

REHABILITATION OF CHILD LABOUR IN INDIA

Lessons Learnt from the Evaluation of NCLPs



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PREFACE

I consider it a great privilege to introduce this nation-wide evaluation study of the functioning of the National Child Labour Projects (NCLP) to the different social partners and stakeholders, specifically the policy makers, academicians, functionaries of government and non-governmental organisations, UN agencies, and all those who are engaged in the task of prevention and elimination of child labour.

This evaluation study was commissioned by the Ministry of Labour & Employment (MoLE), Government of India (GoI) to its autonomous body, the V.V. Giri National Labour Institute (VVGnLI). The consolidated report has been prepared by the Central Coordination Team at VVGnLI through a wide consultative process and on the basis of rigorous ground-level research work carried out by different autonomous and independent institutions/organisations spread across different states. The evaluation was co-ordinated on an overall level by Dr. Helen R. Sekar and Shri Anoop K. Satpathy, faculty members of the VVGnLI. The study is a harmonious co-operative endeavour by a number of institutions and scholars from different parts of the country, encompassing 70 NCLP districts located in 15 different states. In many ways, it is one of those rare efforts which is marked by a complete

understanding of the purpose and objectives among all the collaborating agencies. Prior to the launch of the evaluation study, a Workshop was organised to discuss the sample universe, sample size, sampling design and the methodology to be adopted for the study. The geographical spread and sample size of the study has been evolved by following a scientific sampling process. The terms of reference (ToR), evaluation tools, work-specific time-line, operational and technical aspects of the evaluation and other related issues were also discussed in this workshop which was attended by social scientists and representatives of independent/autonomous organisations from different parts of the country, as well as from the MoLE. On the basis of the ToR, the evaluation agencies were asked to present a detailed work-plan for the evaluation mentioning the scope of the state-specific work and time-line for various deliverables. Subsequently, a Data Capturing Format (DCF) was developed, pilot-tested and further compressed.

I congratulate the evaluation team coordinated by Dr. Helen R. Sekar, Fellow, and Shri Anoop K. Satpathy, Associate Fellow, who, through their hard work, sincerity and devotion have completed this challenging task successfully and have brought out this



report. This report presents in detail the practices, gaps, challenges and the impediments of the project. The report also offers specific recommendations in a number of areas to strengthen the programme and its implementation.

I would also like to thank everyone else who has contributed in several ways in conducting the evaluation study. However, I must express my profound gratitude to Shri P. C. Chaturvedi, Secretary, MoLE for being a source of inspiration. I would like to place on record our gratefulness to Ms. Sudha Pillai, Former Secretary, Labour and Employment for her constant guidance and encouragement at every stage of this project. I would also like to thank Shri S. K. Srivastava, Additional Secretary, and Shri S. K. Dev Verman and A.C. Pandey, Joint

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I have no doubt that this evaluation study will prove to be a valuable asset in guiding the policy makers, planners, academicians, researchers, social partners, stakeholders and individual activists to work towards the elimination of child labour in India. The project report will also be proved equally important for evaluating other development programmes and social policies, globally.

V. P. Yajurvedi
Director

V. V. Giri National Labour Institute

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Helen R. Sekar

Anoop K. Satpathy

(Coordinators, NCLP Evaluation)

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Introduction



1.1 The Background

Children continue to form a sizeable section of the labour force in several fields of employment around the world. While in the less developed countries, the incidence of children's participation in the labour force is considerably high, it is not totally absent in the more developed nations too. In many of the third world countries, the problem of child labour is accepted either as a harsh reality or as an inescapable necessity. Increasing inter-linkage of economies and societies across the world has resulted in reaching an emergent consensus that child labour poses a serious threat to real and meaningful social development, while in turn perpetuating poverty and compromising with the objective of attaining economic growth along with social justice¹. As against this, equitable distribution of the benefits of economic development, giving rise to an overall economic and social development may be considered the best and most sustainable way of reducing child labour².

