inadequate school infrastructure, lack of basic facilities, communication problems with teachers and students due to differences of languages, mode of behaviour, child unfriendly pedagogy, poor quality of education, punishments, shortage of teachers, absenteeism of instructors, unattractive syllabus etc., inadequate female teachers for girl children, early marriage, are some such causes. There are several strong economic reasons behind the cause of children not attending the basic schools. Those are income or expenditure poverty, deprivation from food security, illness, sibling care responsibility, high cost of education, hidden cost of education in the form of requirements for dresses and exercise books, pens, etc., (PROBE, 1999; Dre'ze and Sen, 2002; Pratiche Trust, 2002, 2004; Reddy, 2005; Zachariah, 2005). However, the basic reasons for the generation of child labourers and their illiteracy are poverty and economic distortions. Any quick solution like banning child labour might cause further misery (Desai, 2008). The National Commission for Protection of Child Rights

(NCPCR), which has been set up recently, could further strengthen the legal policy framework for prevention of child labour and promotion of child rights including education.

To save the future human capital and educate it properly we need to rescue the working children and put them into proper schools. This could happen only through our coordinated and sincere efforts and through exploring all the possible avenues taking into consideration the ground situation of our land. The results of the evaluation studies could be a strong instrument to overcome the existing problems. The elimination of child labour from the country and provisions of education and proper rehabilitation of the existing child labour should be a national pledge.

#### Notes :

1. In economics, the relation between education and growth is explained by Schultz (1963). Dreze and Sen (2002) referred to the different roles of education towards development and freedom. Nussbaum (2008) emphasized the role of education in the context of the creation of a decent world culture of democracy, dignity and equality in opposition to an environment of greedy obtuseness and docility arising out of the present culture of profitability and market economy. To study the educational scenario in India and West Bengal see Govinda (ed.),2002, Pratiche (India) Trust,2002,2004; Institute of Development Studies and Pratiche Trust, 2006 ;National University of Educational Planning and Administration (NUEPA),2007; Ramchandran and Ramkumar, 2005; Tilak,2006; Tilak and Panchamukhi,2001.
2. In West Bengal, out of the total population of about 8.02 crore in 2001 about 33 percent belong to the child age group (i.e., age between 0 and 14 years). Again, about 24 percent of the total population in West Bengal is within the age group 05 to 14 years and 14 percent are within the age category 09 to 14 years. Among them about one fourth are illiterate. The literacy level among females in rural West Bengal is relatively worse. According to Census 2001 estimate, about 3.16 percent of the total child population (age 05-14 years) in West Bengal are child workers. About 44 percent of them are engaged in manufacturing and 35 percent in agricultural sector. If we consider the child labour engaged in non-agricultural sector

only, as agriculture is not considered a hazardous occupation, then the share of child labour engaged in hazardous occupation will be around 34 percent of the total non-agricultural workforce (see the Figures 1-3 in the Appendix). To study the nature and causes of child labour in India see Basu, 1998,1999,2002,2005;Bose, 2003,2006;Chansrasekhar, 1997; Cigno and Rosati, 2005; ILO, 2004, 2006; Reddy, 2007; Swaminathan, 2007; Weiner, Burra and Bajpei, 2006.

3. It has been observed that the Child Labour (Prohibition and Regulations) Act could hardly be implemented in the present socio-economic structure of the country. Mere legislation is also not enough to check the generation of child labour in the economy (Basu, 1999; 2005 and Desai, 2008). Table A5 in the Appendix shows how little could be achieved towards prosecuting and convicting the lawbreakers.

#### Acknowledgements :

The author is thankful to Arjun Sarthi Das and Lopamudra Ghosh for their academic assistance. The present study was undertaken with the financial support received from the Ministry of Labour and Employment, Government of India, through the V.V. Giri National Labour Institute, Noida, Uttar Pradesh, India. The author also acknowledges the help provided by the office of the Labour Commissioner, Government of West Bengal, and the office of the District Magistrates of different districts of West Bengal.

