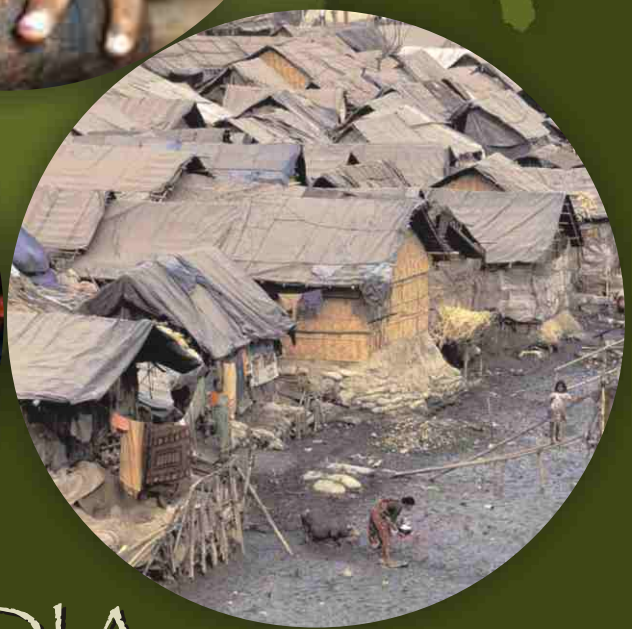
Review of Child Labour, Education and Poverty Agenda



INDIA
Country Report
2006

Review of Child Labour, Education and Poverty Agenda

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GLOBAL MARCH
Against Child Labour

ICCLE

ACRONYMS

Abbreviation	
APSE	Annual Per Student Expenditure
DIET	District Institute of Educational Training
DISE	District Information on School Education
DPEP	District Primary Education Project
DPIP	District Poverty Initiative Programme
EDI	Education Development Index
EFA	Education For All
FDIs	Foreign Direct Investments
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPI	Gender Parity Index
ILO	International Labour Organiation
IPEC	International Programme for Child Labour Elimination
MDG	Millennium Development Goal
MHRD	Ministry of Human Resource Development
MNCs	Multinational Companies
MPCE	Monthly Per Capita Expenditure
NCERT	National Council for Education Research and Training
NCLP	National Child Labour Project
NER	Net Enrolment Rate
NGOs	Non-Governmental Organisation
NIRD	National Institute of rural Development
NPE	National Policy on Education
NSSO	National Sample Survey Organisation
ODA	Official Development Assistance
PTR	Pupil Teacher Ration
SCR	Student Classroom Ratio
SERP	Society for Elimination of Rural Poverty
SSA	Sarva Shiksha Abhiyan
UN	United Nations
US	United States of America
UTs	Union Territories

FOREWORD

The Global March against Child Labour, since its inception has been thriving upon twin missions i.e. elimination of child labour and guaranteeing good quality free education for all children as two sides of the same coin. One cannot be achieved without the other. These too have to be addressed in the broader context of socio-economic justice or poverty. It was our endeavour to demolish the age-old myth that poverty causes and perpetuates child labour and illiteracy. The fact is the other way round. Illiteracy, child labour and poverty form a classic triangular 'chicken & egg' relation. Therefore coherence in policy, coordination amongst institutions and convergence in programs is necessary for attaining sustainable development and justice.

It would be an over simplification, albeit romantic and even radical to propagate that opening of schools alone can solve such complex problems of poverty and child labour including slavery and trafficking. In the same manner those who only believe in economic growth and enforcement of legislation, are incomplete in their approach. As a people's movement Global March has been campaigning and lobbying at all levels to build a consensus on Triangular Paradigm of poverty alleviation, eradication of child labour and education for all. Though child labour does not figure in the much talked about Millennium Development Goals or the Dakar Framework of Action, half of these goals cannot be realized without paying heed to these inter-linkages and coherence.

The activism and advocacy work has to be substantiated with academic and scientific research and studies, not only for us to understand the complexities of these issues but to influence the stereotyped thinking of the planners and policy makers. The two present case studies on India and Bangladesh is a small step towards that direction.

India has already missed the targets of gender parity and covering all children aged 6-14 years in schools by year 2005. The report informs that the children aged 6-14 were not attending any educational institutions in India, which were higher than the education department's estimates of 25 million. It is shameful that the magnitude of child labour has increased from 11.59 million in 1991 to 12.66 million in 2001 (Census 2001). It requires an urgent multi-pronged approach and determined efforts on part of all, including governments, ministries, other implementing agencies, political parties and civil society to end the scourge of child labour.

It is my wish and hope that this will prove to be a starting point for further studies at international, national and regional levels and the outcome could help in shaping inter-governmental, governmental and non-governmental policies. I congratulate the team of researchers comprising of Dr. Sudhanshu Joshi, Dr. Bupinder Zutshi and Mr. Alok Vajpeyi on the splendid work done.

Kailash Satyarthi
Chairperson
Global March Against Child Labour

PREFACE AND ACKNOWLEDGEMENT

The three key processes affecting the future of the world, in particular our children are elimination of child labour, Education for All and poverty alleviation. A multi-dimensional approach consisting of awareness building and consciousness raising, community participation, alternative and viable social and economic rehabilitation, enforcement of national and international legal instruments in relation to children and other similar plans, is needed for linking the elimination of child labour with overall poverty alleviation and education strategies. Thus it is imperative that there is a synergy in policy planning and programmes that address these three vital issues that affect the lives of millions of children for a sustainable development.

The present study aims to identify and critically examine the current programmes, action plans and interventions of government of India, United Nations and other international donor agencies, NGOs and civil society organizations towards child labour elimination and achieving Education for All goals in India. It also evaluates the actual implementation results for addressing the issues of child labour, education and poverty alleviation. The focus of the study is to examine the results based on information collected from various government sources, UN and other international studies as well as through a field study in the representative sample areas across the country. An attempt has been made to identify gaps between the policy, programmes and actual implementation results in the field areas, in order to promote better cooperation and understanding between policy planners, children and advocacy groups working on children's behalf.

We acknowledge the financial support provided by NOVIB-Oxfam Netherlands and Bread for the World for sponsoring the study report.

A large number of institutions and individuals have extended guidance, support, encouragement and cooperation during the period of this research. We wish to acknowledge our sincere gratitude and thanks to the following institutions and individuals.

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- Mr. Anjani Kumar Singh (State Project Director- DPEP and SSA, Bihar), Ms. Neelam Soniwala (State Project Director- DPEP and SSA, Madhya Pradesh), Shri. K. Candramouli (State Project Director- DPEP and SSA, Andhra Pradesh), Dr. Satyanarayana (Additional State Project director- DPEP and SSA, Andhra Pradesh), A. Babji (SERP), Dr. Mondira Dutta (JNU), G.P. Wesley (Action for Child), Mr. Krishnamoorthy from ILO-Hyderabad, Mazher Hussain (COVA), Venkata Reddy from M.V. Foundation, K. Suman Chandra from NIRD, Moin Khan, Principal, DIET, Gaya District- Bihar, Mr. Jain, DPC, Raisen district, Neelam, APC, Rangareddi district, Ajay Singh and Vithal Rao from BBA and SACCS, several field based NGOs , teachers, children and parents of the children who were approached for field survey.

- Anish Kapoor, P.P. Tripathi, and Puspahas for conducting field work in the study area. Vijay Singh for design and graphics in the report. Ipshita Zutshi for helping in design of the report.

Sudhanshu Joshi **Bupinder Zutshi** **Alok Vajpeyi**

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EXECUTIVE SUMMARY

- India has already missed the gender parity target and target of covering all children aged 6-14 years in schools by 2005. Access, reach and gender parity deficit in schooling is observed, in the most populated states of Bihar, Uttar Padesh, Andhra Pradesh, Madhya Pradesh, Orissa, West Bengal and Rajasthan. Significantly these states also have concentration of 66 percent of poverty incidence rates (Planning Commission data)
- Sixty-five million children aged 6-14 years were not attending any educational institutions in India, (Census- 2001, released in 2005) which were much higher than the education department estimates of 25 million children (MHRD- 2002 data). This has made the entire claim of the education plans under the Sarva Shiksha Abhiyan (Education for All) out of sync with the reality. It is therefore important that the government brings out a new realistic road map addressing 65 million out of school children instead of the 25 million on which the road map was developed earlier.
- Even the official data has admitted that the magnitude of child labour has increased from 11.59 million in 1991 to 12.66 million in 2001 (Census 2001). However unofficial sources claim between 25 to 30 million child workers, as significant number of child workers in domestic and agriculture sector are not covered in the census. The government road map (under the Sarva Shiksha Abhiyan-plan of action/ National Child Labour Project/ INDUS Project) does not address effectively even these 12.66 million child labourer.
- According to the Planning Commission 260 million people (26% of population) still live below the poverty line in India. Eighty three percent of these poor people are concentrated in Uttar Pradesh, Bihar, Madhya Pradesh, West Bengal, Orissa, Andhra Pradesh, Rajasthan and Assam. Significantly 84 percent of Out-of-school children (6-11 years-NSSO 55th Round, 1999-2000) and 72 percent of child workers aged 5-14 years (Official Census data-2001) are also concentrated in these eight states. A close association (positive Correlation of 0.7325 and 0.4563) was found between Poverty incidence with percent out-of-school children and Percent child workers respectively among the states of India.
- Multivariate analysis with support from the empirical data depicts education deprivation of the child and parents, food deficit at home, unemployment status of any family member for more than 6 months and families with no or less land explained 87 percent of child labour presence.
- The empirical study reflected households with “Always food deficit at home” (proxy indicator for poverty) also recoded high proportion of child workers, out of school children and dropout rates from schools as compared to the households having “Break-Even or Surplus food at homes”.
- The response of the parents for sending children to work and “problems faced by parent if child stops work” again reinforces the poverty as one of the major cause for sending children to work. About 70% and 50% parental responses indicate that children are pushed to work in order to maintain income levels for sustenance and survival of the families, in the absence of appropriate wages for adults and seasonality of work respectively. This supports the assertion that poverty is the key reason for perpetuation of child labor. However on the other hand child labor is the primary cause of poverty, as it pushes children early to premature work thereby denying children the opportunity to acquire the education and skills they need to obtain decent work and incomes as adults. The links are mostly straightforward and tend to run both ways. Poverty and lack of education provision constitute the principal common grounds. Even the latest ILO study reveals that children only earn 20 percent income of an adult earning, while cost-benefit analysis for educating a child works out seven times returns.
- The government policy on child labour elimination has very little synergy and coordination at the grassroots level with other welfare and poverty alleviation programmes. Moreover, the scale of coverage of both the NCLP and the INDUS-USDOL project and the magnitude of child labour are mismatch and it needs substantial scaling up.
- The prosecution and conviction rates in contravention of Child Labour Act-1986 were few, pointing out poor implementation of the Act, due to administrative lapses and lacunae in the Act.

- Infrastructure and quality input and output indicators were much below the minimum standards in majority of schools in India, especially in most populated states. The SSA experiment of recruiting para-teachers (teachers without adequate qualification and training) to save financial allocations for salaries and fill the gap of student/teacher ratio will affect quality component for EFA adversely.
- The education budget was 4.2% of the total GDP in 2003, which is still low in view of the expected norm of 6 percent of GDP. Public expenditure per annum per student was US$ 44, which works out as 8.5 percent of per capita GDP. This is lower than the average of 10-12 percent of per capita GDP among low-income countries.
- The SSA programme (Indian Action Plan for EFA) has stipulated 33 per cent grants for civil works across the country, which seems to be very low in the case of some states like; Bihar, Uttar Pradesh and Orissa, as the existing infrastructure in terms of buildings and classrooms are few. The new expected enrolments will increase student/ classroom ratio tremendously in these states.
- Improved access, infrastructure development, recruitment of lady teachers and availability of trained teachers are positively correlated with better NER, GPI, retention rates and attendance rates of students. Hence more investments needs in these aspects.
- Shortage of lady teachers has reflected in lower Gender Parity Enrolment Rates in the state of Bihar, Rajasthan, Uttar Pradesh and Madhya Pradesh.
- Lack of toilet facilities in schools, especially separate toilet services for girls have affected GPI rates, as states with lesser GPI rates also recorded less percent of schools with toilet facilities. The point was further reinforced through the field observations.
- On an average 20-25 percent aged 7-10 years were not attending schools and a large proportion of children aged 10-14 years drop-out of schools. The results strengthen the observation that due to awareness children get enrolled in the schools at ages 7 -10 years, but eventually they drop out of schools either due to poor education quality or due to pressure from parents to work and sustain family livelihoods. The empirical field survey results also depict high drop out rates in the ages between 10-14 years.
- Currently very little inputs are provided by the community in plan formulations and supervision. Thus community ownership of schools is not visible.

Recommendation

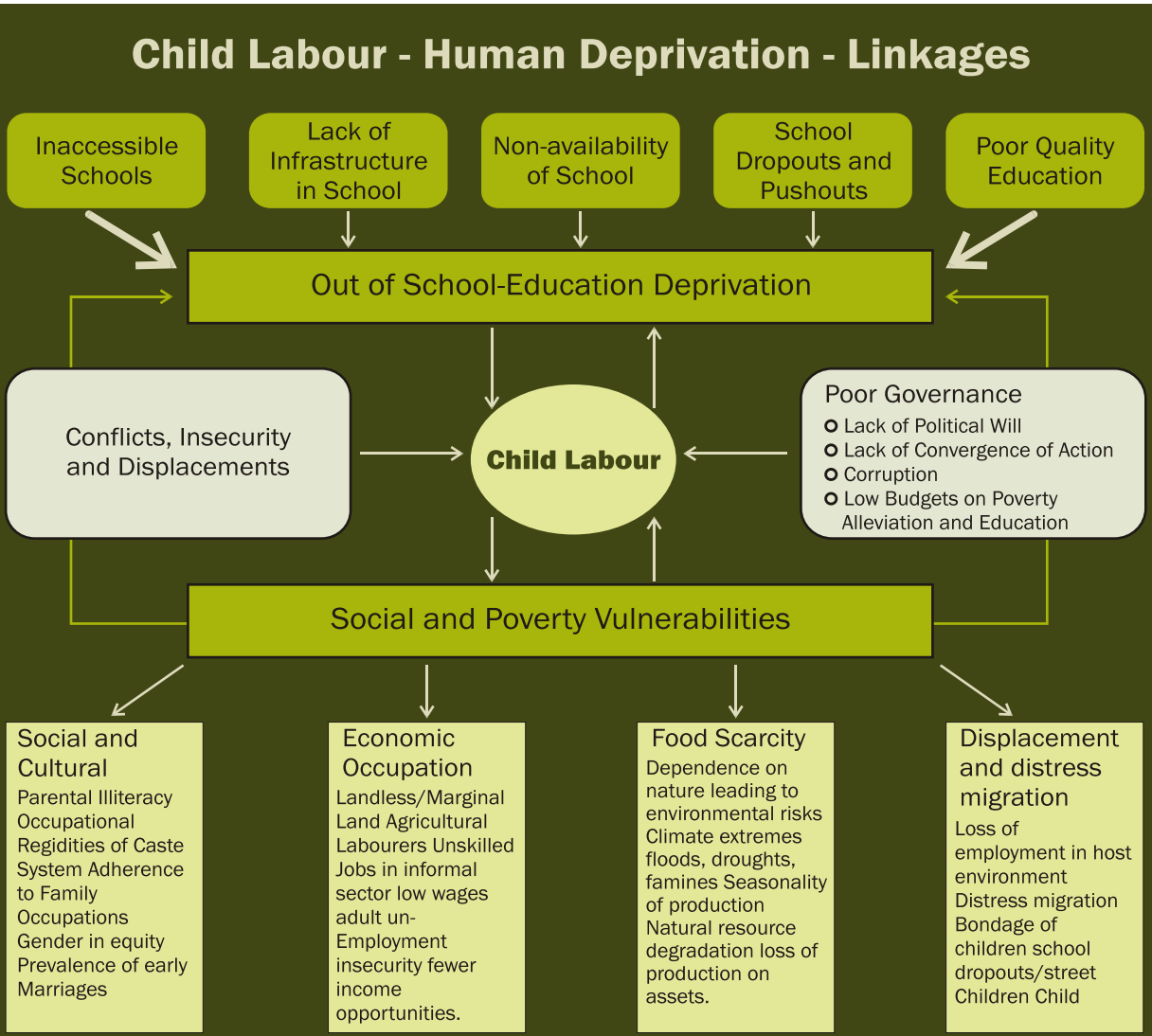
- MDGs and child labor are intimately linked. The links are mostly straightforward and tend to run both ways. Poverty and lack of education provision constitute the principal common grounds. Indeed, it is poverty associated with social injustice and social exclusion that is most closely related to child labor. The absence of child labor from the MDG framework is a regrettable omission that needs to be corrected with a sense of urgency if the intent is to achieve the MDGs.
- Scaling up of public investments, capacity building, domestic resource mobilization, and official development assistance to achieve EFA goals within the target period and identify more “fast track” countries for scale up of support.
- Incorporate multi-pronged approach by crafting effective synergy and coordination process between central and state governments departments towards child labour elimination efforts as the elimination of child labour requires multi pronged strategy of making schools accessible, providing quality education in schools, attacking food deficit scenario at home through poverty alleviation programmes and providing employment to adults.
- Ratify ILO Convention No. 138 concerning the Minimum Age for Admission to Employment, ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour.