Empirical estimates show that the number of economically active children in the world in the age group 5-14 years was nearly 191 million

in 2004, with a work participation rate (proportion of child workers to total child population) of 15.8 per cent³. Children involved in hazardous work comprise around 38.7 per cent of the global child labour population. Among different regions, the largest number of child workers (122 million) was concentrated in Asia and the Pacific, within which India accounts for a substantial size⁴. According to the latest National Sample Survey (NSS) estimates, there were 9.07 million working children in India during 2004-05 as compared to 10.13 million in 1999-2000, thereby suggesting a decline by 10 per cent between the said time periods.

However, a matter of grave concern is, given the usual yardstick of measuring the magnitude of child labour, a substantial proportion of child labourers may remain uncounted as children who are currently not enrolled in schools are also working in one form or the other.

1.2 The Framework


Child labour is a socio-economic phenomenon arising essentially out of poverty and lack of development. There have been increasing

¹ ILO, 2002

² Grootaert and Kanbur, 1995; Swinnerton and Rogers, 1999; Basu, 2002

³ ILO, 2006

⁴ ILO, 2006



evidences to show that parents or guardians do not like to make their children work unless compelled by circumstances⁵. The ‘circumstances’, however, range from simple factors such as the pecuniary position of a family to more complex social, political and infrastructural situations at a particular point of time.

Schooling, for example, has high inverse correlation with child labour. The ‘human capital’ theory suggests that inadequate schooling facilities not only give rise to child labour in a region but they also create an ‘inter-generational dynamic trap’ of child labour⁶. Similarly, prevailing ‘social norms’ are the reason for existence and continuance of child labour in a society⁷. Given the framework of ‘welfare economics’ and ‘human capital theory’, school is the right place for children and children should actively participate in schooling. However, the extent of children’s participation in schooling largely depends on the socio-economic development of a region. In a less developed region children participate in an array of activities other than schooling. These activities may vary from performing household chores on the one hand to assisting parents in farm activities and directly participating in the non-farm labour market activities on the other.

If one considers children’s participation in school and the labour market as two extremes, essentially four different scenarios emerge. These are children who a) only pursue schooling and do not participate in the labour market at all; b) mainly pursue schooling but also participate in the labour market; c) neither

pursue schooling nor participate in the labour market; and d) do not pursue schooling at all and only participate in the labour market. Out of these four scenarios, the first and the fourth are the two extremes while the other two are transitory phases which have a high potential to move to either of the extreme directions. The first scenario, where children ‘only pursue schooling and do not participate in the labour market at all’ is considered as the most desirable while the fourth necessarily reflects the extent of the child labour force in a region. However, scenarios two and three are considered equally vulnerable, and in the absence of rightly placed policy interventions, have all the possibilities to join the fourth group.

On the demand side, child labour is considered as a product of the market economy. Although there are enough evidences to establish the fact that markets do respond positively to policies related to eradication of child labour, increasing levels of competitiveness, rising production costs, increasing adult wages, etc. lead many small enterprises to resort to child labour. Demand for child labour by some industries is often justified on the ground that children are most suitable for certain jobs, for instance, the ‘nimble finger’ argument in the carpet industry. However, the ‘substitution axiom’ of the child labour theory essentially refutes this argument and propounds that subject to some ‘adult equivalence corrections’ adults are equally substitutable for any kind of works⁸. It is now well documented that employers – whether in farms, households or industries, employ children because of, both, pecuniary and non-pecuniary reasons. It is a common phenomenon that child workers are

⁵ Grootaert and Patrinos, 1999

⁶ Basu, 2003

⁷ Zelizer, 1985

⁸ Levison, 1998

invariably underpaid as compared to current market wages; they are exposed to long working hours; denied compensation for overtime; and are deprived of social security. Further, employers prefer child workers because they are willing to take orders and perform monotonous tasks without any complaint and are unlikely to demand for labour rights or join trade unions. However, increased competitiveness and use of modern technology in today's globalised scenario is sending a signal that employing children is no longer an economically viable solution for them. Hence, many large industries may be interested in setting adequate labour standard by stopping the use of child labour. The concept of 'social labelling' as designed and perused by some big industries' associations around the world has been one typical example of this. Despite these efforts, the industries which carry out manufacturing on cottage, tiny and small-scale basis, where a major part of the work is outsourced, the reliance is still on traditional, simple, manual appliances and labour intensive and primitive processes where in addition to the family labour hired child labour is used⁹.