## Appendix

Table A 1

Schools under the National Child Labour Project (NCLP) in the districts of West Bengal, 2007-2008.

| S.N.  | Name of the districts    | Year of sanction | Year of operationalisation | Number of Schools sanctioned        | Number of Schools presently operational | Number of Student Enrolled   |                 |
|-------|--------------------------|------------------|----------------------------|-------------------------------------|---|--|-----------------|
|       |                          |                  |                            |                                     |   | Boys   | Girls           |
| 1     | Burdwan                  | 1995             | 1995                       | 47                                  | 46                                      | 1124   | 1140            |
| 2     | Uttar (North) Dinajpur   | 1995             | 1995                       | 40                                  | 40                                      | 902  | 1048            |
| 3     | Dakshin (South) Dinajpur | 1995             | 1995                       | 40                                  | 40                                      | 768  | 1210            |
| 4     | North 24 Parganas        | 1995             | 1995                       | 40                                  | 38 (40)\$                               | 958  | 942             |
| 5     | South 24 Parganas        | 1995             | 1996                       | 40                                  | 40                                      | 946  | 1049            |
| 6     | Paschim (West) Midnapore | 1995             | 1999                       | 39(46)\$                            | 36(46)\$                                | 830  | 958             |
| 7     | Murshidabad              | 1999             | 1999                       | 140                                 | 140                                     | 2779   | 4221            |
| 8     | Kolkata                  | 1999             | 2001                       | 40                                  | 40                                      | 934  | 1066            |
| 9     | Purba (East) Midnapore   | 2005             | 2006                       | 23                                  | 23                                      |  |                 |
| 10    | Birbhum                  | 2005             | 2005                       | 55                                  | 55                                      | NA   | NA              |
| 11    | Maldah                   | 2005             | 2005                       | 40                                  | 40                                      | 525  | 1475            |
| 12    | Purulia                  | 2005             | 2006                       | 90                                  | 48(90)*\$                               | 1298<br>(2,316)*   | 905<br>(2,184)* |
| 13    | Hooghly                  | 2005             | 2006                       | 32                                  | 32                                      | 818  | 782             |
| 14    | Kuchbihar                | 2006             | 2007                       | 19                                  | 19                                      | NA   | NA              |
| 15    | Bankura                  | 2006             | 2007                       | 62                                  | 47\$                                    | NA   | NA              |
| 16    | Nadia                    | 2006             | 2007                       | 100                                 | 13(14)*<br>(100\$)                      | 385<br>(1187)*   | 265<br>(813)*   |
| 17    | Howrah                   | 2006             | 2007                       | 40                                  | (16)\$                                  | NA   | NA              |
| 18    | Jaipalguri               | 2006             | 2007                       | 29(19\$)                            | (19)\$                                  | NA   | NA              |
| Total |                          |                  |                            | 868<br>(872)*<br>(916)**<br>(912)\$ | 649<br>(665)*<br>(630)**<br>(869)\$     | 32,337 (38,300)*<br>(23,434)**<br>(10,436 +12,998)**<br>(43,500)\$ |                 |

Source: Government of West Bengal , Department of Labour (GoWBL) 2007 b.

Notes: Break-up of male and female students was not available for each district from the Department of Labour, Government of West Bengal. Figures in brackets with single asterisk (\*), are the revised data as on December 2007. Figures with \$ marks are from Labour Commissioner, Government of West Bengal as on May 31, 2008. Figures with double asterisks (\*\*), are from the Ministry of Labour Government of India. The District of Darjeeling could not start the NCLP scheme till August 2008.

Table A2

Estimated Child labour in West Bengal vis a vis India, 1991-2001. (Units in nos.)

| Name of the State/Country | 1991 Census                            | 2001 Census                             | Percentage changes over the decade (Census 1991 to 2001) |
|---------------------------|--|---|--|
| <b>West Bengal</b>        | 7,11,691<br>(6.3 percent of the total) | 8,57,087<br>(6.77 percent of the total) | 20.4   |
| <b>India</b>              | 1,12,85,349<br>(100 Percent)           | 1,26,66,377<br>(100 percent)            | 12.8   |

Sources : Census of India,1991 and Census of India, 2001 and Planning Commission (2007).

Table A3 (i)