SECTION I:

PRIMARY AND ELEMENTARY EDUCATION

Context and Introduction:

The issue of child labour cuts across policy boundaries and is cause and consequence of poverty, displacements, illiteracy and adult unemployment. Extreme forms of poverty play a crucial role in encouraging child labour. This implies that child labour cannot be addressed in isolation. Among factors contributing to child labour are rapid population growth, adult unemployment, bad working conditions, lack of minimum wages, exploitation of workers, low standard of living, low quality of education, lack of legal provisions and enforcement, low capacity of institutions, gender discrimination, conceptual thinking about childhood, etc. One or more of the above contribute to the large numbers of children working under exploitative or hazardous conditions; Several studies have recognized child labour connections with human deprivation- illiteracy, food insecurity, distress displacements, gender inequity, social and human under-development, conflict situation and insecurity and poor governance.



The Millennium Development Goals (MDG), drawn from the United Nations Millennium Declaration, was a seminal event in the history of the United Nations. It constituted an unprecedented promise by world leaders to address, as a single package of peace, security, development, human rights and fundamental freedoms. The world leaders agreed to a set of measurable, time-bound targets known as the Millennium Development Goals (MDG) to address crippling poverty and its devastating consequences on increasing child labour, education deprivation and overall human welfare. The MDG goals of poverty alleviation, universal education, gender equality and women empowerment are interlinked in a complex and cross sector relationships with child labour problem.

Universal Elementary Education: Progress Report:

Spurred on by the economic reforms since 1991, India has surged as a significant economic power in the global economy. Globalization and Structural Adjustment Programmes has given rise to a vibrant middle class populations mostly dwelling in towns and cities. A brand new generation of executives, businessmen and industrialists has begun to compete in the global market. Cell centers, information and communication technology (ICT) companies, business process outsourcing (BPO) firms, and premier educational institutions have not only begun to offer world-class services, but have also boosted up high rates of service exports. India seems to be surging ahead with policies of generating economic growth with a per capita GDP of US$ 515.[1] The maturing of democratic processes and political consensus among major political forces has given positive signal to multinational companies (MNCs) and created conducive condition for direct foreign investments (FDIs) which has helped in linking Indian economy with the global economy.

Unfortunately the India's unfolding economic success is not reaching to the poor. The agenda of attaining the MDG still remain elusive for the majority of developing and under-developed countries including India.[2] . With just 10 years to go to attain the MDG relating to poverty, universalization of education, gender parity empowerment and reducing child mortality rates, the projections derived from several studies indicate mixed results and India is likely to fall behind the targets in terms of majority of MDG goals related to social development.[3]

According to official (Planning Commission) figures, over 260 million people (26% population), still live below the country's poverty line.[4] Seventy five per cent of these were dwelling in rural areas. The newly legislated National Rural Employment Guarantee Act[5] , if implemented conscientiously, can bolster the effort to banish hunger-poverty to some extent. However the goal of universal education might seem a relatively straightforward goal but it has proven as difficult as any as it is linked with quality of education, elimination of child labour, poverty alleviation programmes, peace and security and above all good governance.

Progress Report on EFA in India:

- "It will be very difficult to meet the government's goal of having all children in India enrolled in primary schools and completing the full course of primary schooling by 2007. The goal of getting all children aged 6-14 years to complete eight years of schooling by 2010 would appear to be even more challenging".[6] (The World Bank Report-2004)
- Initiative had been "...isolated and weak" [7] , and "...there has never been a solid framework for action supporting the Initiative, nor has there been a focus for action. Additionally there were few negative consequences for not actively participating".[8] (E-9 Initiative)
- India ranked 100th, (EDI value 0.741), out of 121 countries rated in Education development Index. It has improved EDI value from 0.696 in 2005 to 0.741 in 2006, depicting marginal improvement during last one year.[9] It ranked 58th in total primary NER, 103rd in adult literacy rate, 103rd in gender related EFA index and 111th in survival rate to grade V. It projected that India will fail to meet the 2015 Dakar Framework target.[10] (UNESCO, EFA Monitoring Report 2006)
- India's rank was 8th in terms of complete basic education, 7th in terms of state action for EFA programmes, 6th in terms of quality inputs, 9th in terms of gender equity and 5th in terms of overall equity among the 14 developing countries from Asia Pacific.[11] (The Asian South Pacific Bureau of Adult Education and Global Campaign for Education Report- 2005)

Policy and programmes:

The Ministry of Human Resource Development Departments of primary and elementary education and literacy at the centre, and the Ministry of Education- Department of primary education at the state/ UTs level are responsible for elementary education. Major policies adopted were:

- National Policy of Education (NPE) in 1986: It envisaged, Universal access and enrolment, Universal retention of children up to 14 years of age, and Substantial improvement in the quality of education.
- Programme of Action (POA) for universal elementary education in 1990. It resulted in shifting education sector from state jurisdiction to concurrent jurisdiction, which paved the way for several centrally sponsored schemes (CSSs) with financial allocations from central government. Some of the CSSs in operation were Operation Blackboard [12], District Primary Education Programmes [13], Mid-day meal scheme/ National programme for nutritional support to primary education [14], Teachers education [15], Kasturba Gandhi Balika Vidhalaya[16] and Janshala[17] programmes.
- Adoption of Free and Compulsory Education Bill under Article 21-A. The bill is in the drafting stage and is likely to be placed in the parliament for approval by the end of December 2005.
- The programmes and interventions for elementary education in the tenth plan are Sarva Shiksha Abhiyan (SSA), National Programme of Nutritional Support to Primary Education (NP-NSPE), Teacher Education Programme and Kasturba Gandhi Balika Vidyalaya (KGBV)

SARVA SHIKSHA ABHIYAN:

The SSA is centrally sponsored scheme for universal elementary education to achieve Dakar Education for All goals. Under the SSA, government of India is committed to provide financial allocation to the states/ UTs as per the approved district plans prepared after a thorough base line survey conducted for the identification of out-of-school children. A total of US$ 3500 million have been stipulated for the SSA project, with contribution from central government, international agencies and state/UTs governments (Fig 1)[18]. The funds have been stipulated under different heads to cover all major components of SSA (Fig 2). The assistance under the programme of Sarva Shiksha Abhiyan is on an 85:15 sharing arrangement between the Central Government and the State Government during the Ninth Plan (1997-2002), at 75:25 during the Tenth Plan (2002-07), and at 50:50 thereafter[19]. In addition the states and UTs will continue to provide financial allocations under the already existing state budgets for elementary education.

Sarva Shiksha Abhiyan Goals

- All children in school, EGS / AIS School by 2003;
- All children to complete five years of primary schooling by 2007;
- All children complete eight years of schooling by 2010;
- Focus on elementary education of satisfactory quality with emphasis on education for life;
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010
- Universal retention by 2010

Fig. 1

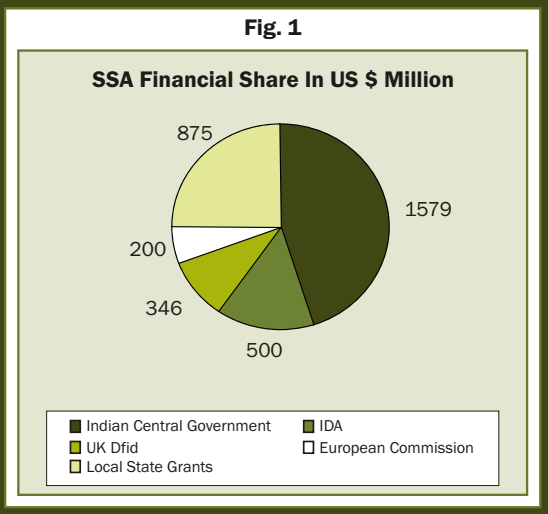
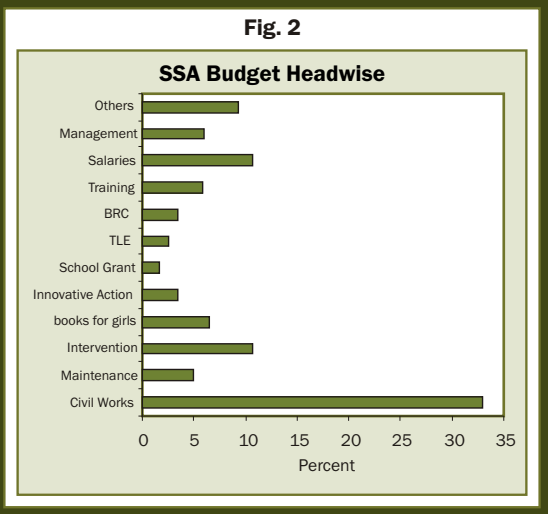


Fig. 2



SSA- Main Features and Broad Strategies

- SSA is Government of India programme launched in 2001 for achievement of (UEE) in a time bound manner in a mission mode. It covers 193 million children, 3.3 million teachers and nearly 1 million schools and Alternative Schools spread over 1.1 million habitations in 28 States and 7 Union Territories.
- SSA is an integrated, comprehensive scheme in partnership with State Governments, Local Self Governments, the community and the civil society. Its aim is to universalize elementary education by community ownership of the school system, active involvement of local self governments and grassroots level structures.
- It aims to provide useful and quality elementary education to all children in the 6 -14 age group by 2010 through existing primary and upper primary school structure supplemented by:
  a. National Programme for Education of Girls at Elementary Level (NPEGEL): The programmes are for educationally backward blocks (currently 2656 block). It envisages starting girl-child friendly schools for under privileged/ disadvantaged girls. It envisages free text books, uniform and other stationery for girls.
  b. Education Guarantee Scheme and Alternative Innovative Education (EGS & AIE) is specially designed for areas of school-less habitations and out-of-school children. The scheme supports flexible strategies through bridge courses, residential camps, drop-in centers, summer camps, remedial coaching, etc. with the aim of mainstreaming them in the primary/ elementary schools after the initial schooling in EGS/ AIS schooling.

Broad Strategies

- Institutional reforms in the states to improve efficiency of the delivery system
- Sustainable financing
- Community ownership of school based interventions through effective decentralization.
- Institutional capacity building for improvement in quality.
- Community based monitoring with full transparency in all aspects of implementation
- Community based approach to planning with habitation as a unit of planning.
- Special focus on girls, scheduled caste (SC) /scheduled tribes (ST) working children, urban deprived children, children with special needs, children in marginalized families and children in hardest to reach groups.
- Thrust on quality and making education relevant.
- Recognition of the critical role of the teacher and focus on the human resource development needs of teachers.
- Preparation of District Elementary Education Plans reflecting all governmental and non-governmental investments.

Elementary Education Structure:

The school education structure in India constitutes the primary stage (Class I-V), elementary/upper primary stage (Class VI-VIII) and high and higher secondary stage (Class IX-XII). A uniform structure of school education, based on minimum levels of learning curriculum, identified by the National Council of Education and Research Training (NCERT) at each class level, up to the 10+2 system has been adopted by all the States (29) and Union Territories (UTs 7) of India. Child aged 6 years in enrolled in class-I

Budgetary Allocations:

Public expenditures on education, both as a percentage of GDP and as a percentage of total government expenditure, have shown insignificant increase up to 1990s, as the states and Union Territories (UTs) were primarily responsible for education sector. However the implementation of centrally sponsored educational schemes after 1990 increased budgetary allocations for education sector to over 4 percent of total GDP in 2001-02 (Fig 3). This compares favorably with the low-income countries' average of 3 percent, although it falls short of India's own target of 6 percent by the end of Ninth plan. As a percentage of total government expenditure, education expenditure increased from about 8 percent to about 14.6 percent over this period; the latter is on the lower side of the range of public education spending of low-income countries. Average spending per student is about $44, or 8.5 percent of per capita GDP, which is lower than the average of 10-12 percent of per capita GDP among low-income countries. There is much variation across states. Regional variations exist in per student spending in India. It ranges from $27 in Madhya Pradesh and West Bengal to $179 in Goa. States which have high per student spending are Goa, Sikkim, Himachal Pradesh, Kerala, Mizoram and Arunachal Pradesh. Very low student expenditure was in West Bengal, Madhya Pradesh, Bihar, Karnataka, Orissa, and Andhra Pradesh.[20] All these states have high proportion of out-of-school children as well as high magnitude and proportion of child labour. (Fig 4).

Fig. 3

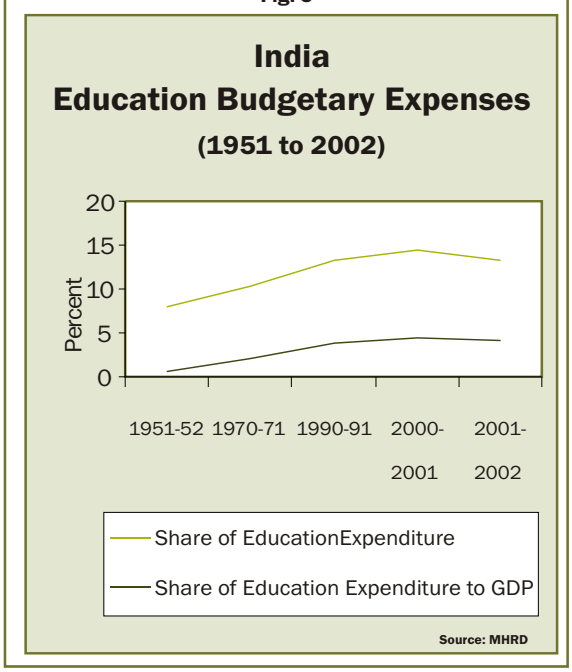
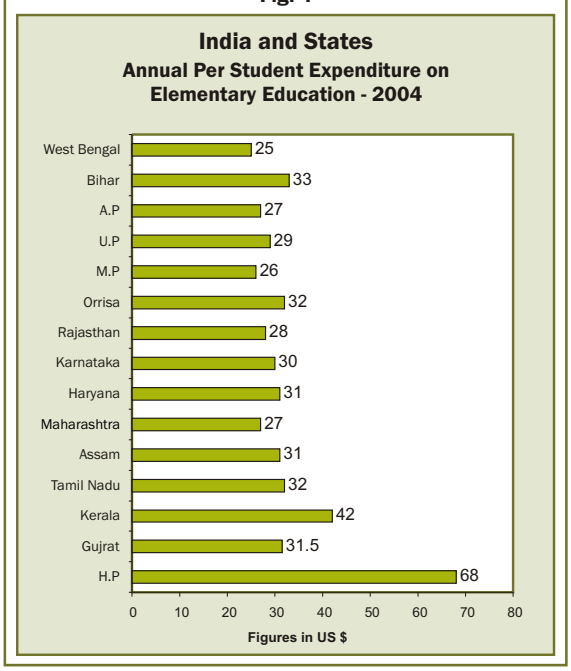


Fig. 4



Access, Reach and equity:

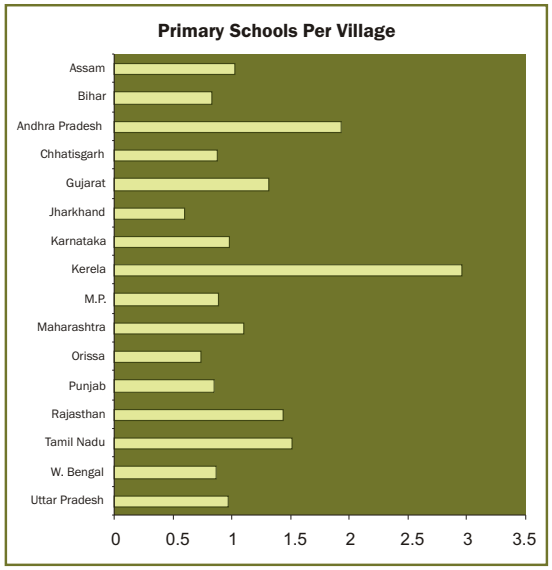
Between 1950-51 and 2003, the number of primary schools in India increased more than three-fold, from about 210,000 to a little over 664,040 schools and the number of upper primary schools has increased by almost 15 times from 13,600 to 219,626 schools. According to the District Information on School Education (DISE- 2004) there were 931,471 primary and upper primary schools in India. More than 95

percent population has access to primary education within a distance of one kms.[21], however several mountainous regions and tribal areas lack access to primary schools even within the distance of 2 to 3 kilometers.[22]

In spite of phenomenal increase in the number of primary and elementary schools a significant regional variation still exist in the access of school. The increase in number of schools is being outpaced by increase in the number of habitations and the school going child population. Average number of schools per village was 1.15, however school per village varied from 0.60 in case of Jharkhand to 2.88 for Tripura. The states with less than one primary school per village were in Uttar Pradesh, West Bengal, Punjab, Orissa, Madhya Pradesh, Karnataka, Himachal Pradesh, Haryana, Chattisgarh, Bihar and Uttranchal (Fig. 5)

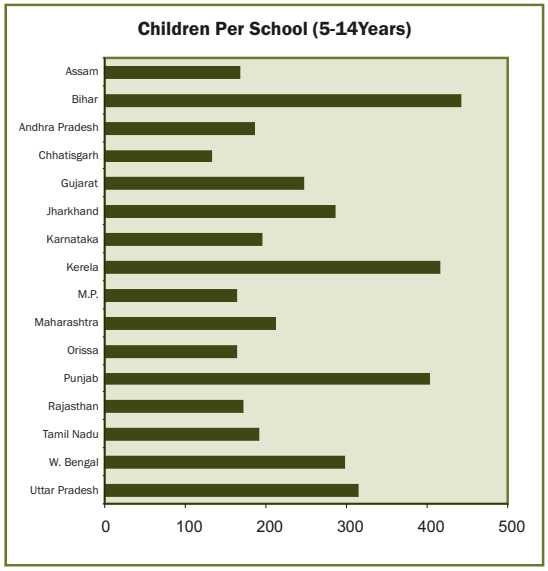
The child population threshold[23] (Available number of children, whether enrolled or out-of-school, aged 6-14 years) per primary and upper primary school was 242 for the country. Among the large states it was highest for Bihar (442), Uttar Pradesh (314), West Bengal (297), and Jharkhand (286). However Kerala and Haryana also recorded high child population threshold, but for different reasons [24] A significant proportion of children are still out-of-schools in the identified large states, hence the enrolment drive under the SSA will put more pressure on the existing schools in the states. Thus additional schools and classrooms need to be constructed in the deficit states to attain the target of the SSA and provide comfortable student/ classroom ratio in these states. (Fig 6). (Refer Table 1)