By any standard, existence and continuance of child labour in a region are always considered as a serious problem not only from the perspective of development of children but also for economic growth and overall socio-economic development of the region. Eradication of child labour remains high on the agenda of governments around the world particularly in the developing world. The efforts to eradicate child labour often assume two different paths: a) collaborative measures; and b) coercive measures¹⁰. Collaborative measures to eradicate child

labour include an array of interventionist policies ranging from cash transfer to social employment programmes for poor families (presumably, the main supplier of child labour) and to attractive schooling options. In view of the complexity of the problem, many of these collaborative measures go beyond just benefiting poor families and children directly to raising the level of overall social awareness. As far as coercive policy measures are concerned, these often take the form of punitive actions, particularly against those who hire child labour. The punitive measures range from imposing trade/business discrimination against firms using child labour on the one hand, to direct legal action against offenders on the other.

These two types of measures, however, are not always mutually exclusive, as many effective policy measures are usually a combination of the two. This is also because child labour is not a homogeneous group. The nature and condition of work widely differs across different kinds of working children across regions and sectors of employment. This may call for different types of policy interventions at different points of time and places. Based on this principle, researchers and policy makers frequently distinguish between hazardous and non-hazardous occupations performed by children. However, this distinction is not based solely on the children's health perspective; hazardous occupations usually connote a wide range of occupations and conditions of work. The distinction between hazardous and non-hazardous occupations has helped policy makers in understanding the severity of the problem and prioritising the resource allocations.

⁹ Sekar, 2007

¹⁰ Basu and Zafiris, 2003

1.3 Child Labour Policy In India

The Government of India (GoI) has always followed a proactive policy towards elimination of child labour. The Constitution of India not only secures compulsory primary education to all children but has, through its 86th Amendment, made Right to Education a fundamental right for all children in the age group of 6-14 years. In addition, several other initiatives have been taken from time to time for protection of children from a variety of forms of exploitation and to ensure that all the children are brought into the purview of schooling. In consonance with the overall framework as discussed in section 1.2, the National Policy on Child Labour was formulated in 1987, setting out objectives and priorities to eradicate child labour and to protect all children from exploitation. The three components stated in the National Policy on Child Labour are: (a) Legislative Action Plan emphasizing strict and effective enforcement of legal provisions relating to Child Labour; (b) General Development Programmes for benefiting children and their families; and (c) Project-based Plan of Action focusing on areas with high concentration of child labour through implementation of the National Child Labour Project (NCLP).

The National Policy on Child Labour is implemented through four different but horizontally integrated projects at the central level. These projects are a) National Child Labour Project (NCLP); b) Indo-US Child Labour Project (INDUS); c) Grants-in-AID (GIA); and d) Strengthening of Child Labour Cell. Out of these, the first three are action-oriented programmes being implemented at the ground level while the fourth is aimed at strengthening the capacity at the central level. Apart from this, the International Programme on Elimination of Child Labour

(IPEC) launched by the International Labour Organisation (ILO) is being implemented in different states. All these programmes are either implemented or supported by the Ministry of Labour and Employment (MoLE) at the ground level in collaboration with different stakeholders such as international agencies, NGOs and state governments. Apart from these initiatives at the central level, many state governments have joined hands with the Central Government and International Agencies and have launched their own different schemes, which are usually supported by the Central Government and International Agencies. However, among all the initiatives, the NCLP has been the single largest action-based programme aimed at eradicating child labour in general and child labour in hazardous occupations in particular. Realising the importance of this project, MoLE has been making conscious efforts to improve its coverage and implementation by conducting external evaluations of the project.

1.4 NCLP - A Brief Overview

The NCLP was first initiated in 1988, as a part of a larger plan of action arising out of the National Policy on Child Labour. Since then it has been supported by several major initiatives at the central, state and district levels aimed at elimination of child labour. A high-powered National Authority for the Elimination of Child Labour (NAECL) was set up on 26th June, 1994 comprising Secretaries to the GoI representing various ministries such as the Ministries of Finance, Women and Child Development, Education, Labour, Welfare, Information & Broadcasting, Rural Development, Health & Family Welfare and Textiles. The main functions of the NAECL are a) To lay down policies and programmes for monitoring and

coordinating the implementation of child labour projects; and b) To achieve convergence with various concerned Ministries of the GoI.