Work Participation Rates (UPSS) among Children by Age, Sex and Rural-Urban Location, 2004-05

| Location and Sex | Usual Principal and Subsidiary Status (UPSS) |        |       |           |        |       |
|------------------|--|--------|-------|-----------|--------|-------|
|                  | West Bengal                                  |        |       | All India |        |       |
| Age Gr.          | 5-9  | 10 -14 | 5 -14 | 5-9       | 10 -14 | 5 -14 |
| <b>Combined\</b> |  |        |       |           |        |       |
| Male             | 0.16   | 7.15   | 3.82  | 0.25      | 6.35   | 3.33  |
| Female           | 0.46   | 5.72   | 3.13  | 0.28      | 6.42   | 3.32  |
| <b>Total</b>     | 0.32   | 6.45   | 3.47  | 0.26      | 6.38   | 3.33  |
| <b>Rural</b>     |  |        |       |           |        |       |
| Male             | 0.10   | 6.69   | 3.49  | 0.26      | 6.80   | 3.54  |
| Female           | 0.14   | 5.47   | 2.81  | 0.27      | 7.42   | 3.73  |
| <b>Total</b>     | 0.12   | 6.09   | 3.15  | 0.27      | 7.09   | 3.63  |
| <b>Urban</b>     |  |        |       |           |        |       |
| Male             | 0.49   | 9.12   | 5.36  | 0.21      | 4.78   | 2.59  |
| Female           | 2.02   | 6.74   | 4.57  | 0.30      | 3.28   | 1.89  |
| <b>Total</b>     | 1.29   | 7.93   | 4.95  | 0.25      | 4.05   | 2.25  |

Source: Computed from the NSSO 61<sup>st</sup> Round (2004/05) unit level data

**Table A 3(ii)**

**Sectoral Distribution of Child Labour (UPSS) in State of West Bengal, 2004-05 (in percentage)**

| Location and Sex | Main Sectors at one digit of NIC |                |        |                |            |                     |             |                     |                    |
|------------------|----------------------------------|----------------|--------|----------------|------------|---------------------|-------------|---------------------|--------------------|
|                  | Agri.                            | Mining & quar. | Manuf. | Elec. Gas etc. | Cons- truc | Trade, Hotel & rest | Trans- port | Finan. Intern. etc. | All other services |
| Combined         |                                  |                |        |                |            |                     |             |                     |                    |
| Male             | 37.67                            | 0.00           | 35.23  | 0.00           | 5.95       | 17.43               | 2.16        | 1.46                | 0.11               |
| Female           | 30.79                            | 0.00           | 54.52  | 0.00           | 0.00       | 0.20                | 0.00        | 0.00                | 14.49              |
| Total            | 34.57                            | 0.00           | 43.93  | 0.00           | 3.27       | 9.66                | 1.19        | 0.80                | 6.59               |
| Rural            |                                  |                |        |                |            |                     |             |                     |                    |
| Male             | 49.20                            | 0.00           | 27.90  | 0.00           | 7.90       | 12.47               | 0.60        | 1.93                | 0.00               |
| Female           | 42.03                            | 0.00           | 49.83  | 0.00           | 0.00       | 0.22                | 0.00        | 0.00                | 7.91               |
| Total            | 46.02                            | 0.00           | 37.63  | 0.00           | 4.39       | 7.04                | 0.33        | 1.08                | 3.51               |
| Urban            |                                  |                |        |                |            |                     |             |                     |                    |
| Male             | 2.41                             | 0.00           | 57.64  | 0.00           | 0.00       | 32.59               | 6.93        | 0.00                | 0.43               |
| Female           | 0.00                             | 0.00           | 67.36  | 0.00           | 0.00       | 0.14                | 0.00        | 0.00                | 32.50              |
| Total            | 1.3                              | 0.0            | 62.2   | 0.0            | 0.0        | 17.3                | 3.7         | 0.0                 | 15.5               |

Source: Same as Table A3 (i)

**Table A4 (i)**

**Work Participation Rates (UPSS) among Children by Age Groups, Sex and Social Groups: India and West Bengal, 2004-2005.**

| Sex and Social Group | Usual Principal and Subsidiary Status (UPSS) |        |       |           |        |       |
|----------------------|--|--------|-------|-----------|--------|-------|
|                      | West Bengal                                  |        |       | All India |        |       |
|                      | 5-9  | 10 -14 | 5 -14 | 5-9       | 10 -14 | 5 -14 |
| <b>ST/ Age Gr.</b>   |  |        |       |           |        |       |
| Male                 | 0.00   | 7.92   | 3.77  | 0.61      | 10.79  | 5.38  |
| Female               | 0.00   | 7.55   | 3.38  | 0.34      | 5.01   | 2.67  |
| Total                | 0.00   | 7.80   | 3.63  | 0.45      | 7.31   | 3.79  |
| <b>SC</b>            |  |        |       |           |        |       |
| Male                 | 0.00   | 4.37   | 2.37  | 0.30      | 7.10   | 3.70  |
| Female               | 0.00   | 3.76   | 1.98  | 0.13      | 3.18   | 1.73  |
| Total                | 0.00   | 4.14   | 2.21  | 0.22      | 5.26   | 2.80  |
| <b>OBC</b>           |  |        |       |           |        |       |
| Male                 | 0.30   | 4.80   | 2.71  | 0.22      | 5.84   | 3.08  |
| Female               | 0.00   | 2.09   | 1.05  | 0.13      | 4.40   | 2.57  |
| Total                | 0.18   | 3.76   | 2.05  | 0.19      | 5.21   | 2.87  |
| <b>Muslims</b>       |  |        |       |           |        |       |
| Male                 | 0.33   | 11.34  | 5.86  | 0.27      | 8.37   | 4.28  |
| Female               | 1.27   | 5.88   | 3.59  | 0.53      | 4.60   | 2.57  |
| <b>Total</b>         | 0.81   | 8.54   | 4.70  | 0.40      | 6.58   | 3.47  |