Fig. 5



Source: DISE-NIEPA 2004

Fig. 6



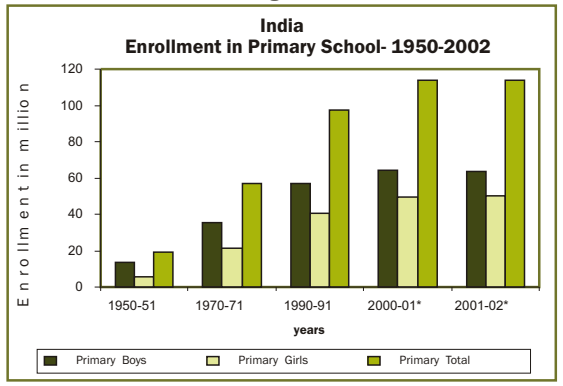
Source: DISE-NIEPA 2004

Enrollments:

Enrolment in primary level of education has increased six times from 19.2 million to 113.9 million during 1950-51 to 2001-2002. The increase in case of girl enrolment had been ten times from 5.4 million in 1950-51 to 52 million in 2002 (Fig 7 and 8). The DISE-2004 data indicates that 142 million children were enrolled in primary and upper primary schools throughout the country. [25]

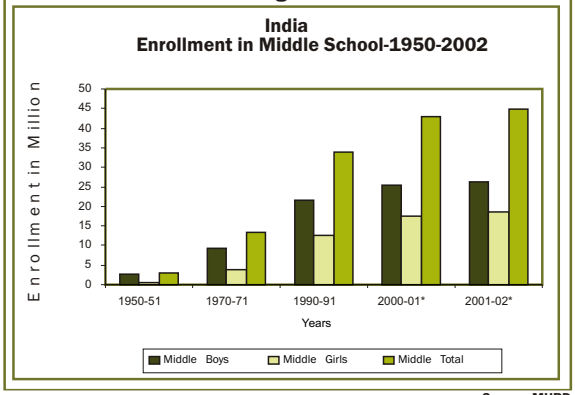
The Gross enrollment rate (GER)[26] in primary education was mere 43% in 1950-51 and it reached 96 percent in 2003-04. However GER in upper primary stage continues to be as low as 60%, thereby indicating lower retention rates and significant drop-out rates from class I to class VIII (Fig 9 and 10). Gross primary enrollment rates varied from a low of 65% in Uttar Pradesh to a high of 110 % for Chattisgarh in 2004. Thus there exists inequity in GER across the states especially in case of four major populated states of Bihar, Jharkhand, Uttar Pradesh and Rajasthan. Significantly these states also have high concentration of incidence of poverty (40 percent) and out of school children (39.7 percent).

Fig. 7



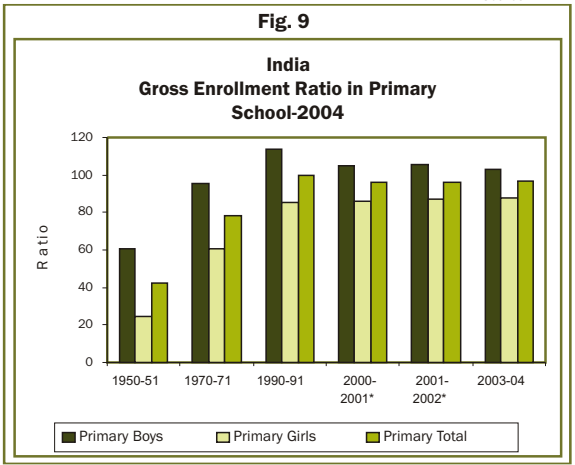
Source: MHRD

Fig. 8



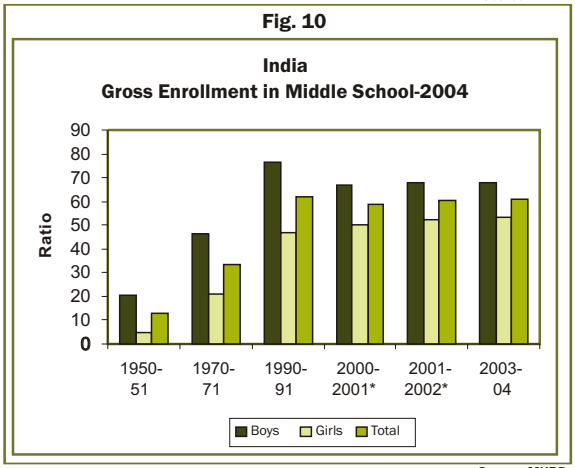
Source: MHRD

Fig. 9



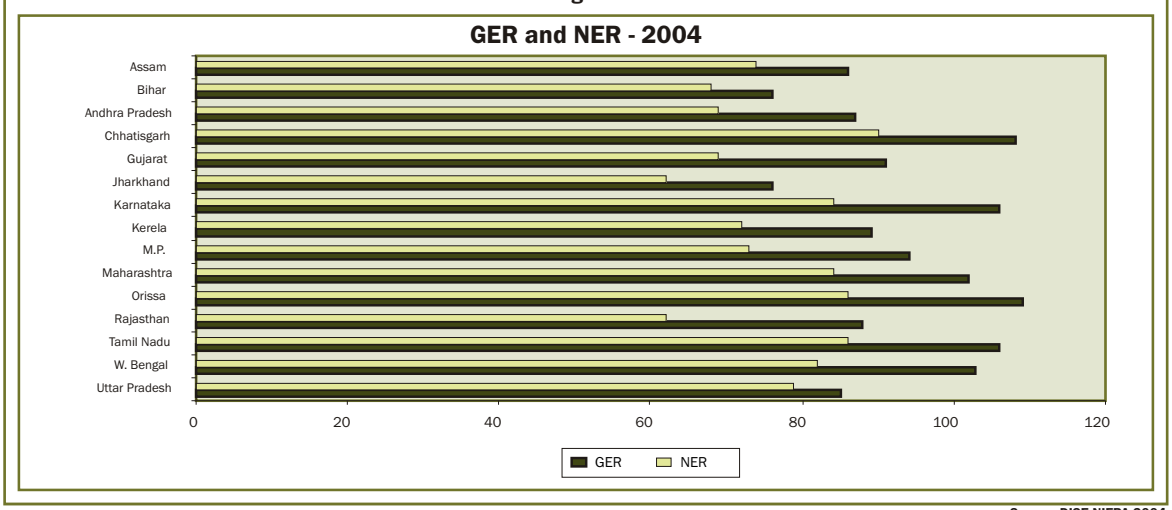
Source: MHRD

Fig. 10



Source: MHRD

Fig. 11



Source: DISE-NIEPA-2004

Net Enrollment Rate:

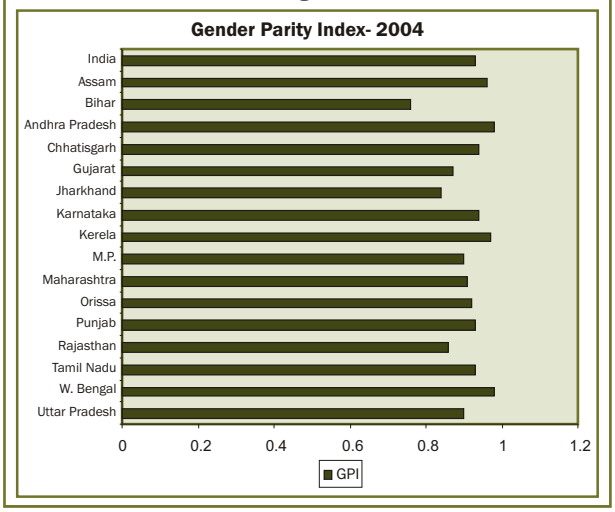
The Net enrollment rate data (NER) [27] available from the 55th round of the National Sample Survey Organization (NSSO) for the year 1999-2000 indicates that the NER at the primary stage for 6-11 years was 78% and there existed significant regional variation in the NER.[28] However the DISE-2004 data depicts NER of 73 per cent for primary level and 60 per cent in upper primary stage. The NER was low in case of most populated states of Bihar, Andhra Pradesh, Uttar Pradesh, Madhya Pradesh, Gujarat, Jharkhand and

Rajasthan. Thus in spite of the SSA in-operation since 2002, not much dent has been made to increase age appropriate child enrolments. The NER reflects a close association with the most poverty states and states with high child labour and out-of-school children as in case of Bihar, Uttar Pradesh, Madhya Pradesh, Andhra Pradesh and Jharkhand. (Fig 11)

Gender Parity Enrolment Index (GPI):

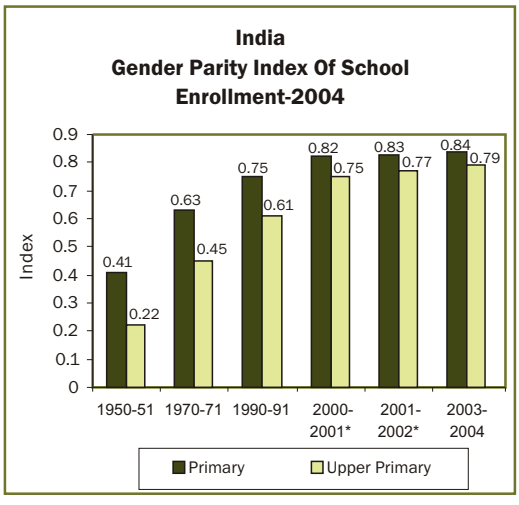
The overall gender parity enrolment index was 0.93 according to the DISE-2004 data. The data indicates that India has made impressive gains in reducing the male-female gap in the gross primary enrollment rate in the last fifty years. The gender gap in GER narrowed down between 1950 and 2004, as the GER for girls rose from 25% to 87 %, while it rose from 65% to 105% for boys.

Fig. 12



Source: DISE-NIEPA-2004

Fig. 13



Source: MHRD

However regional variation still persist as GPI is greatest in Bihar, Gujarat, Rajasthan, Uttar Pradesh and Madhya Pradesh, where the gross primary enrollment rate for females is about two-thirds or less than that for males. On the other hand, there is parity or near-parity between male and female gross primary enrollment rates in Punjab, Haryana, Sikkim and Kerala. (Fig 12 and 13) [29]

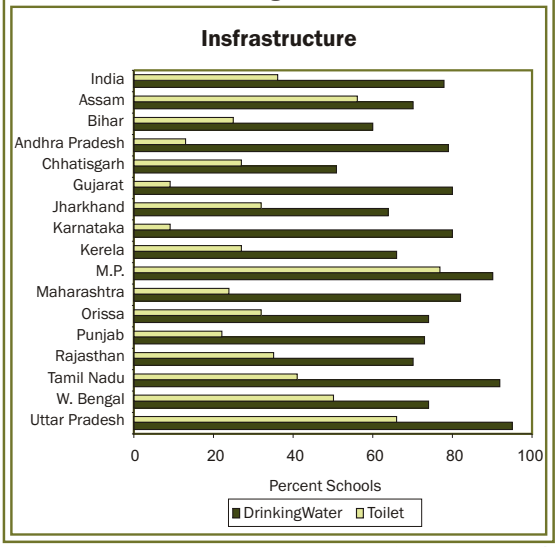
One of the factors affecting the GPI is the proportion of lady teachers in the schools, due to prevailing social and cultural consideration. The DISE-2004 data point out glaring gender gap, as percent lady teachers were very low in Bihar, Rajasthan, Madhya Pradesh, Uttar Pradesh, Jharkhand, west Bengal, Chattisgarh and Orissa and (17 to 31%). On the other hand states like Kerala and Tamil Nadu had high proportion of lady teachers (68-78%). States with lower GPI had also lower per cent of lady teachers. Shortage of lady teachers has reflected in lower Gender Parity Enrolment Rates in the state of Bihar, Rajasthan, Uttar Pradesh and Madhya Pradesh. This supports the requirement of recruiting lady teachers to improve the GPI.

One of the reasons stated for low GPI in Madhya Pradesh and Uttar Pradesh has been non-availability of schools near habitations, as parents don't want girls to walk longer distance and also they want lady teachers for cultural reasons. Although significant improvement has been made in GPI, yet it can be improved in the deficit states through provision of school access near habitations and recruitment of lady teachers.

Infrastructure:

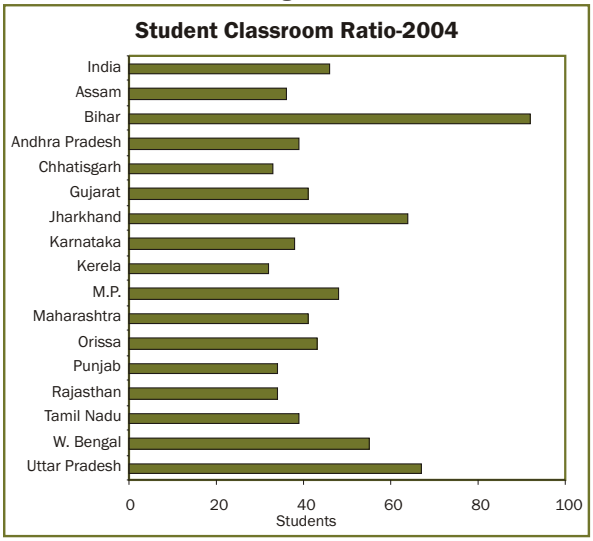
Inadequate infrastructure in schools has been major reason for lower enrolments and GPI. Due to initial heavy capital investment, majority of primary and elementary schools in India lack these basic

Fig. 14



Source: DISE-NIEPA-2004

Fig. 15



Source: DISE-NIEPA-2004

infrastructure facilities. In a survey conducted by Ministry of education in 1992, large proportion of primary schools in the country are devoid of permanent structures (40%), no structures (9%), black-boards (40%), drinking water (60%), library facility (70%), play grounds (53%), and toilets (89%).

A significant proportion of schools (35%) have only single teacher to teach three or four different classes. Many of these centers remain without any teacher for varying periods of time. Even teachers are sub-contracted for teaching work.[30] The PROBE study found that 31% primary school did not have any classrooms, while only 58% schools had two or more than two class rooms.[31] The DISE-2004 data also indicates infrastructure deficit in terms of student/ classroom ratio (SCR) and availability of schools with drinking water and toilet facilities (Fig 14 and 15).

Several studies have pointed out close association between non-availability of toilet facilities and lower GPI. The present study again reinforces the relationship as states with lower GPI also recorded lack of toilet facilities especially separate toilet facility for girls. The visits to the schools do point out some progress in the provision of infrastructure in the schools, especially after the operation of the SSA as provision of toilets and drinking water facilities has been given priority in the SSA project. Other basic infrastructure like furniture, teaching learning equipment and electricity facility is low or more or less absent in majority of schools especially in Bihar, Uttar Pradesh, Madhya Pradesh, Orissa and Rajasthan.

Quality of Education:

Providing basic primary quality education has been one of the major goals of Dakar Education for All declaration. The studies conducted by NCERT[32] , Aikara[33] and NCERT-2002, point out poor performance in learning achievements in mathematics, reading comprehension and environmental studies throughout the country. Some of the inputs required for improving the quality of education are weak especially, pupil/ teacher ratio and availability of trained teachers. The SSA programme has partly addressed this important component by strengthening the existing District Educational Training Centers (DIETs) and developing block and cluster resource centers. Specific budgetary allocations are provided for the training programmes and providing teaching-learning equipments and materials. However the recruitment of new qualified and trained teachers has taken a back seat and the SSA has opted for recruitment of para-teachers (to be trained in 10-15 days) in order to save huge budgetary allocations for salary of teachers. These para-teachers are paid paltry salaries (US$ 40-45 per month). Hence quality component is being compromised in the SSA.

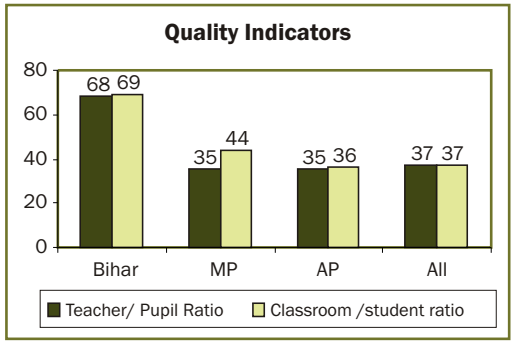
The pupil/ teacher ratio (PTR) remained constant at 43 from 1990 to 2002 due to lower recruitments and strong enrolment drive.[34] The TPR was high for Bihar, Uttar Pradesh, Jharkhand and West Bengal. The

Profile of a Para Teacher

Under the Sarva Shiksha Abhiyan- Plan of Action, states have been asked to recruit one para-teacher for every 40 new students enrolled in schools. These teachers are also referred as community volunteers, who would volunteer to teach the children at a most modest monthly remuneration of (US$ 35 to 40 per month). Minimum qualification of these para-teachers is fixed as 10th pass. Specific priority is given for scheduled caste/ scheduled tribe and backward classes populations for recruitments. The para-teachers are recruited either by Panchyats (who have very little education experience) or by education department at the block level. After recruitments these para-teachers are given short course training of 10-15 days in the respective block/ cluster resource centers. The training covers basic attitudes required for engaging children in classes, however knowledge of providing specialized approach for learning basic required competencies are not provided through this training.