The main thrust of the NCLP has been to reduce the incidence of child labour in the high-concentration pockets. Providing education through special schools, and subsequently mainstreaming them in regular schools are the major activities under the NCLP at the ground level. The working children are identified through surveys conducted by independent agencies and inspections conducted by the Labour Department of the state governments. On the basis of their reports, children are withdrawn from the labour force. These children are then enrolled in the special schools which provide formal/non-formal education, vocational training, supplementary nutrition, monthly stipend, regular health check-up, etc., and are subsequently mainstreamed in formal education or self-employment within a period of six months to three years of their enrolment in the special schools. However, NCLP's task does not end at mainstreaming of the enrolled children. In order to check and minimize relapse, NCLP also does the follow-up of the mainstreamed children for the next few years, either in further education, or employment.

The NCLP runs through various stages of operation viz., (a) establishment of a District Project Office (DPO) in each of the child-labour-endemic districts; (b) conducting survey and identification of child labour, particularly in hazardous occupations; (c) opening up of special schools and supporting them; (d) enrolment of working children in the special schools and ensuring their formal/informal education up to a maximum period

of three years; (e) providing mid-day meals and regular health check-ups to the enrolled children; and finally (f) mainstreaming those children and keeping track of them for a few years after mainstreaming. In order to successfully carry out the above mentioned activities, NCLP's DPOs are expected to (a) establish convergence of services and schemes with other departments; and (b) implement and monitor different labour laws relevant for abolition of child labour.

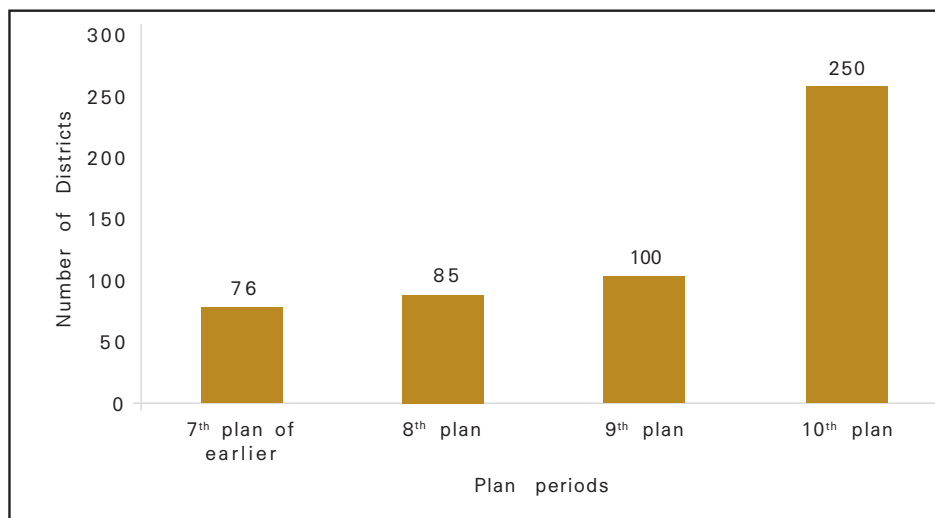
All these stages are components of one integrated approach aimed at not only reducing the intensity of child labour but also effectively contributing to the overall development of children belonging to vulnerable sections of the society in the concerned districts, and subsequently at the all-India level.

1.4.1 Coverage of NCLP

When the NCLP was first launched in 1988, it was implemented in 9 districts. By the end of 1989, a total of 12 projects were operational in 8 states covering 13,668 working children who were employed in hazardous industries such as Glass, Brassware, Locks, Carpets, Slates, Tiles, Matches and Fireworks, Gems, Agro Chemicals and Beedis. In August 1994, the process of rehabilitation of child labour was intensified after in-depth consultations with District Collectors of child labour-endemic districts. Consequently, the NCLP was extended to 76 districts. The coverage progressively increased to 85 projects in 2001 and expanded to 100 districts by the end of the 9th Five-year Plan. This was further expanded to 250 districts during the 10th Plan period. The increase in number of districts covered under NCLP is presented in Figure 1.1