Source: Same as Table A3 (i)



**Table A4 (ii)**

**Sect oral Distribution of Child Labour (UPSS) in of West Bengal by Social Groups 2004-05 (in percentage)**

| Social Group and Sex | Main Sectors at one digit of NIC |                |        |                |            |                     |             |                       |                    |
|----------------------|----------------------------------|----------------|--------|----------------|------------|---------------------|-------------|-----------------------|--------------------|
|                      | Agri.                            | Mining & quar. | Manuf. | Elec. Gas etc. | Cons- truc | Trade, Hotel & rest | Trans- port | Finan. Inter- m. etc. | All other services |
| ST                   |                                  |                |        |                |            |                     |             |                       |                    |
| Male                 | 52.1                             | 0.0            | 21.1   | 0.0            | 0.0        | 26.8                | 0.0         | 0.0                   | 0.0                |
| Female               | 92.0                             | 0.0            | 0.0    | 0.0            | 0.0        | 0.0                 | 0.0         | 0.0                   | 8.0                |
| Total                | 71.9                             | 0.0            | 10.6   | 0.0            | 0.0        | 13.5                | 0.0         | 0.0                   | 4.0                |
| SC                   |                                  |                |        |                |            |                     |             |                       |                    |
| Male                 | 40.2                             | 0.0            | 20.2   | 0.0            | 11.3       | 11.0                | 8.5         | 8.7                   | 0.0                |
| Female               | 52.0                             | 0.0            | 32.9   | 0.0            | 0.0        | 0.0                 | 0.0         | 0.0                   | 15.1               |
| Total                | 46.6                             | 0.0            | 27.0   | 0.0            | 5.2        | 5.1                 | 3.9         | 4.0                   | 8.1                |
| OBC                  |                                  |                |        |                |            |                     |             |                       |                    |
| Male                 | 48.7                             | 0.0            | 4.0    | 0.0            | 0.0        | 47.3                | 0.0         | 0.0                   | 0.0                |
| Female               | 0.0                              | 0.0            | 100.0  | 0.0            | 0.0        | 0.0                 | 0.0         | 0.0                   | 0.0                |
| Total                | 38.8                             | 0.0            | 23.6   | 0.0            | 0.0        | 37.7                | 0.0         | 0.0                   | 0.0                |
| Muslims              |                                  |                |        |                |            |                     |             |                       |                    |
| Male                 | 35.94                            | 0.00           | 47.31  | 0.00           | 7.36       | 9.02                | 0.37        | 0.00                  | 0.00               |
| Female               | 16.82                            | 0.00           | 69.50  | 0.00           | 0.00       | 0.30                | 0.00        | 0.00                  | 13.38              |
| Total                | 27.37                            | 0.00           | 57.25  | 0.00           | 4.07       | 5.11                | 0.20        | 0.00                  | 5.99               |

Source: Same as TableA3 (i)