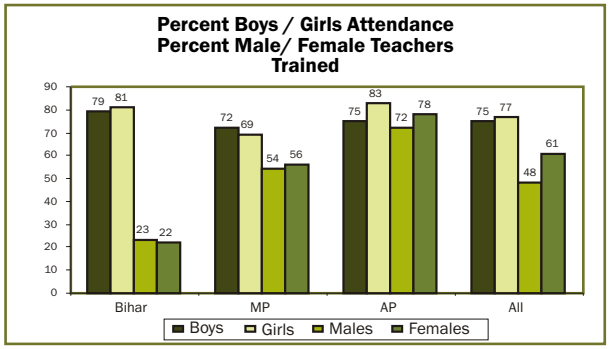
proportion of trained teacher also depicts strong regional imbalances. This depicts that low premium being attached to quality of education by the government which encourages parents not to send their children to schools and instead send them for work. North east states, Madhya Pradesh, Orissa, Bihar and Uttar Pradesh had lesser trained teachers, while the southern states of Tamil Nadu, Karnataka, Kerala and Andhra Pradesh have high proportion of trained teachers.

Fig 16 (Based On Sample Survey)



Source: Sample Survey 2005

Fig 17 (Based On Sample Survey)

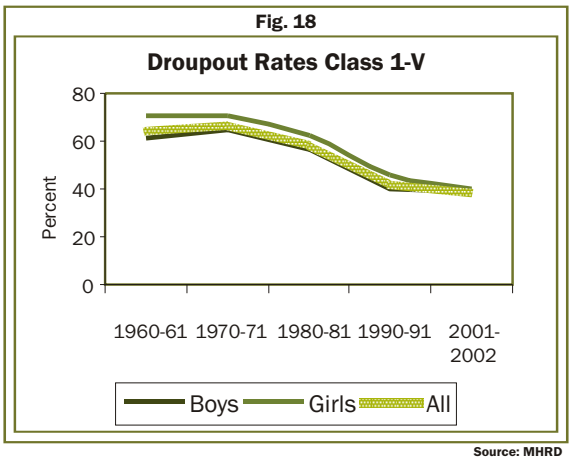


Source: Sample Survey 2005

Dropout Rates:

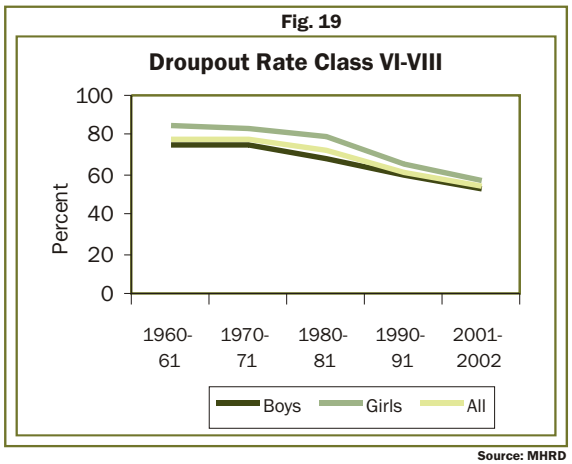
One of the major fallout of poor quality of education and extreme poverty of families is higher push-out/drop-out rates. The dropout rates[35] estimated by government sources depict some improvement but it still needs to be improved substantially. The drop out rates has decreased from 64.9% in 1960-61 to 39.0% in 2001-2002 in primary classes while it has decreased from 78.3% to 54.6% during 2001-2002 in the upper primary stage (fig 18 and 19). The dropout rates from class I-V, observed from the sample survey indicates some improvement, as the dropout rates for the cohort selected in the survey was 22% for girls and 20% for boys in the three selected states. Andhra Pradesh recorded higher dropout rates for girls (25%), while boys drop out rate was high for Bihar and Madhya Pradesh (23% and 21% respectively). The empirical study conducted in the three states depicts very high dropout rates among households with "Always deficit food "at home. The poverty and distress displacements encourage parents to withdraw children from schools and enter them in work. Hence human resource developments take a back seat, thereby perpetuating poverty and generating child labour.

Fig. 18



Source: MHRD

Fig. 19

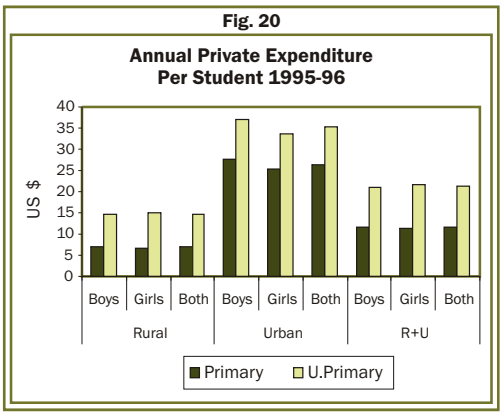


Source: MHRD

Private Expenditure:

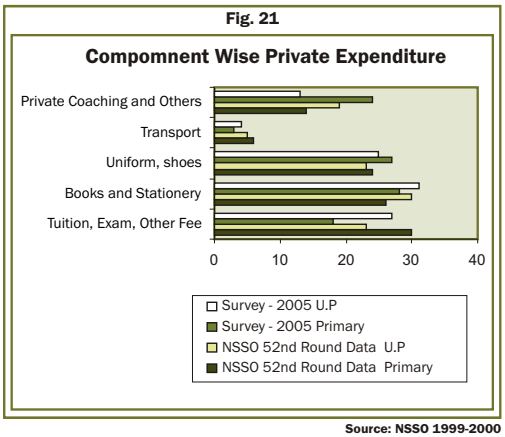
Contrary to the belief that primary education is free in India, the NSSO 52nd round in 1995-96, indicates an annual per student expenditure (APSE) of Rs. 501 (US$ 12) for primary level and Rs. 915 (US$ 21) for upper primary level.[36] A significant rural urban variations were observed in the per student expenditure both at primary and upper primary levels. In the case of rural areas, the APSE was Rs. 297 (US$ 7) for primary level and Rs. 640 (US$ 15) for upper primary level, while in the case of urban areas the APSE was Rs. 1142 (US$ 27) for primary level and Rs. 1529 (US$ 36) for upper primary level. The gender gap in the APSE was slightly in favour of boys as compared to girls the fractile distribution of APSE further suggests inequity among different strata of income groups. The APSE for lowest 20% fractile was as low as Rs 197 (US$ 5) for primary level, while it was Rs. 1150 (US$ 27) for top 20 percent fractile at primary level. At Upper primary level the APSE for lower 20% fractile was Rs 426 (US$ 10), while it was Rs. 1547 (US$ 36) for upper 20% fractile. Thus in addition to lower APSE, the in equity also existed among rural/ urban as well as among different strata of income groups. The component wise expenditure depicts that 30% is paid in terms of admission fee, tuition fee and exam fee, 26% is spent on books and stationery, 24% on uniform and shoes and 14 % on private couching. The data from the field survey also reflected similar proportion of expenses under various heads, however proportion spent on private coaching was much higher, thereby suggesting that parents have started paying attention for improving quality education.

Fig. 20



Source: NSSO 1999-2000

Fig. 21



Source: NSSO 1999-2000

Correlation Analysis:

A correlation matrix of the selected indicators was worked out to measure the level of association among the selected indicators in the states and UTs of India, based on the DISE-2004 data.[37] The results of the correlation matrix suggests improved access(number of schools per village), infrastructure development (per cent schools with toilet facilities), recruitment of lady teachers and percent teachers trained are correlated with better NER, GPI, high retention rates and attendance rates of students. Thus enrolment and quality of schools can be improved by increasing the access and reach of schools and by improving infrastructure in schools. (Refer Table 2)

SECTION II:

CHILD LABOUR

Magnitude:

There are varying estimates of working children magnitude in India due to differing concepts and methods of estimation.[38] The Census of India-1991 recorded 11.20 million working children, while the Census-2001 has recorded 12.66 million working children in the ages of 5-14 years (Fig. 22). Ninety percent of the children workers were from rural areas. The proportion of working children to the child population aged 5-14 years, registered a marginal decline from 5.4 percent to 5 per cent during 1991-2001.

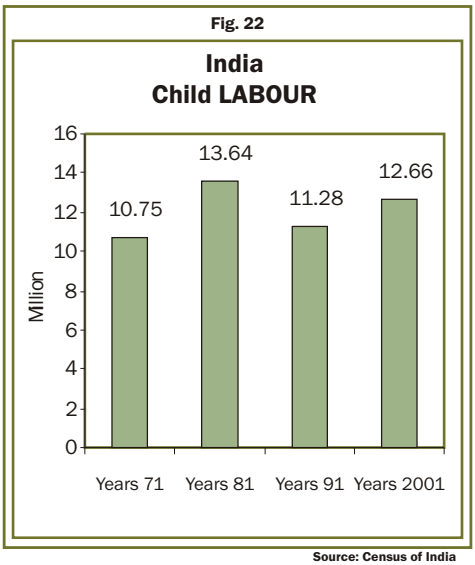
The increase in the magnitude of child labour during 1991-2001 was in spite of tremendous efforts by government, United Nations and other international agencies and NGOs for universalizing primary and elementary education and removing children from work through education and other rehabilitative interventions. The results depicts that only education interventions without integrating poverty alleviation programmes in the policy may not yield desired results of reducing child labour.

Andhra Pradesh state witnessed synergy of efforts between government, ILO, trade unions and NGOs during 1991-2001 in scaling up education initiatives for out-of-school children, but the strategy was not effective enough as the children dropped-out without completing the full cycle of elementary education and joined back in the workforce. The 2001 reported marginal decline in the magnitude of child labour during 1991-2001, but it still recorded the second highest magnitude of child workers after Uttar Pradesh. The field work conducted in Andhra Pradesh, Bihar and Madhya Pradesh strengthens the view as a significant proportion of children have dropped out from schools without completing full cycle of elementary education. Majority of the dropped out children were from extreme poverty families and preferred children to work for family sustenance. Thus the policy makers and planners need to incorporate and integrate poverty alleviation and strengthening livelihood opportunities along with education initiatives to release children from work.

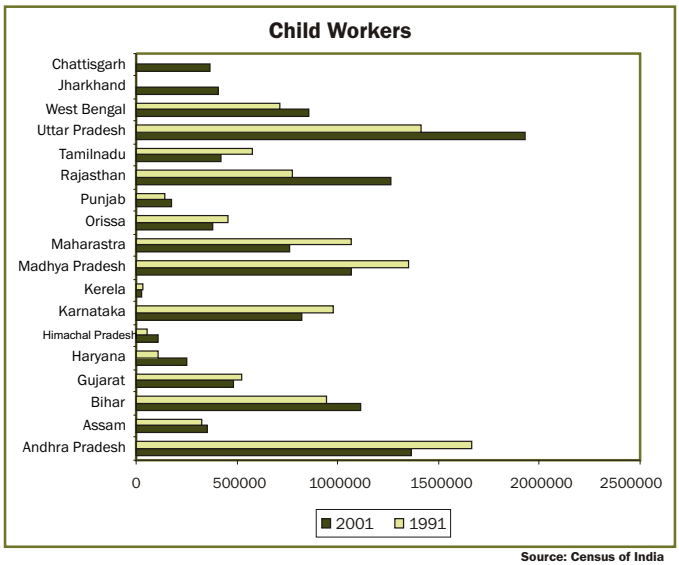
Regional Pattern:

The regional variation of child workers suggests that high magnitude is found in Uttar Pradesh, Andhra Pradesh, Rajasthan, Bihar and Madhya Pradesh in 2001. Among the larger states the proportion of working children in the age group of 5-14 years was high in Andhra Pradesh, Madhya Pradesh, Rajasthan and Karnataka. (Table No.3)

Fig. 22

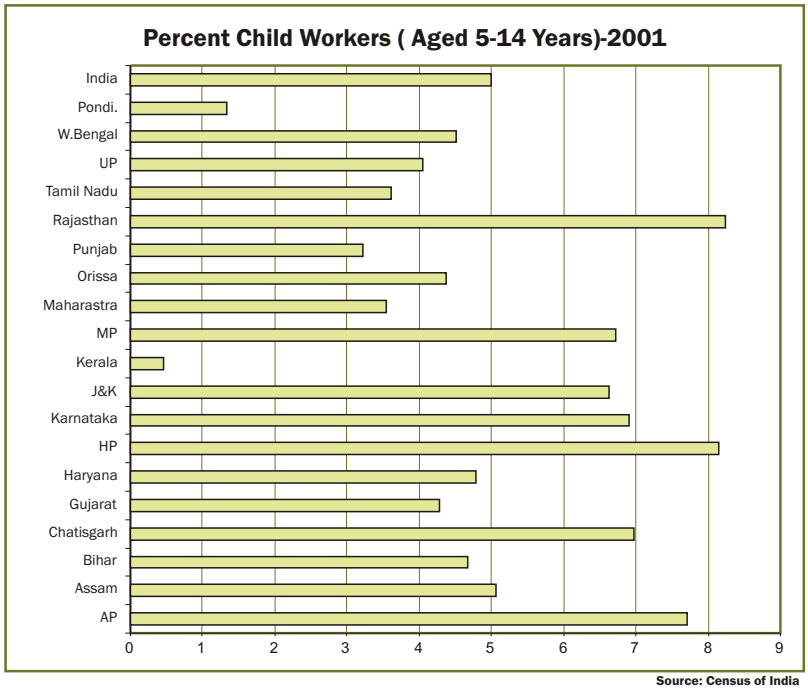


Source: Census of India



Source: Census of India

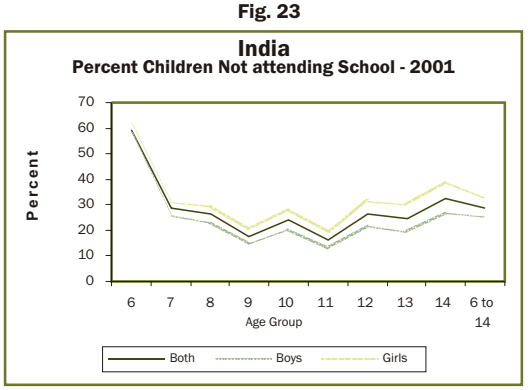
Magnitude of Out-of-School Children:



Source: Census of India

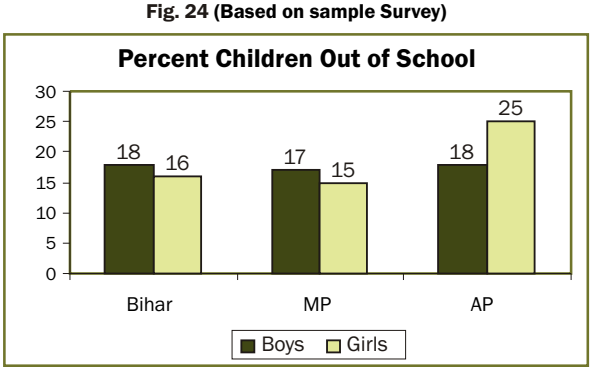
All children not attending schools are potential child workers and they need to be addressed in a holistic framework. According to the latest census figures of 2001 released in August 2005, out of 226 million children aged 6-14 years, 65.3 million children (29%) were not attending any educational institutes at the time of the survey.[39] The proportion of out-of-school boys was 25%, while it was 33% for girls. In spite of the official age of 6 years for enrolling children in class I, a significant proportion of children aged 6 years (60 percent) were not attending schools. On an average 20-25 percent aged 7-10 years were not attending schools and a large proportion of children aged 10-14 years drop-out of schools. The results strengthen the observation that due to awareness children get enrolled in the schools at ages 7 -10 years, but eventually they drop out of schools either due to poor education quality or due to pressure from parents to work and sustain family livelihoods. The field survey results also depict high drop out rates in the ages between 10-14 years. (Fig 23 and 24)

Fig. 23



Source: Census of India, Social Table No. 11

Fig. 24 (Based on sample Survey)



Source: Sample Survey 2005

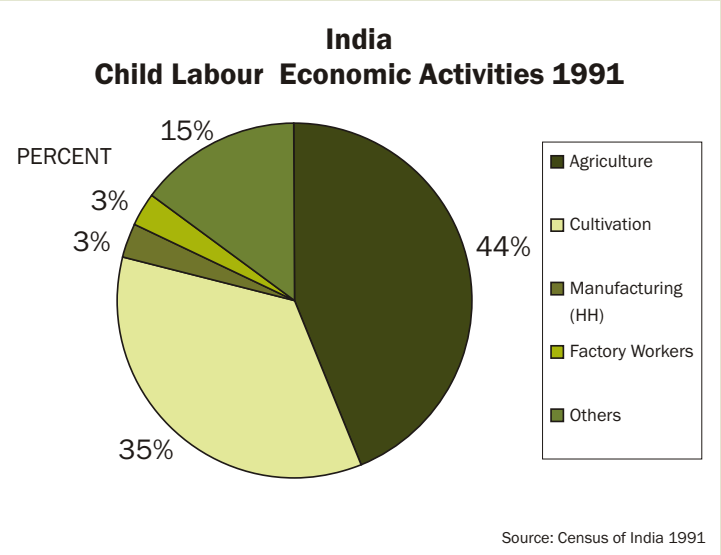
Magnitude of child workers (Census 2001) figures with the Out-of-school children (Education Department Household Survey Data for SSA, 2002) figures depicts serious anomalies. In the case of Andhra Pradesh the Census data recorded 0.943 million main child workers aged 5-14 years, while the Education data recorded only 0.642 million out-of-school children for Andhra Pradesh. Similarly In the case of Andhra Pradesh, Rajasthan and Madhya Pradesh the Census data recorded 1.36 million,1.26 million and 1.06 million child workers (main + marginal workers) aged 5-14 years respectively, while the Education data recorded only 0.642 million, 1.06 million and 0.742 million out-of-school children respectively for Andhra Pradesh, Rajasthan and Madhya Pradesh. Therefore out-of-school children estimated by the Education Department survey for SSA, seem to be grossly under-estimated and it requires review and subsequently SSA budget estimates need revision.