Besides the gradual expansion of the project in many other districts, the priority of the

Figure 1.1: Cumulative Number of Districts Covered under NCLP in different Plan Periods



government was reflected in the quantum increase in the budgetary allocation. The Cabinet Committee on Economic Affairs (CCEA) in January 1999, while approving the continuance of the NCLP approach during the 9th Plan period, raised the number of projects to 100 with a total outlay of Rs. 261 crores. During the 10th Plan period, the allocation was further increased to Rs. 602 crores to cover an additional 150 districts.

During the 10th Plan, enhancements in the budgetary allocation have been made towards some of the components such as mid-day meal, educational and vocational materials and office and support expenses. Additional components that were included during the 10th Plan are as follows:

- An institutionalized mechanism for ensuring regular and periodical health check-up of all NCLP-school children with the provision of honorarium to the doctors;
- Provision for training of educational instructors;

- Provision for training of vocational instructors by a Master Trainer;
- Carrying out two surveys at the district level during the plan period to collect and report the exact magnitude of child labour in hazardous and non-hazardous occupations; and
- Effective and rigorous monitoring at all levels.

1.4.2 Structure, Aims and Objectives of the NCLP

The formulation of the NCLP scheme involved consultation with all concerned Ministries/Departments. At the national level, the programme is being monitored by the Central Monitoring Committee (CMC) headed by Secretary, MoLE. A core group has been set up for active convergence on a sustained basis among various ministries at the central level for rehabilitation of child labour and their families. This core group is headed by Secretary, MoLE comprising representatives from concerned Ministries such as Women & Child Development, HRD,

Social Justice & Empowerment, Rural Development, and Urban Housing & Poverty Alleviation.

At the national level, various activities relating to the NCLP are carried out by the Child Labour Division (CLD) in the MoLE. Presently, the CLD is headed by a Joint Secretary who is assisted by two officers of the rank of Director / Deputy Secretary, two Under Secretaries, four Section Officers, four Assistants, one Upper Division Clerk (UDC) and a Peon. The CLD follows up the implementation of the NCLP with the state governments and releases funds to the Project Societies based on the progress of project activities.

As per the guidelines issued by the MoLE, the principal agency for implementation of the NCLP is the Project Society (PS) formed at district levels and registered under the Registration of Societies Act, 1860. The PS functions under the overall chairpersonship of the District Collector/District Magistrate (DC/DM). The DC/DM is assisted by the members of the PS who could be drawn from the relevant departments of the government at the district levels, trade unions, employers' associations, and voluntary organizations. The parents of the beneficiaries of the scheme are also supposed to be the members of the PS. A part-time/full-time Project Director (PD), who is an official of the State Government, is entrusted with the overall implementation of the project. The day-to-day activities under the project are carried out by the PSs with the involvement of local NGOs, Self-help Groups (SHGs), Trade Unions, etc. The PS receives funds directly from the MoLE, GoI. The functioning of the PS is governed by its Memorandum of Association and by-laws framed there under.


The major objective of an NCLP PS is to withdraw children in the age group of 5-14 years working in hazardous occupations and processes, and mainstream them into the formal education system. This involves two major components:

- a. Identified children in the age group of 9-14 years need to be withdrawn from the work/factory environment and rehabilitated through special schools run by the PS; and
- b. Working children in the age group of 5-9 years are required to be mainstreamed directly to the formal education system through the programme of Sarva Shiksha Abhiyan (SSA) introduced by the Ministry of Human Resource Development (MHRD). This necessitates coordination between the NCLP PSs and the District Education Department.

1.5 Evaluation of NCLP

1.5.1 Context, Objectives and Scope

Conducting policy-oriented project evaluation studies becomes important when their objective is to achieve “relevance” to society by examining not just the organizations and institutions, but also the output of the policies and projects that impact the population in multitudinous ways. Periodic review of a programme like NCLP is of utmost importance as it helps policy makers to identify gaps and initiate corrective measures to achieve the desired objectives and make the programme more effective and responsive. It also helps to modify the strategies from time-to-time, keeping in mind the ground realities. A mid-



course evaluation assumes greater importance as it enables identification and strengthening of the best policies, while attempting to overcome the inadequacies in the design of any project or programme. Accordingly, evaluation of NCLP assumes vital socio-economic importance.