**Table A5**

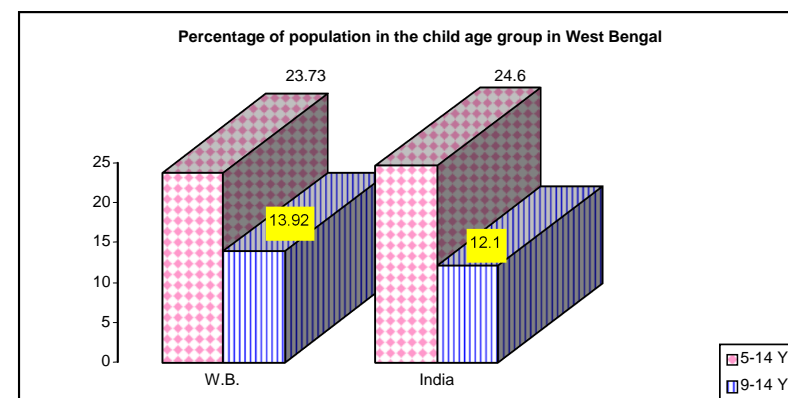
**Enforcement Status of Child Labour Laws in West Bengal, 2002-08**

| Year    | Name of the Act            | Number of             |                     |                      |             | No. of Cases |           |         |
|---------|----------------------------|-----------------------|---------------------|----------------------|-------------|--------------|-----------|---------|
|         |                            | Inspections conducted | Violations detected | Prosecution launched | Convictions | Dismissed    | Acquitted | Pending |
| 2002-03 | Child Labour               | 8067                  | 149                 | 05                   | Nil         | 148          | 17        | 41      |
| 2003-04 |                            | 5851                  | 94                  | Nil                  | Nil         | 102          | 4         | 33      |
| 2004-05 | Prohibition and Regulation | 6517                  | 96                  | Nil                  | Nil         | 93           | Nil       | 36      |
| 2005-06 |                            | 5000                  | 78                  | Nil                  | Nil         | 79           | Nil       | 35      |
| 2006-07 | Act-1986                   | 3722                  | 36                  | Nil                  | Nil         | 34           | Nil       | 39      |
| 2007-08 |                            | 2118 (95656)*         | 53 (4231)*          | 07 (79)*             | Nil (3)*    | NA           | NA        | 46      |

Source : GoWBL ( 2007a and 2008), *Labour in West Bengal*, various issues .

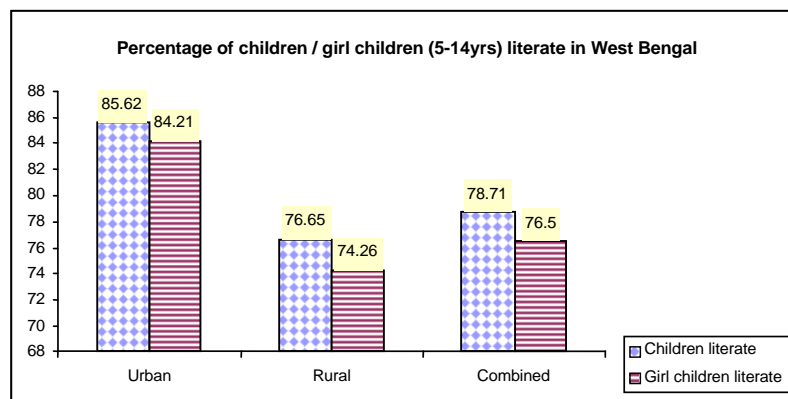
Note : \*The total figures as in May 2007 (From the Ministry of Labour and Employment, Government of India, 2007)

**Figure 1**



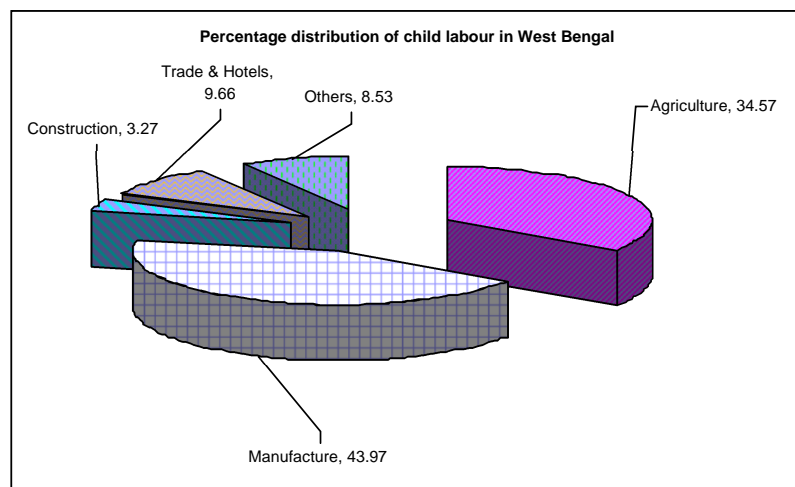
Source :Census of India 2001

**Figure 2**



Source : Same as Figure 1

**Figure 3**



Source: Based on NSSO 61st Round Report.

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