Work Activities:

Out of the 12.66 million working children in 2001, about 5.77 million children were classified as 'main workers' and the rest 6.88 million children were as 'marginal workers'[40] . Most of the working children are engaged in agricultural activities as wage labourers or cultivators. Manufacturing, processing, servicing and repairs in the household industries engaged 3 % child workers, while 3% child workers were engaged in factory work and the other 15% working children were engaged in service sector, mostly as domestic workers, and in small trade activities (Fig 5) .[41] Working children are usually classified in terms of work situations in domestic work, non-domestic and non-monetary work, bonded labour work, wage work in hazardous and non-hazardous occupations and commercial sexual exploitation work. Each work situation has deep-rooted consequences on their human rights, healthcare and future economic production processes. Some of the hazardous processes and occupations, where child labourers are found in large numbers are:

Hazardous Occupations

- Agriculture hybrid cotton seed production
- Agricultural allied processes Bidi making, making thread from silk cocoon
- Mining Mica and slate
- Manufacturing processes carpet weaving, silk and other cotton weaving, leather, electric bulb making, glass and bangle making , sports especially ball stitching gem and diamond cutting and polishing, lock making
- Construction- manual labour, brick making and chipping, stone breaking
- Service industries domestic services, transport and garages, hotels and restaurants, sexual abuse and exploitation



Case Study of Hybrid Cotton Seed Production in Andhra Pradesh

Hybrid cottonseed production is characterized as highly labour-intensive mating method,[42] and girl children are engaged in most of its operations. Children are employed on a long-term contract basis through advances and loans extended to their parents by local seed producers, who have agreements with the large national and multinational seed companies.[43] Children are made to work long hours and are paid less than market and official minimum wages. They are also exposed to poisonous pesticides used in high quantities in cottonseed cultivation. The India Committee of the Netherlands study[44] indicated that, the situation of child labour in the farms producing hybrid seed for multi national companies (MNCs) is not significantly different from other farms producing seed for local companies. “Out of 174 farms surveyed, 44 farms produce seed for MNCs. A total of 272 children were employed in these farms during 2003-04 crop seasons. Children constitute 53.5% of total workforce. On an average 5.5 children were employed in one acre seed farm. Girls account for nearly 72% of the total child labour population”.

Hybrid Cotton Seeds

Electric Bulb

Bidi (Cigar) Making

Crush Stone for Road Making

Child Labour Elimination: Government Policy and Initiatives

The Ministry of Labour at the centre and the corresponding ministry at the states are responsible for adopting constitutional, statutory and development measures, that are required to eliminate child labour. Six ILO conventions related to child labour have been ratified.[45] However ratification of the ILO Convention No. 182 is still pending.

Child Labour Act 1986: It seeks to ban employment of children working in certain hazardous occupations; the hazardous occupations are identified and reviewed by the expert committee from time to time.[46] The Act also regulates the work of children in certain other industries. However there is no specific or all encompassing prohibition on the work for children. There are sectors such as domestic service, agriculture, urban and rural informal sectors where children work in large numbers.

Bonded Labour System (Abolition) Act, 1976: The Bonded Labour System (Abolition) Act purports to abolish all debt agreements and obligations arising out of India's longstanding bonded labor system. It frees all bonded laborers, cancels any outstanding debts against them, prohibits the creation of new bondage agreements, and orders the economic rehabilitation of freed bonded laborers by the state.

The Supreme Court directions in 1996: It gave directions for immediate identification of children in hazardous occupations and their subsequent rehabilitation, including providing appropriate education to the released children.

The National Child Labour Policy:

The National Child Labour Policy- 1987 addresses the complex issue of child through the legislative action plan by implementing Child labour-Act 1986 and project-based action plan in areas of high concentration of child labour. Under the project-based action plan the released children from the hazardous occupations are provided educational services in specially designed Non-formal education centers under the centrally sponsored National Child Labour Project (NCLP). The NCLP is currently in operation in 100 districts in 13 states, in the areas of high concentration of child labour throughout the country. Till September 2004-05, 4077 special NFE schools are in operation throughout the country, with a total enrolment of 203,850 children.

- Analysis of the implementation of Child Labour Act-1986 reveals that Act has several loopholes, because of which conviction rates are low. Only 1543 prosecutions have been registered, out of which only 278 were convicted and 181 cases were acquitted, while the other cases are still pending.[47] The onus of proving the age of child for the administration is difficult. The law should put the onus of proving age of employee on the employer. Moreover the provision of child can work in family units also makes it difficult to prosecute the offender.
- The policy envisages general development programme for families, but very little co-ordination and synergy was evinced at the grassroots level to identify the parents of target groups and provide benefits of poverty alleviation scheme on priority basis.
- The vocational training provided to the enrolled children under the NCLP has not been very useful as no synergy and coordination was observed with the poverty alleviation programmes of the rural development ministry to provide employment avenues or marketing support to the parents of the children as envisaged in the NCLP.
- The scale of support provided through the NCLP and the magnitude of child labour are mismatch and needs substantial scaling up.

International Response

The UN agencies and other international bi-lateral and multi-lateral agencies support government of India and a large number of NGOs in developing micro projects for releasing child labour from hazardous occupations and providing educational support to released children and develop capacity building and provide livelihood support to families through vocational training. ILO has taken significant initiatives under the IPEC programme by supporting as many as 175 major projects against child labour. Currently ILO is targeting 80,000 children at risk of hazardous employment in brick manufacturing, stone quarrying, bidi manufacturing, footwear manufacturing, fireworks manufacturing, manufacturing of matches, silk manufacturing, lock making, brassware and glassware production through the INDUS project. The project also addresses the employment generation and skills development needs of 10,000 parents. It seeks to work with two major programmes of the Government of India: the NCLPs and the Sarva Shiksha Abhiyan (SSA).

The World Bank:

The World Bank has developed successful partnership with government of India to create the environment for broad based social and economic growth, which is an essential element of the process of eliminating child labor. A Review of World Bank Lending for Children and its Bearing on Child Labour[48] indicated that the World Bank and Asian Development Bank supported six major projects related to primary and elementary education in India, having a credit of US$ 1239 million. Major objective of the projects was improving physical access to schools, developing infrastructure, supporting quality and learning outcomes and supporting policy change and capacity building. (Table No. 4)

The World Bank also supported District Poverty Innovation Projects (DPIPs) in Rajasthan, Madhya Pradesh, Andhra Pradesh, Jharkhand and Tamil Nadu during the period 2000-2005. These projects have a special component on release and rehabilitation of hard to reach children and for creating employment opportunities for the parents of these hard to reach children.

Non-Governmental Organizations and Civil Society Response:

NGO movement in India has been very strong in creating pressure on government to address the social development issues and create awareness for child rights. The Bachpan Bachao Andolan (BBA) and its partner's organizations under the banner of South Asian Coalition on Child Servitude (SACCS) have been in the forefront for creating awareness towards child rights. The major activities of BBA and SACCS partners has been to release and withdraw children from the worst forms of labour particularly from bondage and forced labor, through direct action, secret raids, legal intervention, persuasion and pressure building while ensuring their social, psychological, economic and statutory rehabilitation through quality transitory rehabilitation measures and state efforts. Keeping in view the holistic vision for child rights and child development Bal Mitra Gram- BMG (Child Friendly Village strategy is extended in 75 villages as a demonstration for other replicable projects) intervention has been one of the successful project of BBA. Other NGOs like M.V. Foundation, Pratham, CREDA, Project Mala, CINI-ASHA and other regional NGOs have demonstrated project based approach. The main focus has been to provide educational support to out-of-school children, through bridge course/ camp schools/ non formal schools and mainstream the children in formal schools.

SECTION III:

POVERTY SITUATION

Poverty Index:

According to official (Planning Commission) figures, over 260 million people (26 per cent population), still live below the country's poverty line.[49] Seventy five per cent of these were dwelling in rural areas. Although the proportion of people below poverty line has depicted significant improvement during the period 1993-94 to 1999-2000 but the decline was lower than the projected poverty proportion of 18.61% by 2001 by the IX Plan document of Planning Commission (Fig 24). The shortfall was because of uneven performance among the most populous states of Orissa (47%), Bihar (43%), Madhya Pradesh (37%), Uttar Pradesh (36.5%), Assam (36%) and West Bengal (27%). These states together account for 67 percent of poor population in India.Behind these figures are human faces, human pain and suffering and a moral duty to make poverty a thing of the past and create equity in development programmes.[50]

Fig. 24

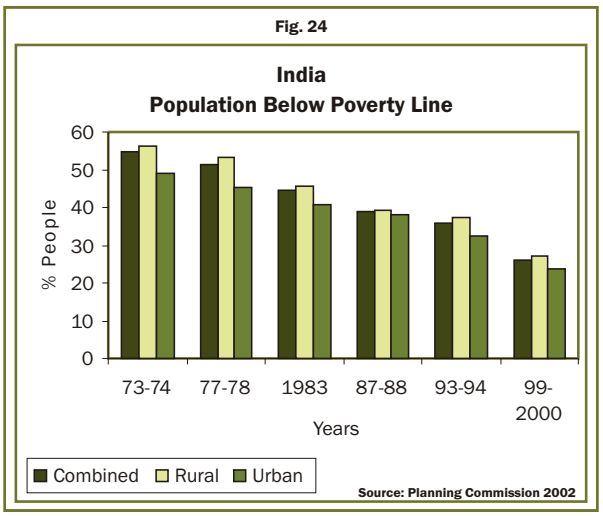
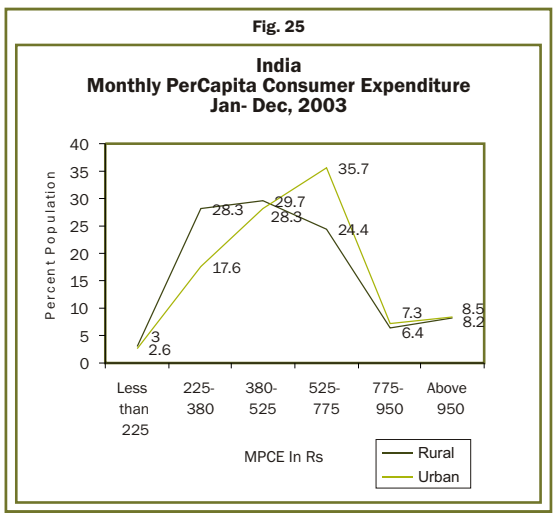


Fig. 25



Source: NSSO 59th Round 2003-2004

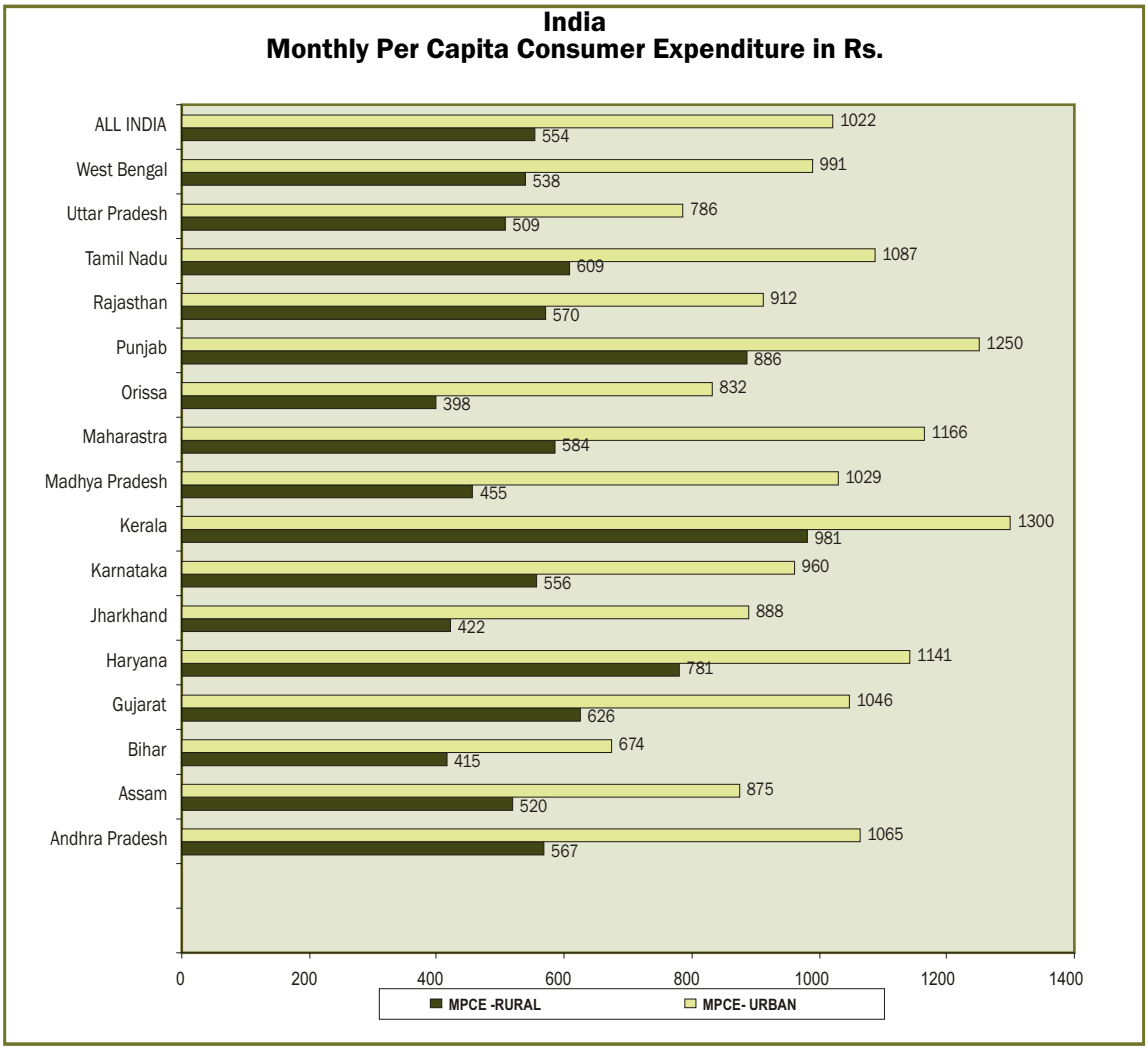
Labour force, employment and unemployment:

During the period 1983 to 1999-2000, the percentage of persons in the labour force at the national level declined from 66.5 per cent in 1983 to 61.8 per cent in 1999-2000. For the males this declined from 87.1 per cent to 83.5 per cent and for the females from 44.4 per cent to 38.5 per cent during this period. The growth in employment for persons employed in the age group 15 years and above on the usual principal and subsidiary status has also declined significantly in the nineties vis-à-vis the eighties. During the period (1993-94 to 1999-2000), the corresponding growth rates were 1.6 per cent on the whole and 1.3 and 2.4 respectively for rural and urban areas. Given the increase in the labour force, and a decline in the growth of employment in the nineties vis-à-vis eighties has increased the incidence of unemployment.[51] Incidence of unemployment has increased at the national level from 2 per cent in 1983 to 2.3 per cent in 1999-2000. There was an increase in the incidence of unemployment both for males and females on the whole and in particular for rural areas.

Consumer Expenditure:

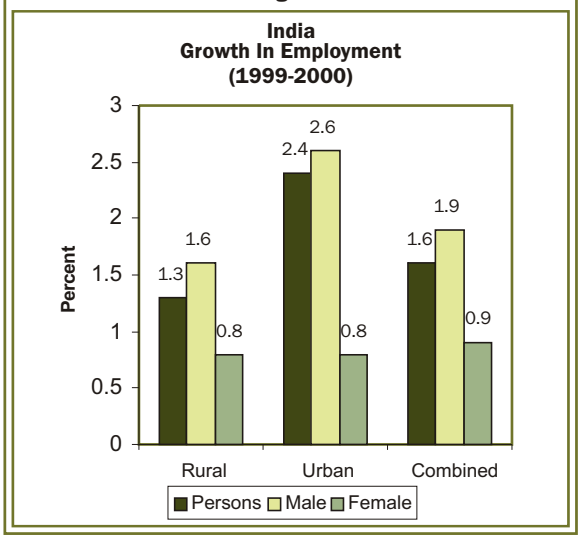
The average monthly per capita consumer expenditure stood at Rs.554 ($13) in rural areas and Rs. 1022 ($24) in urban areas in 2003.[52] Significantly a large scale disparity was found in the MPCE among the regional divisions of India. The MPCE among the different stratum, depicts that 31% population were having MPCE of less than Rs 380 (US$ 9) in rural areas and 20 % population were have MPCE of less than Rs. 500 (US$ 12) in urban areas (Fig 26). The estimated Gini ratio[53] indicates significant inequity in the MPCE among different stratum/ group of population in majority of states. Thus strong inequity exists in the MPCE among communities as well as regions.