The need for conducting a nation-wide evaluation of NCLP was felt in order to assess the direction in which the project has moved, as well as to evaluate the proposed modifications, changes and expansion during the 11th Plan period. The present evaluation study of NCLP was commissioned by the MoLE, GoI to its autonomous body, the V.V. Giri National Labour Institute (VVGNI). The actual evaluation at the ground level was conducted by different independent and autonomous institutions spread across different states, with an overall coordination and monitoring by the VVGNI (refer Appendix table I.1). The requirement of the evaluation was communicated by the Planning Commission in response to the 11th Plan proposal of the MoLE for further expansion of the NCLP to 600 districts.

The objectives of NCLP evaluation were as follows:

- a. To assess the status and functioning of NCLP Societies and NCLP Schools;
- b. To study the effectiveness of various components of NCLP, with particular reference to the components introduced during the 10th Plan towards achieving the objectives of NCLP;
- c. To examine the extent and pattern of complementary efforts of the state governments/district administrations and implementing agencies in the

implementation and monitoring of NCLPs; and

- d. To contribute towards policy formulation by suggesting specific plans of action for NCLP.

The evaluation reviewed the strategic frameworks, objectives, activities of the NCLP and the participation of various stakeholders and social partners in the implementation and monitoring of the project. It involved visiting the NCLP Schools and reaching out to different sections of the population ranging from students of NCLP Schools, their parents and teachers, formal school teachers and principals, field officials, PDs, members of the PS, NGOs, community leaders and a wide range of officials from various Government Departments, to elicit their views on the functioning of the schools and the project, and to assess their perception on various deliverables of the project. The methodology emphasized documenting experiences for replicability, enriching observations and applications of a variety of evaluation methods.

There are several grounds on which the outcome of NCLP may vary across the nation. Even though it has been implemented in the districts which are identified as "child labour endemic", each district has its own characteristics in terms of the push and pull factors associated with child labour. In some districts, male children may dominate the labour force, while in others it may be female children. Likewise, in some parts of the country, continuous migration of the labourers may be seen, while elsewhere they may be more sedentary. The commitment of the state government, the bureaucracy or even the cultural factors at the community level could be widely varied.

1.5.2 Methodology

The evaluation of NCLP is mainly based on primary data collected at different levels viz. district project societies (PSs), special schools, and children enrolled in special schools and their parents. The districts and special schools were selected on the basis of a two-stage stratified random sampling. The detailed methodology is presented in the following paragraphs.

a. Selection of States

As per the official data of MoLE, GoI, the NCLP is currently operational in 20 states covering 250 districts with 40 schools per district, on an average. Of these 20 states, 15 states were selected for evaluation on the basis of periodicity of the operationalisation of the project. These states are: Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. The remaining five states of Haryana, Uttaranchal, Mizoram, Nagaland and Jammu & Kashmir, were not considered for evaluation as NCLP is at initial stages of functioning in these states.

b. Selection of Districts

A total of 240 out of 250 districts spread across 15 states were selected to form the sample frame. The remaining 10 districts (nine districts in the five states of Haryana, Uttaranchal, Mizoram, Nagaland and Jammu & Kashmir and one district of Darjeeling in West Bengal) were not considered for sampling as they are at initial stages of functioning.

A two-stage sampling design was applied to draw a representative sample of districts and schools. At the first stage, out of the 240

districts, nearly 30 per cent (70 districts) were selected from different states for evaluation. These districts were selected on the basis of three criteria: First, priority was given to the 9th and pre-9th Plan districts which were not evaluated earlier. In doing so, variables such as regional spread of the district and intensity of child labour were taken into account. States, where the number of 9th and pre-9th Plan districts on the basis of the above criteria was adequate, were given representation in the sample. Second, when the number of 9th and pre-9th Plan districts was not sufficient to fulfill the criteria of 30 per cent sample, then 10th Plan districts were chosen on the basis of three criteria: (i) periodicity of the project; (ii) regional spread, and (iii) intensity of child labour. Third, when criteria (i) and (ii) were not sufficient enough to draw a representative sample for any particular state, some of the 9th and pre-9th Plan districts, which had been evaluated earlier, were taken into consideration. While doing this, importance was given to districts that are located in pockets of concentration of hazardous industries. The detailed list of districts selected for the survey is given in Table 1.1