Fig. 26



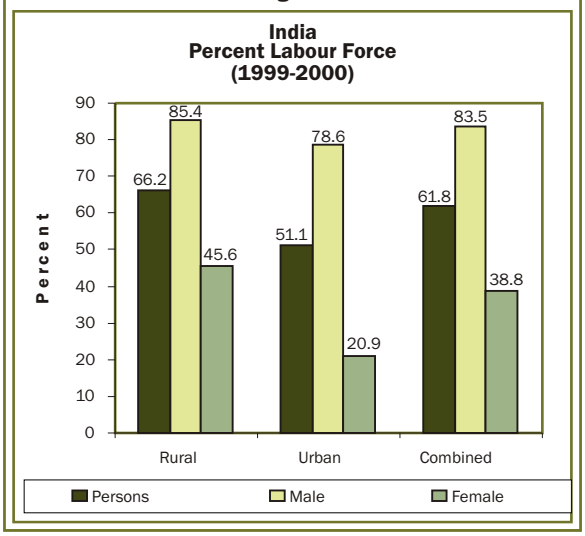
Source: NSSO 59th Round 2003-2004

Fig. 27



Source: Planning Commission 2002

Fig. 28



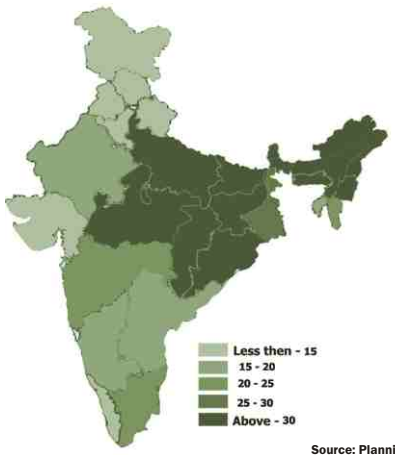
Source: Planning Commission 2002

SECTION IV:

CHILD LABOUR- HUMAN DEPRIVATION LINKAGES

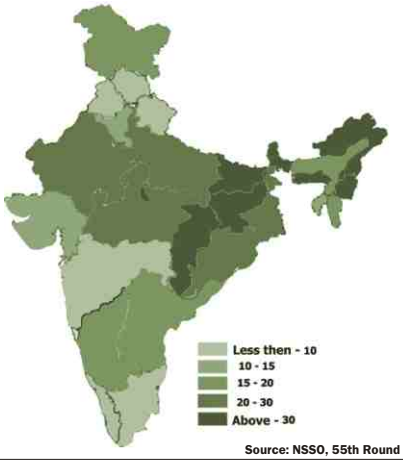
Attempts to curb child labour in India are failing miserably as poverty and social ignorance continue to drive children to work. The States having high incidence of poverty have also high magnitude and proportion of our-of-school children and child labour. Eighty three percent of the poor people are concentrated in Uttar Pradesh, Bihar, Madhya Pradesh, West Bengal, Orissa, Andhra Pradesh, Rajasthan and Assam. Significantly 84 percent of Out-of-school children (6-11 years-NSSO 55th Round) and 72 percent of child workers aged 5-14 years (Official Census data-2001) are also concentrated in these eight states (Fig 31-32). A close association (positive Correlation of 0.7325 and 0.4563 at 0.05 percent of significance) was found between Poverty incidence with percent out-of-school children and Percent child workers respectively among the states of India. (Refer Map 2 and 3)

Map No. 2
INDIA
Poverty Incidence (Percent Population) 1999-2000



Source: Planning Commission

Map No. 3
INDIA
Percent Children our of school (6-11 years) 1999-2000

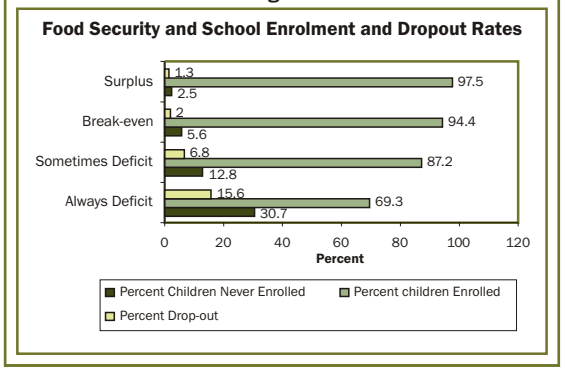


Source: NSSO, 55th Round 1999-2000

According to the empirical study (Refer Fig.29-30 and 33- 34)

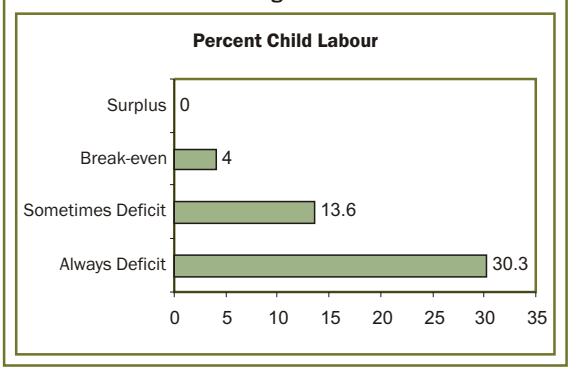
- Households with "Always food deficit at home" (proxy indicator for poverty) also recoded high proportion of child workers, out of school children and dropout rates from schools as compared to the households having "Break-Even or Surplus food at homes".
- The response of the parents for sending children to work and "problems faced by parent if child stops work" again reinforces the poverty as one of the major cause for sending children to work. About 70% and 50% parental responses indicate that children are pushed to work in order to maintain income levels for sustenance and survival of the families, in the absence of appropriate wages for adults and seasonality of work respectively. This supports the assertion that poverty is the key reason for perpetuation of child labor. However on the other hand child labor is the primary cause of poverty, as it pushes children early to premature work thereby denying children the opportunity to acquire the education and skills they need to obtain decent work and incomes as adults. The links are mostly straightforward and tend to run both ways. Poverty and lack of education provision constitute the principal common grounds. Even the latest ILO study reveals that children only earn 20 percent income of an adult earning, while cost-benefit analysis for educating a child works out seven times returns.
- The perceived cause underlying the phenomena of child labour include poverty and unemployment, distress migration and general lack of interest in education due to poor quality of education. The study results also indicate that general tendency is to replace adult labour by the child labour due to lower wages. This is corroborated with a significant decline in labour force participation rate

Fig. 29



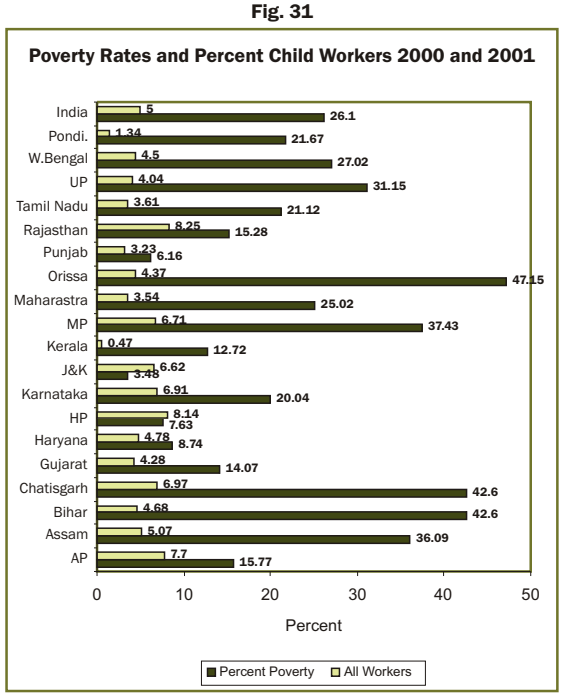
Source: Sample Survey 2005

Fig. 30



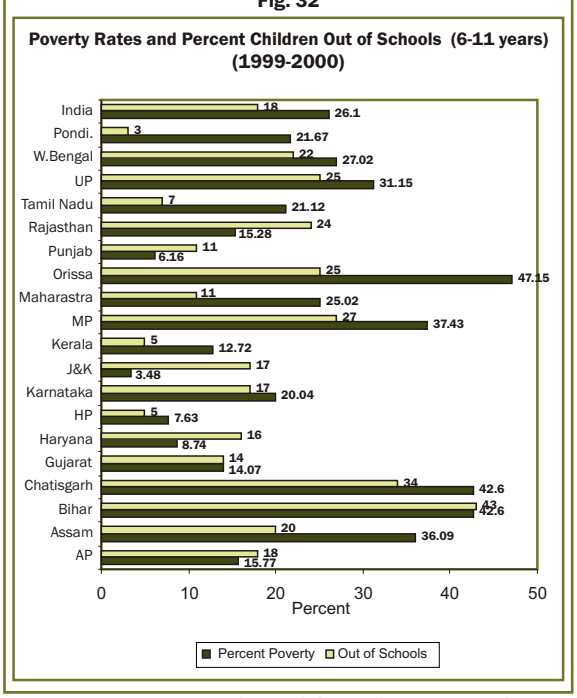
Source: Sample Survey 2005

Fig. 31



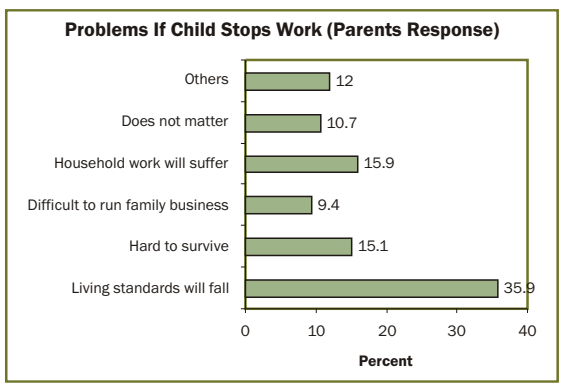
Source: Planning Commission 2002 & Census of India2001

Fig. 32



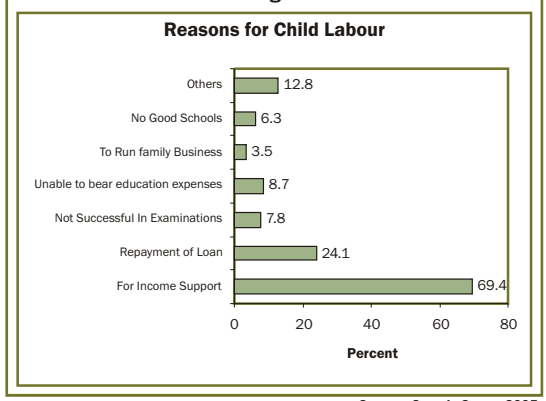
Source: Planning Commission 2002 & NSSO 55th Round 1999-2000

Fig. 33



Source: Sample Survey 2005

Fig. 34



Source: Sample Survey 2005

Multivariate Analysis:

To assess the independent contribution of different set of phenomena on child labour, multivariate analysis was worked out for the field data collected from the sample survey.[54] All households having children aged 5-14 years were considered for the analysis. The size of sample was 683 households. The independent variables used in the study were

- Child Labour: Whether child aged below 14 years worked for more than three hours in a day at the reference day for the last week. 5-9 years: 1, 10-12 years 2, 12-14 years 3.
- Child education, years of schooling completed (Never Schooled 1, 1-5 years of schooling 2, 5+ years of schooling 3)
- Mothers Education level: completed (Never Schooled 1, 1-5 years of schooling 2, 5+ years of schooling 3.
- Fathers Education Level completed (Never Schooled 1, 1-5 years of schooling 2, 5+ years of schooling 3.
- Monthly Education Cost: Nil 1, Up to Rs 100, Above Rs 100 3
- Level of food deficit at home : Always deficit 1, Somewhat Deficit 2, Sufficient 3
- Ever faced displacement from original home or current stay place for work, natural calamity, others. From original home 1, No displacement 2
- Percent adults unemployed in family during last 3 months 1, for last 3-6 month 2, for more than one year 3.
- Family indebtedness level: (Nil 1, up to Rs. 10000 2, Above Rs 10,000 3)
- Land Ownership: Landless 1, Marginal land up to 100 decimals 2, Above 100 decimals 3

To assess the relative importance all the above selected multivariate logistic regression analysis was considered with the whole set of explanatory variables. The regression model adopted in this study was from (Menard, 1995; Hosmer & Lemeshow, 1989)[55]; to identify the best model a stepwise approach was adopted and the model was selected by a combination of forward selection and backward elimination. Odd ratios of each of the regression coefficients were calculated to predict the child labour. The probability of particular level of child education and level of food deficit at home resulting in a child participating in the labour force was also calculated.

The analysis identified 1278 children from the sample indicated that children were either only students (45%) , some were both workers as well as students (23%) , only workers (27%) and neither workers nor school going (5%).

Multivariate logistic regression analysis was employed to under stand the relative importance of the educational and other socio-economic variables. Of the 10 indicators selected, three indicators (namely, displacements, indebtedness and monthly education cost) were eliminated and the following variables were included. The regression coefficients of the best model are displayed in the (Table No. 5)

Results and Analysis:

The study suggests that combination of factors work together for prevalence of child labour. The factors identified through the multivariate analysis were education deprivation of the child and parents, food deficit at home, unemployment status of any family member for more than 6 months and families with no or less land. Therefore the elimination of child labour requires multi pronged strategy of making schools accessible, providing quality education in schools, attacking food deficit scenario at home through poverty alleviation programmes and providing employment to adults.[56] The probability of children with particular characteristics participation in labour force was calculated. From the different combination of socio-economic variables, the probability of child working ranged from 0.34 to 0.87. The probability of child aged 10+ years, with no schooling for mother and father, and having deficit food status and adult unemployed for more than 6 months with no land was as high as 87 percent. With the change in the combinations of socio-economic variables, the probability of existence of child labour decreased and varied substantially. The result suggested that there might be some other socio-economic characteristics which need to be explored and included in the analysis to determine increased probability of participation in the labour force.

The results suggest that the presence of child labour is a complex phenomenon, related to multiple issues and situations. It is a cause and consequence of vulnerabilities- poverty (food deficit at home), illiteracy of child, higher age children out-of-school, illiteracy of their parents, adult unemployment and non availability of agricultural land for livelihood opportunities.

SECTION V:

SUMMING UP, RESULTS AND RECOMMENDATIONS

The study on child labour, elementary education and poverty situation in India depicts the following results and outcomes.

Elementary Education Issues:

- India has already missed the gender parity target and target of covering all children aged 6-14 years in schools by 2005. Access, reach and gender parity deficit in schooling is observed, in the most populated states of Bihar, Uttar Padesh, Andhra Pradesh, Madhya Pradesh, Orissa, West Bengal and Rajasthan.
- Sixty-five million children aged 6-14 years were not attending any educational institutions in India, (Census- 2001, released in 2005) which were much higher than the education department estimates of 25 million children (MHRD- 2002 data). This has made the entire claim of the education plans under the Sarva Shiksha Abhiyan (Education for All) out of sync with the reality. It is therefore important that the government brings out a new realistic road map addressing 65 million children out of school instead of the 25 million on which the road map was developed earlier.
- The states share of providing 25 per cent funds during the tenth plan (2002-07) and 50 per cent funds after the tenth plan, in addition to the existing allocations for elementary education, may not be actually achievable, in view of the tight financial position of some of the poor states. Hence sustainability of SSA may not be possible without providing more financial support to the poor state.
- The education (primary and high together) budget was 4.2% of the total GDP in 2003, which is still low in view of the expected norm of 6 percent of GDP. Again education budget was 14.6 per cent of the total budget for all other sectors, which is again on a lower side, keeping in view the magnitude of illiteracy rate and out-of school children. Annual public expenditure per student was US$ 44, which works out as 8.5 percent of per capita GDP. This is lower than the average of 10-12 percent of per capita GDP among low-income countries. Contrary to the belief that elementary education is free in India, the study revealed some private expenditure on elementary education from parents. The allocation on elementary educations needs substantial increase in the overall education budget especially for primary and elementary education.
- The SSA experiment of recruiting para-teachers (teachers without adequate qualification and training) to fill the gap of student/teacher ratio merits some exploration before it is universally adopted. The envisaged salary compensation for the para-teacher (US$ 40-45 per month) may not be sufficient to generate appropriate interest in them to inculcate quality teaching in the schools as they will be always on look out for another job and the amount spent on their training will be not utilized for teaching children...
- The SSA programme has stipulated 33 per cent grants for civil works across the country, which seems to be very low in the case of some states, keeping in view the existing number of out-of-school children and existing school building and classrooms. The existing school building, classrooms and other infrastructure in the states like Bihar, Uttar Pradesh and Orissa are unable to cope with the demand. Current reality is that the 5 grades of a primary school are crammed into 2 or 3 class-rooms with inevitable consequences for class-room environment and teacher-student interaction, with the result classrooms are highly congested, crammed with no room space. In case of such states more funds should be made available for construction of new schools and classrooms.
- Accountability of teachers to improve the quality needs direct involvement of community. Capacity building of the school management committee needs to be up scaled in order to prepare them for undertaking the task of monitoring, supervision and preparing educational plans as envisaged in the SSA. Currently very little inputs are provided by the community in plan formulations and supervision. Thus community ownership of schools is not visible as envisaged in the SSA.

- The increase in number of schools is being outpaced by increase in the number of habitations and the school going child population. With the result several states depicted lower schools per villages/ habitation as well as very high threshold of population per primary and upper primary school. Thus filling the gap of access and reach deficit across the country would require additional financial budgets for construction of new schools and classroom.
- The Net Enrolment Rates (NER) of 73 per cent and Gender Parity Rate (GPI) of 0.93 shows significant improvement have been made, but regional gaps in these rates exhibits equity deficit, especially in the most populous states of Bihar, Uttar Pradesh and Rajasthan. India has already missed the target of gender parity in enrolments by 2005. It calls for specific efforts of providing access to girls within their habitation as well as employing lady teachers in view of culture specific attitudes.
- Shortage of lady teachers has reflected in lower Gender Parity Enrolment Rates in the state of Bihar, Rajasthan, Uttar Pradesh and Madhya Pradesh.
- Lack of toilet facilities especially separate toilet services for girls have affected GPI rates, as states with lesser GPI rates also recorded less percent of schools with toilet facilities. This point was further reinforced through the field observations.
- There is an increasing necessity for a shift of paradigm focus to question of quality in school education. The result of poor quality of education explains high dropouts, low retention, transition and survival rates in government school in majority of states across the country.
- On an average 20-25 percent aged 7-10 years were not attending schools and a large proportion of children aged 10-14 years dropped-out of schools. The results strengthen the observation that due to awareness children get enrolled in the schools at ages 7 -10 years, but eventually they drop out of schools either due to poor education quality or due to pressure from parents to work and sustain family livelihoods. The empirical field survey results also depict high drop out rates in the ages between 10-14 years.
- The co-efficient of correlation index suggests improved access, infrastructure development, recruitment of lady teachers and availability of trained teachers are correlated with better NER, GPI, retention rates and attendance rates of students.

Child Labour Issues:

- Even the official data has admitted that the magnitude of child labour has increased from 11.59 million in 1991 to 12.66 million in 2001 (Census 2001). However unofficial sources claim between 25 to 30 million child workers, as significant number of child workers in domestic and agriculture sector are not covered in the census.
- Sixty-five million children aged 6-14 years were not attending any educational institutions in India, (Census- 2001, released in 2005) which were much higher than the education department estimates of 25 million children (MHRD- 2002 data).
- The prosecution and conviction rates in contravention of Child Labour Act-1986 were few pointing out poor implementation of the act, due to administrative lapses and lacunae in the Act.
- The National Child Labour Project (NCLP) and the INDUS- USDOL project for supporting released child labourers from work has very little synergy and coordination at the grassroots level with other welfare and poverty alleviation programmes. In the absence of such synergy, the enrolled children in the special schools do not complete full cycle of elementary education. Thus providing schooling without integrating other poverty alleviation programmes for the extreme poor families have not been successful. Moreover, the scale of coverage of both the NCLP and the INDUS-USDOL project and the magnitude of child labour are mismatch and needs substantial scaling up.
- The quality of education and vocational training provided in majority of the NCLP special schools is below standard, due to limited monitoring either from labour department or from education department. The education component should be monitored by the education department for improving quality of education.
- On an average 20-25 percent aged 7-10 years were not attending schools and a large proportion of

children aged 10-14 years drop-out of schools. The results strengthen the observation that due to awareness children get enrolled in the schools at ages 7 -10 years, but eventually they drop out of schools either due to poor education quality or due to pressure from parents to work and sustain family livelihoods. The empirical field survey results also depict high drop out rates in the ages between 10-14 years.

Poverty, labour force and unemployment Issues:

- According to the Planning Commission 260 million people (26% of population) still live below the poverty line in India. Eighty three percent of these poor people are concentrated in Uttar Pradesh, Bihar, Madhya Pradesh, West Bengal, Orissa, Andhra Pradesh, Rajasthan and Assam. Significantly 84 percent of Out-of-school children (6-11 years) and 72 percent of child workers aged 5-14 years are also concentrated in these eight states. A close association (positive Correlation of 0.7325 and 0.4563) was found between Poverty incidence with percent out-of-school children and Percent child workers respectively among the states of India.
- The average monthly per capita consumer expenditure (MPCE) is not only very low, US$ 13 in rural areas and US$ 24 in urban areas, but in-equity also exists in the MPCE, as the bottom 20% population have less than US$ 9 and US $12, MPCE in rural and urban areas respectively.
- Labour force participation declined for both males and females during 1983 to 1999-2000 and hence employment rates have declined for both gender groups across rural and urban areas but the decline was more for women in rural areas. Given the increase in the labour force, and a decline in the growth of employment in the nineties the incidence of unemployment has increased significantly.

Child Labour- Human Deprivation Linkages:

- The study suggests that combination of factors work together for prevalence of child labour. The factors identified through the multivariate analysis were education deprivation of the child and parents, food deficit at home, unemployment status of any family member for more than 6 months and families with no or less land. These variables explained 87% presence of child labour through the multivariate analysis. Therefore the elimination of child labour requires multi pronged strategy of making schools accessible, providing quality education in schools, attacking food deficit scenario at home through poverty alleviation programmes and providing employment to adults. The strict compliance and enforcement of child labour laws and other labour laws will automatically encourage adult employment along with provision of minimum stipulated wages.
- The empirical study reflected households with “Always food deficit at home” (proxy indicator for poverty) also recoded high proportion of child workers, out of school children and dropout rates from schools as compared to the households having “Break-Even or Surplus food at homes”.
- The response of the parents for sending children to work and “problems faced by parent if child stops work” again reinforces the poverty as one of the major cause for sending children to work. About 70% and 50% parental responses indicate that children are pushed to work in order to maintain income levels for sustenance and survival of the families, in the absence of appropriate wages for adults and seasonality of work respectively. This supports the assertion that poverty is the key reason for perpetuation of child labor. However on the other hand child labor is the primary cause of poverty, as it pushes children early to premature work thereby denying children the opportunity to acquire the education and skills they need to obtain decent work and incomes as adults. The links are mostly straightforward and tend to run both ways. Poverty and lack of education provision constitute the principal common grounds. Even the latest ILO study reveals that children only earn 20 percent income of an adult earning, while cost-benefit analysis for educating a child works out seven times returns.

Recommendations:

For International Community:

- MDGs and child labor are intimately linked. The links are mostly straightforward and tend to run both ways. Poverty and lack of education provision constitute the principal common grounds. Indeed, it is

poverty associated with social injustice and social exclusion that is most closely related to child labor. The absence of child labor from the MDG framework is a regrettable omission that needs to be corrected with a sense of urgency if the intent is to achieve the MDGs.

- Achieving the MDG and Dakar goals for poverty alleviation and universalization of primary and elementary education within the target time, would require scaling up of public investments, capacity building, domestic resource mobilization, and official development assistance. In view of the need for resource mobilization, high-income countries should increase official development assistance (ODA) to support the Millennium Development Goals, particularly in low-income countries, with improved ODA quality (including aid that is harmonized, predictable, and largely in the form of grants-based budget support). Each donor should reach 0.7 percent no later than 2015 to support the Goals and other development assistance priorities.
- International donors should identify more MDG "fast-track" countries for a rapid scale-up of official development assistance (ODA) in view of recognizing that many countries including India are already in a position for a massive scale-up on the basis of their good governance and absorptive capacity.
- Organizations that fund development projects in India, including the World Bank, should routinely include in all contracts a clause, enforceable by canceling the project, requiring compliance with international labor standards or domestic labor laws, whichever are higher. The World Bank should conduct a comprehensive review of all of its projects in India to determine whether child labor is in any way involved, directly or indirectly, and make the results public.
- Bodies such as the International Programme on the Elimination of Child Labour (IPEC), U.S. Department of Labor, the U.S. Agency for International Development (USAID), U.N. agencies, and others that fund projects aimed at reducing child labour should insist that local governments in the areas where their projects operate enforce the child and bonded labour laws, and should contribute resources for capacity building, and technical assistance to local governments to adequately enforce those laws.

For Government of India:

- Incorporate multi-pronged approach by crafting effective synergy and coordination process between central and state governments departments towards child labour elimination efforts. The central and state governments should internalize the linking up processes of poverty alleviation, health support and elementary education in a unified manner to eliminate child labour supply and demand aspects effectively.
- Develop District Poverty Initiative Programmes (DPIP) for all backward districts having integrated component of livelihood strategies, focusing most vulnerable rural communities, especially child labour and their families. The DPIP should be a community participatory project in line with the existing DPIP projects in Andhra Pradesh state.
- The SSA would require scaling up of public investments/ budgets through domestic resource mobilization and official development assistance for improving school infrastructure, quality of teaching and school environments, to ensure full implementation of newly incorporated Article 21-A of the constitution, providing free and compulsory quality education to all children below 14 years.
- Review of the SSA and incorporate more budgetary allocations, in view of the 65 million out-of-school children aged 6-14 years as estimated by the Census- 2001. The central government should ensure the sustainability of SSA after the 10th Plan in view of the stipulated mandatory 50% contributions required from the state governments.
- The government of India should take all possible steps to enforce the child labor and bonded labour laws. The child labour Act-1986 requires amendments to incorporate the requirements that all employers should have the onus to prove that any worker employed is above 14 years of age and the failure to have adequate proof should constitute a separate violation of the Act.
- Ratify ILO Convention No. 138 concerning the Minimum Age for Admission to Employment, ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour.

Table No. 1A

India

Elementary Education Indicators- 2004

State	Access		Enrollment		Gender	
	Schools/Village	Children/Village	GER	NER	GPI	%Female Teachers
Andhra Pradesh	1.93	186	87	69	0.98	38
Assam	1.03	167	86	74	0.96	34
Bihar	0.83	442	76	68	0.76	17
Chhatisgarh	0.88	133	108	90	0.94	25
Gujarat	1.32	247	91	69	0.87	47
H.P.	0.62	84	111	86	0.92	42
Haryana	0.81	390	52	42	0.91	42
Jharkhand	0.6	286	76	62	0.84	22
Karnataka	0.98	195	106	84	0.94	43
Kerela	2.96	416	89	72	0.97	71
M.P.	0.89	163	94	73	0.9	29
Maharashtra	1.1	212	102	84	0.91	43
Meghalaya	0.91	93	98	67	1.03	51
Mizoram	1.47	65	128	102	0.94	48
Nagaland	1.38	226	104	93	0.94	38
Orissa	0.74	164	109	86	0.92	31
Punjab	0.85	402			0.93	
Rajasthan	1.44	172	88	62	0.86	24
Sikkim	1.58	148	128	81	0.97	40
Tamil Nadu	1.51	191	106	86	0.93	68
Tripura	2.88	229	132	118	0.92	19
Uttar Pradesh	0.97	314	85	79	0.9	31
Uttranchal	0.82	112	90	76	0.97	51
W. Bengal	0.87	297	103	82	0.98	24
India	**1.15**	**242**	**96**	**73**	**0.93**	**36**

Source: District Information on School Education (DISE), NIEPA,MHRD-2004

Table No. 1B

India

Education Indicators Infrastructure and Quality 2004

State	Infrastructure			Quality			
	SCR	Drinking Water	Toilet	PTR	Transition Rate	Retention Rate	Survival Rate
Andhra Pradesh	39	51	27	31	63		90
Assam	36	60	25	18	96	36	48
Bihar	92	79	13	74	51	35	34
Chhatisgarh	33	80	9	26	80		64
Gujarat	41	64	32	38	70	43	84
H.P.	12	86	28	14	99		91
Haryana	48	91	71	34	77	64	75
Jharkhand	64	80	9	58	80	41	34
Karnataka	38	66	27	36	90	63	95
Kerela	32	90	77	27	97	99	103
M.P.	48	82	24	31	64	69	81
Maharashtra	41	74	32	34	95	67	86
Meghalaya	21	39	17	19			37
Mizoram	20	67	36	17			57
Nagaland	41	37	28	26			59
Orissa	43	73	22	43	77	54	61
Punjab	34	77	50	31			
Rajasthan	34	70	35	32	68		43
Sikkim	19	63	82	17			65
Tamil Nadu	39	92	41	43	89	90	99
Tripura	40	68	28	21			67
Uttar Pradesh	67	95	66	67	62	51	54
Uttranchal	23	70	56	22	87		60
W. Bengal	55	74	50	55	78	47	64
India	**46**	**78**	**36**	**39**	**76**	**58**	**71**

Source: District Information on School Education (DISE), NIEPA,MHRD-2004

Table No. 2
Co-efficient of Correlation values

Sl. No												
	2	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**
1	0.125	-0.194	0.567	0.456	0.543	0.289	-0.291	0.132	0.718	0.366	-0.092	0.299
2		0.673	-0.592	-0.396	-0.430	-0.112	0.608	-0.326	0.013	0.006	0.406	0.314
3			-0.517	-0.266	-0.693	-0.521	0.914	-0.688	-0.554	-0.324	0.300	-0.190
4				0.881	0.354	0.047	-0.457	0.386	0.242	0.163	-0.258	-0.065
5					-0.209	-0.063	-0.280	0.356	0.166	0.14	-0.150	-0.169
6						0.683	-0.625	0.550	0.470	0.277	-0.395	0.697
7							-0.372	0.579	0.835	0.584	0.041	0.441
8								-0.620	-0.415	-0.255	0.405	-0.088
9									0.471	0.741	0.074	0.171
10										0.832	0.543	0.538
11											0.278	0.307
12												0.324

Indicators

1. Primary School Per Village
2. Children Aged 5-14 Per Primary/UP
3. Student Classroom Ratio
4. GER (Primary Level)
5. NER (Primary Level
6. Gender Parity Enrollment Index
7. % Female Teacher (Primary Schools)
8. Pupil Teacher Ratio (Primary + UP)
9. Transition Rate
10. Retention Rate
11. Survival Rate
12. % Schools Having Drinking Water
13. % Schools Having Toilet Facility

Table No. 3

Child Labour Population, 1991-2001

State	Child Workers 1991	Child Workers 2001	% Workers 1991	% Workers 2001	Change 1991 - 2001
Andhra Pradesh	1661940	1363339	9.98	7.7	-2.28
Arunachal Pradesh	12,395	18482	5.65	6.06	0.41
Assam	327598	351416	5.46	5.07	-0.39
Bihar	942,245	1117500	3.99	4.68	0.69
Chattisgarh		364572		6.96	6.96
Delhi	27351	41899	1.27	1.35	0.08
Goa	4656	4138	1.95	1.82	-0.13
Gujarat	523585	485530	5.26	4.28	-0.98
Haryana	109,691	253491	2.55	4.78	2.23
Himachal Pradesh	56438	107774	4.55	8.14	3.59
Jammu & Kashmir		175630		6.62	6.62
Jharkhand		407200		5.47	5.47
Karnataka	976247	822665	8.81	6.91	-1.90
Kerela	34800	26156	0.58	0.47	-0.11
Madhya Pradesh	1352563	1065259	8.08	6.71	-1.37
Maharastra	1068418	764075	5.73	3.54	-2.19
Orissa	452394	377594	5.87	4.37	-1.50
Punjab	142,868	177268	3.04	3.23	0.19
Rajasthan	774199	1262570	6.46	8.25	1.79
Sikkim	5598	16457	5.18	12.04	6.86
Tamilnadu	578,889	418801	4.83	3.61	-1.22
Tripura	16478	21756	2.29	2.79	0.50
Uttar Pradesh	1410086	1927997	3.81	4.04	0.23
Uttranchal		70183		3.24	3.24
West Bengal	711691	857087	4.16	4.5	0.34
INDIA	**11285349**	**12666377**	**5.37**	**5**	**-0.37**

Source: Census of India Tables on Workers-2001

Table No. 4

INDIA
Education, Child Labour Elimination Projects Supported by the World Bank 1990-2005

Project	Loan/ Credit/ Grant	Amount US$ Million	Sector	Percent Amount stipulated		
				1	2	3
Second District Primary Education Project - 1996	Credit	260	Education	35	43	22
Uttar Pradesh Second Education Basic Project- 1997	Credit	59	Education	32	68	
Third District Primary Education Project - 1997	Credit	152	Education	52	38	10
Rajasthan District Primary Education Project- 1999	Credit	86	Education	20	45	35
Uttar Pradesh Third District Education Project-1999	Credit	182	Education	37	30	33
Elementary Education - 2004 Credit		500	Elem. Education			
All Education Projects		**1239**				

Source: The World Bank Project Paper.
1: Improving Physical Access 2: Supporting learning outcomes 3: Supporting Policy Change

Table No. 5

Regression Coefficients and odd ratios

Variable	Regression Coefficient	Standard Error	Odd Ratios
Age			
5-9 Years	0.00	-	1.00
10-12 Years	0.67***	0.06	1.76
12-14 Years	0.77***	0.04	2.16
Child Education			
No Schooling	0.00	-	1.00
1-5 years	- 0.25***	0.08	0.78
5+ years	- 0.62***	0.14	0.52
Mothers Education			
No Schooling	0.00	-	1.0
1-5 years	- 0.28**	0.11	0.79
5+ years	- 0.48**	0.17	0.64
Fathers Schooling			
No Schooling	0.00	-	1.0
1-5 years	- 0.18*	0.09	0.86
5+ years	-0.58***	0.12	0.54
Food deficit			
Always deficit	0.00	-	1.0
Somewhat Deficit	- 0.18*	0.07	0.86
Sufficient	- 0.43***	0.18	0.23
Adult Employed			
Last 3 months	0.00	-	1.0
3-6 months	0.36***	0.09	1.56
6+Months	0.77***	0.05	1.98
Land Ownership			
Landless	0.00	-	1.0
Up to 100	-0.09	0.07	0.65
Above 100	-0.44***	0.11	0.43