c. Selection of Special Schools

In the second stage, nearly 30 per cent of the total number of operational schools were identified from each of the selected districts. The minimum number of schools to be evaluated from each of the sample districts were not less than 10. However, if any selected district had less than 10 fully operational schools, the district was replaced with another district. The sample schools were selected on the basis of: (i) proportional representation of rural and urban schools; (ii) proportional representation of schools by management type; (iii) location of schools on

Table 1.1: List of Sample Districts selected for NCLP Evaluation

Sample States	No. of Sample Districts	No. of NCLP Districts*	Sample districts as a % of total operational NCLP Districts	Name of the Sample Districts	
				(9 th Plan)	(10 th Plan)
Andhra Pradesh	7	23	30.4	Anantapur, Karim Nagar, Nellore, Ranga Reddy, Vizianagram, Visakhapatnam	Krishna
Assam	1	3	33.3	-	Nagaon
Bihar	6	24	25.0	Nalanda, Jamui	Araria, Katihar, Purnea, Darbhanga
Chhattisgarh	3	8	37.5	Rajnand Gaon, Sarguja	Raipur
Gujarat	1	9	11.1	-	Panchmahal
Jharkhand	4	9	44.4	Dumka, Pakur, West Singhbhum (Chaibasa)	Hazaribag
Karnataka	5	17	29.4	Bangalore (R), Bangalore (U), Raichur	Bagalkot, Kolar
Madhya Pradesh	6	17	35.3	Gwalior, Ujjain, Mandsaur	West Nimar (Khargone), Rewa, Sidhi,
Maharashtra	4	13	30.8	Solapur, Thane	Beed, Nanded
Orissa	6	18	33.3	Bargarh, Cuttack, Ganjam, Koraput, Mayurbhanj, Nuapara	-
Punjab	1	3	33.3	Ludhiana	-
Rajasthan	6	23	26.1	Ajmer, Alwar, Tonk	Barmer, Bhilwara, Ganganagar
Tamil Nadu	4	13	30.8	Dharmapuri, Salem, Tirunelveli	Chennai
Uttar Pradesh	11	42	26.2	Saharanpur, Varanasi, Mirzapur	Banda, Ghaziabad, Fatehpur, Hardoi, Lucknow, Mathura, Sitapur Sonbhadra,
West Bengal	5	18	27.8	North Dinajpur, South Dinajpur, South 24 Parganas	Kolkata, Maldah
Total	70	240	29.2		

Note: * implies number of districts, which formed the universe for this evaluation

Source: Field Survey and Ministry of Labour & Employment

the basis of locality of SC, ST, OBC and minority concentration. NCLP officials at the district level were consulted for collecting information regarding total number of special schools, their location and other relevant information, in order to draw the sample. On the whole, almost 819 special schools were visited for evaluation, of which 54 per cent were located in rural areas and the remaining 46 per cent belonged to urban areas. Plan-wise distribution shows that 52 per cent of sample schools were started during the 9th Plan and the remaining 48 per cent during the 10th Plan.

d. Selection of Students and Parents

The evaluation exercise did not limit its scope to the levels of special schools only, but was extended to cover students of the special schools and their parents as well. From each of the sample schools, 10 students (including at least five girls) were randomly selected for interviews on a range of issues including the availability and quality of various benefits and facilities in the schools, and problems faced by them, if any, in accessing these benefits. Apart from interviewing the students, the investigators interacted with groups of children and also passively observed the students in the classrooms. After the interview, the sample students accompanied the investigators to their homes, where their parents were also interviewed. The parents were asked about their socio-economic and religious backgrounds, their perceptions about various deliverables of the project, availability of various benefits, quality of facilities and adequacy of key physical infrastructure in the school, benefits received from government development programmes and other related issues. On the whole, more than 8000 special school

children and their parents were interviewed during the course of the evaluation.