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2. The Millennium Development Goal Report 2005, United Nations, New York, 2005.
3. The World Bank, Attaining Millennium Development Goals in India, Role of Public policy and service delivery, Human Development Unit , South Asia Region, June 2004
4. Planning Commission, Government of India, Tenth Plan, Poverty Alleviation in Rural Areas, 2002.
5. The National Rural Employment Act envisages, providing 100 days of guaranteed wage employment to one family member of rural households in 200 backward districts of India. Initially 200 districts will be covered which including 150 districts now under the food for work programme. The scheme would be extended to all 600 districts in five years. The Bill also provides for unemployment allowance if the job, under the scheme, is not provided. The minimum daily wage has been fixed at Rs 60 per day ($1.45)
6. The World Bank, Attaining Millennium Development Goals in India, Role of Public policy and service delivery, Human Development Unit , South Asia Region, June 2004
7. Report on the Evaluation of UNESCO's E-9 Initiative, December 2003, pg.32
8. Ibid.
9. The index should measures overall progress towards EFA, six goals. In practice, however, this is difficult, as Goal 3 learning and life-skills programmes is not yet conducive to quantitative measurement. For rather different reasons, ECCE cannot easily be incorporated at present, because the data are insufficiently standardized across countries, and they are, in any case, available for only a small minority of states. Accordingly, an EDI has been designed which incorporates indicators for the four goals of UPE, adult literacy, gender parity and the quality of education. One indicator has been included as a proxy measure for each of these four EDI components. This is in accordance with the principle of considering each goal to be equally important and, thus, of giving the same weight to each of the index constituents. So the EDI value for a particular country is the arithmetical mean of the observed values for each of its different constituents. As each of its constituents is percentages, its value can vary from 0 to 1. The closer it is to its maximum value, the less distance a country is from the goal and the greater its EFA achievement.
10. UNESCO , EFA Monitoring Report 2006.
11. A School Report of 14 Developing Countries in Asia Pacific, published by Asian South Pacific Bureau of Adult Education and Global Campaign for Education, 2005.
12. Operation Blackboard a centrally sponsored scheme initiated in 1987 and was a major initiative to improve the teacher/ pupil ratio as it provided second teacher to all single teacher primary schools.
13. DPEP is a World Bank supported programme. It was launched as a Centrally Sponsored Scheme in 1994 in 42 districts of seven states (Assam, Haryana, Kerala, Karnataka, Madhya Pradesh, Maharastra and Tamil Nadu) with the aim of providing access to primary education for all children, reducing primary dropout rates to less than 10 per cent, increasing learning achievements of primary school students by at least 25 per cent and reducing gender and social gaps to less than 5 per cent. The programme components include construction of classrooms and new schools opening of Alternative Schooling Centers, appointment of new teachers, setting up early childhood education centers, strengthening of State Councils of Educational Research and Training (SCERTs) / District Institute of Educational Training (DIETs), setting up of Block Resource Centers / Cluster Resource Centers, teacher training, development of Teaching Learning Material, special interventions for education of girls, SC/ST, working children etc. Initiatives for providing integrated education to disabled children and distance education for teacher training have also been incorporated in the DPEP Scheme. At its peak, the programme was being implemented in 272 districts of 18 States and it is now continuing in 129 districts of nine States. The programme is in the last phase and will be merged with the SSA programme after its completion period in 2007. It has been funded jointly by the World Bank, European Commission (EC), UK Department of International Development (DFID), Government of Netherlands and UNICEF. DPEP is an externally aided project, with 85 per cent of the project cost being met by the Government of India and the remaining 15 per cent shared by the concerned State Government. The Government of India share is resourced through external assistance. External Assistance of about Rs. 69,380 million, comprising Rs. 51,370 million as credit from IDA and Rs. 180,00 million as grant from EC/DFID/UNICEF/ Netherlands has been tied up for DPEP.
14. The National Programme of Nutritional Support to Primary Education (NP-NSPE), popularly known as the Mid-Day Meal (MDM) Scheme, was launched on August 15, 1995, with the objective of giving a boost to Universalization of

Primary Education through improvements in the nutritional status of students in primary classes of Government, local body and Government-aided schools. The programme was extended to children studying in Education Guarantee Schools (EGS) and other alternative learning centers in October 2002. Central support was provided by way of supply of free food grains through the Food Corporation of India @ 100 gm per child per school day where cooked meals were served, and @ 3 kg per student per month where food grains were distributed. Though all States were expected to move rapidly towards provision of cooked meals under the programme, many States were facing difficulty in providing cooked meals to children due to financial constraints. To overcome this problem and in pursuance of policy pronouncements made in the President's address to Parliament in June 2004 and Finance Minister's Budget Speech 2004-05, the scheme has been revised with effect from September 2004. Under the revised Scheme, the Central Government is providing assistance to the States to meet the cooking cost also @ Re. 1 per child, per school day. Over and above the Budget provision of Rs. 16,750 million for the scheme for 2004-05, a sum of Rs. 12, 320 million has been provided through the First Supplementary Estimates of 2004-05 as Additional Central Assistance to States to meet cooking costs. The programme is benefiting about 110 million primary school children in the country. A National-level Steering-cum-Monitoring Committee (NSMC) has been constituted to oversee management and monitoring of the programme at the national level, and State Governments have been requested to constitute similar committees at State, district and block levels to ensure smooth implementation of the programme with good quality.

15. The Centrally Sponsored Scheme of Teacher Education was launched in 1987-88 to create an institutional infrastructure to provide academic and technical resource support for continuous education and training of school teachers. District Institutes of Education and Training (DIETs) set up under the Scheme provide academic resource support to formal and non-formal elementary school teachers, Colleges of Teacher Education (CTEs) and Institutes of Advanced Study in Education (IASEs) have been given the responsibility of organising pre-service and in-service training of secondary school teachers. IASEs are also expected to conduct programmes for the preparation of elementary school teacher educators. The Scheme has been revised for the Tenth Plan and guidelines of the revised Scheme were issued to States in January 2004, with emphasis on operationalising sanctioned DIETs, CTEs and IASEs in an optimum manner, and on improving the quality of teacher training programmes in them. Since the inception of the Scheme in 1987-88, a total of 550 DIETs/DRCs and 131 CTEs/IASEs have been sanctioned/approved up to December 2004.

16. The objective of KGBV is to ensure access and quality education to the girls of disadvantaged groups of society by setting up 750 residential schools with boarding facilities at elementary level for a minimum of 50 girls, belonging predominantly to the scheduled caste, scheduled tribe, other backward castes and minorities in difficult areas. A total of 715 KGBVs have been approved during 2004-05. In view of the targeted nature of the scheme, 75% girls from SC, ST, OBC or minority communities would be accorded priority for enrolment in such residential schools. Established NGOs and other non-profit making bodies will be involved in the running of the schools, wherever possible. The scheme will be implemented by State Governments through the Mahila Samakhya (MS) Society in MS states and through the SSA society in case of other states. The scheme is being implemented in the States of Andhra Pradesh, Arunachal Pradesh, Bihar, Jharkhand, Gujarat, Haryana, Himachal Pradesh, Karnataka, Jammu and Kashmir, Madhya Pradesh, Chattisgarh, Maharashtra, Manipur, Meghalaya, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal and West Bengal. A provision of Rs. 4,890 million has been made for the Tenth Plan and Annual plan allocation for the year 2004-05 is Rs. 1,000 million. Nearly 715 KGBVs have been approved by Department of Elementary Education and Literacy involving an amount of Rs. 1,675 million for the Year 2004-05.

17. Janshala Programme was a joint venture of United Nations and Government of India, Primary Education Department, with the major aim of involving community participation in formal schooling system in selected districts of India. It promoted a constant interaction between the literacy functionaries like education administration of the state, educators and the members of the beneficiary community in regular formal meetings. Such interactions or formal meetings may, however, be too soft a mechanism for the effective implementation of the literacy/ educational projects, but as a preliminary step towards more effective forms of community participation, this is quite desirable and effective approach. Janshala programme has empowered the community by addressing to its legitimate organizational framework like monitoring of formal schools by a Committee consisting of education committee member selected by the people. The essence of the programme is not to shift communities' point of dependence from administration to NGOs but to empower the community directly to seek their due entitlements. Janshala programme clearly established a link between the administration, community, NGOs and other civil society to operate together synergistically. Major aim of Janshala was to create community empowerment for ensuring universal participation of children and better school management, capacity building of teacher's empowerment and quality improvement in education Reach difficult groups of children, especially girls among them and ensure proper management and the level of decentralisation:

18. World Bank document prepared for seeking loan from the World Bank for the Elementary Education 2004

19. The Sarva Shiksha Abhiyan document, of Government of India, MHRD- 2002

20. Data on government elementary education expenditure were obtained from detailed budget demand documents of individual states. Although government expenditure on primary education is of interest in this paper, state

government expenditure in India are available only for the elementary level, comprising the lower primary (grades 1-5) and upper primary (grades 6-8) levels. Note that the state government expenditure data used in this paper includes expenditure incurred by a state government out of its own revenues as well as central government allocations to that state.

21. Ministry of Human Resource and Development and National Institute of Education Planning and Administration EDUCATION FOR ALL, India Report, Year 2000 Assessment. New Delhi.
22. Field observation in Bihar state district Gaya and Madhya Pradesh state district Bhopal and Hoshangabad.
23. The Population threshold was worked out by working ratio of children aged 5-14 years (Census-2001 data) with the number of primary and upper primary school (DISE- 2004) data. Unfortunately the census data for the states was not available for age group 6-14 which would have been more appropriate in view of the children being enrolled from age 6 in classes I.
24. The high thresh hold for Kerala and Haryana can be explained, as these two states have high number of private primary/ upper primary schools even in rural areas, which is not counted in the DISE data.
25. NIEPA; DISE Data- 2004. The DISE 2004 data is for 25 states and it includes enrollments both in government and private primary and upper primary schools.
26. Gross Enrolment rate is percent children reported enrolled in class I-V in schools to official children aged 6-11 years.
27. Net Enrolment Rate s to Official Enrollment at primary level aged 6-11 years / Official School age Population in the Age Group 6-11 Years.
28. NER data from household survey conducted by the NSSO/ Census is considered more accurate that the GER data from the government schools (DISE information). The DISE information tends to over estimate the enrolment figures, as children enrolled in the schools at the beginning of the session, due to awareness campaign or incentive induced strategies, continue to be counted in school enrolments irrespective of their current status of whether they attend or not attend the schools.
29. The observation that Punjab and Haryana have higher rates of female than male primary enrollment deserves an explanation. These states actually have a very different form of gender discrimination in schooling. Since these are rich states, both boys and girls get enrolled in school. However, since there is a growing private sector in these states, parents tend to enroll their male children in private schools while enrolling their daughters in government schools. Since school-based administrative data typically only cover enrollment in government institutions, the boys who are shifted out of the government schools are not counted while the girls attending government schools are counted. This gives a misleading picture of girls having higher enrollment rates than boys.
30. Ministry of Education Report, (1992), Challenge of Education. - P36.
31. The PROBE Study, (1999), pp.41.
32. UNICEF (1996): Progress of the States
33. Yadav, M.S and Others (2000), EDUCATION FOR ALL, Learner Achievement in Primary Schools, MHRD, GOI and NIEPA.
34. MHRD Statistics on Education Status of India 2001-02.
35. The Gross Drop-out Rate represent percentage of pupils who drop out from a given grade or cycle or level of education in a given school year. The method used to calculate Gross Drop-out Rates is known as the Apparent Cohort Method. There are certain limitations of this method in providing precise estimates, as it does not take into account the data on repeaters.
36. The NSSO 52nd Round was conducted in 1995-96. The US $ rate is based on current conversion (2005) rate of Rs 43 per US$.
37. The indicators selected for the correlation were, Primary schools per village (Rural areas), Gross Enrolment Rate, Net Enrolment Rate, Gender Parity Enrolment Index, Per cent lady teachers to total teachers, Per cent schools having toilet facilities, Per cent schools having drinking water facility, Pupil/ Teacher ratio, Student classroom ratio, Transition rate, Retention rate and Survival rate
38. The information on children working in informal sectors, or attending schools, who might also be working is difficult to procure. The collection of reliable data regarding child labour is limited also by the fact that, officially the work undertaken by children in domestic and informal sectors are excluded from worker's category, as it is difficult to assess the productive value of such labour. Thus official child labour figures are always at such variance with statistics quoted by non-governmental agencies. Two main sources of most authentic data on child labour are Census of India and National Sample Survey Organization (NSSO) reports. NSSO 55th Round in 1999-2000 and Census 2001 presents, age wise workers, which is one the most authentic source of data for working out magnitude of child workers.
39. The age group of 6-14 years was chosen as this group has constitutional guarantee for free and compulsory

education. according to newly incorporated Article 21-A. Information from household surveys like Census and NSSO refer to children attending schools, irrespective of their enrolment status. On the other hand administrative school data infer all enrolled children are attending schools, hence household survey data is more authentic and reliable.

40. Main workers are those workers who are found engaged for production activities for more than six months (more the 183 days in a year), while marginal workers are those workers who work for less than six months in a year.

41. There is a possibility that some of the child factory workers are not recorded and the number is under-estimated, since the law prohibits the employment of children in factories.

42. Mating or crossing of two plants or lines of dissimilar genotype are known as hybridization. Hybrid cotton seed production in a self pollinated crop- a difficult task, especially when a large quantity is to be produced for commercial production. Unlike other hybrid seeds like paddy and jowar, in cottonseed, cross pollination work has to be done manually. Each individual flower bud has to be emasculated and pollinated by hand by a large labour force. Doak`s method of emasculation of the flower bud is used. This method involves the removal of bracts first by hand, and then the petals, along with the entire anther-sac whorl, with the nail of the thumb, without damaging the stigma, style or ovary. Crossing needs to be done as soon as the flowers blossom before the female flowers bear fruit (and consequently produce non-hybridised or `fake' seeds).

43. Venkateswarlu, D. (2004), Child labour in hybrid cottonseed production in Andhra Pradesh: recent developments, INDIA COMMITTEE OF THE NETHERLANDS (ICN) THE NETHERLANDS

44. Ibid.

45. V. V. Giri National Institute, (1996): Towards Eliminating Child Labour. NOIDA.

46. The hazardous occupations listed in the Act-1986 are glass factories of Firozabad in (Uttar Pradesh), the slate industry in Mandsaur in (Madhya Pradesh) and Markapur in (Andhra Pradesh), the match industry in Sivakasi (Tamil Nadu), the lock industry at Aligarh (Uttar Pradesh), the diamond polishing industry in Surat (Gujarat), the brass-ware industry in Moradabad (Uttar Pradesh), the balloon factories of Dahanu (Maharastra), the gem stone industry in Jaipur (Rajasthan), the carpet industry in Mirzapur- Bhadhoi- Varanasi- Allahabad belt in (Uttar Pradesh) and Kashmir Valley in (Jammu and Kashmir) etc;

47. Ministry of Labour, Question-Answer session in Lok Sabha -2003, source: Statistical Data from Website.

48. I. Kaur: A Review of World Bank Lending for Children and its bearing on Child Labour. Understanding Children's Work An Interagency Research Cooperation Project, 2002

49. Planning Commission, Government of India, Tenth Plan, and Poverty Alleviation in Rural areas 2002.

50. The United Nations Human Development Index state, poverty does not only mean low income, low consumption and low calories intake , it also includes lack of access to essential things required for a decent living: health, education, economic opportunities, security, cultural liberty and social respect.

51. The incidence of unemployment defined as percentage of persons unemployed in the age group 15 years and above on the usual principal and subsidiary status to the total number of persons in the labour force

52. National Sample Survey Organization, Ministry of Statistics and Programme Implementation, Government of India, 59th round , Report No. 490 on Household Consumer Expenditure and Employment- unemployment Situation in India, May 2005.

53. It is not only the average level of expenditure that is important for assessing economic attainments, but it is also desirable to know how it is distributed across the population in the State or the region among other groups of MPCE . A State may have high average per capita consumption expenditure only because of high expenditure levels in the top income deciles of the population. On the other hand, the same average consumption level can be obtained from a more equitable distribution of expenditure levels.

54. A field survey was conducted in August- September 2005 in sample six villages appropriately selected from Block/ Mandals of Bihar, Madhya Pradesh and Andhra Pradesh. For the purpose of this study a sample survey of 625 households from the three states of Bihar (Block Bodh Gaya and Dhobi in Gaya, District); Madhya Pradesh (Block Sanchi in Raisen district and block Babai in Hoshangabad district) and Andhra Pradesh (Mandal Bhootput in Mehboobnagar and Mandal Shankerpally in Rangareddi district) were selected. The three states were selected because of the presence of high proportion of out-of-school children and measures adopted by the state governments to create conducive condition for universalization of education. Andhra Pradesh state with support from United Nations agencies and other international agencies took several proactive measures to release children from work. Madhya Pradesh took lead in developing Education Guarantee Schools (EGS) in 1997 to cover all out-of-school children as an innovative programme, which was later incorporated in the SSA. Bihar state has high proportion of out-of-school children due to lack of availability, access and infrastructure in schools. Keeping these parameters in view the three states were selected for the survey. six villages, one village from each of the blocks/ mandals were selected randomly for the survey. Separate samples were drawn from each village. Considering the variable of interest as dichotomous, a sample size of 125 households from each village was

calculated with a precision level of 5% and a 95% confidence limit (Cochran, W.G. 1977, Sampling technique, Singapore, John Wiley and Sons and Kalton. G, 1983, Introduction to Survey Sampling , Sage University Paper Series on Quantitative Applications in Social sciences, 070035, Newbury Park, CA, Sage) . A cluster sampling approach was followed in the survey. Thus a total of 625 households were selected randomly.

55. Hosmer, D.W & Lemeshow, S (1989): Applied Logistic Regression, John Wiley and Sons, New york.

56. Older children aged 10-12 years were 76% more likely to work and children aged 12-14 were 116 % more likely to work. Children education were negatively associated with child labour, children educated up to class V and more than class V were less likely to be employed as child labourers in the proportion of 22% and 48% respectively. Similarly mothers and fathers education level was also negatively associated with child labour. Significantly food status deficit was also negatively associated with the child labour, lower the food status deficit lower was the chances of child labour and visa versa. Thus food security was closely associated to less child labour. Adult unemployment was positively associated with the child labour. Higher the period of adult employment higher was the chance of child labour. Household land ownership was again negatively associated with the child labour. Children of households having land up to 100 decimals were 35% and with land above 100 decimal 57% less likely to work than the children's families with no land.

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