In addition, a detailed quantitative analysis of the magnitude and pattern of child labour will be studied at state levels on the basis of existing data from the secondary sources such as decadal population census and Labour Force Survey (LFS) of NSS.

1.5.3 Evaluation Framework and Tools

To attain the stated objectives of the evaluation, a multi-dimensional approach was adopted to collect both quantitative and qualitative data mainly at four levels -- PSs, special schools, parents and community. For collecting quantitative data, three different types of structured Data Capturing Formats (DCFs) and instruction manuals were developed, field tested and firmed up before canvassing them to the target groups. The DCFs were canvassed at the level of PSs, special schools and among students of special schools, and their parents. In addition, an array of qualitative methods such as in-depth interviews, direct observation, group discussion and case studies were also used to augment the explanatory potential of the quantitative data and to map the actual impact of the programme. The qualitative data were collected from the community members, implementing agencies, and Chairperson and PD of the NCLPs. For facilitating qualitative data collection, thematic guidelines/discussion points were developed and put to use. Further, case studies on best practices and success stories were also prepared during the course of field survey. A detailed outline of the evaluation framework is given in Table 1.2.

Table 1.2: Evaluation Framework

Sl. No.	Respondent Categories	Type of Information	Research Tools	Required Sample
1	Chairperson of NCLP and DM	Frequency of executive committee meetings, convergence with line departments, functioning of NCLP, major restraining and facilitating factors in implementation, strength and weaknesses of implementing agencies, success rate of NCLPs in rehabilitating child labour, etc.	In-depth interviews	One per district
2	Project Society Project Director (first priority) and/or Field Officer	Structure, functioning, management and activities of the Project Society; functioning of special schools, suggestions/recommendations regarding improvement	Structured DCFs, In-depth discussions and Case Studies	One per district
3	NCLP Schools (Instructors)	Status and functioning of schools which includes physical, financial and manpower resources, enrolment and attendance, mainstreaming, facilities provided in the schools, quality of education and other deliverables	Structured DCFs Direct Observation Case Studies	30 per cent of the total operational schools or a minimum of 10 schools whichever is higher.
4	Students and Parents	Students: Quality of facilities available in the schools and problems faced by the students Parents: household background, awareness and participation issues; perception about various deliverables, response to availability, quality and adequacy of key physical infrastructure, benefit received from other development programmes and suggestions.	Structured DCFs Case Studies Interaction with group of students and observing students in the classroom passively	10 students (including at least 5 girls) per school selected randomly and at least 10 parents residing in catchment areas of each school
5	Implementing Agencies	Management of schools and funds, facilities available in the schools, number and nature of inspections, mainstreaming and tracking of children and problems faced by them	In-depth Interview	Implementing agencies involved in running all sample schools
6	Community	Functioning of the schools, project components, suggestions, Case Studies	Group Discussions	One group discussion per catchment areas where the sample school is located. Each group to consists of at least 10 members including women members of PRIs
7	State Administration	Implementation, effectiveness and monitoring of the project, extent of convergence achieved and other macro issues.	Interactive Discussion	One discussion in each state with officials of state labour dept., SSA and coordinators of state resource centre

During the course of evaluation, necessary information was also elicited from the State Administrations, especially from the State Labour Secretaries, State Labour Commissioners and other labour department officials, to understand the effectiveness of the programme, the extent of their involvement in monitoring and implementation and to find out the problems encountered during implementation.

Apart from primary sources, various years of Census and rounds of NSSO datasets were used for having an overview of the child labour situation in the specific districts, states and also at the national level.

1.6 Limitations of the Study

This study is primarily based on data collected from sample Project Societies at the district level and sample schools within each district. Hence, the study has the following limitations in generalizing the results:

- Due to time constraint, a complete census of DPOs in all the NCLP districts could not be conducted to draw information on various parameters of NCLP at the state and all-India levels for undertaking comparative analysis.
- The outcome of the evaluation is based on primary data collected through sampling, and hence, has its own limitation and should be treated cautiously despite the best intention of the evaluation team to draw representative sample.
- The outcome of the evaluation may vary to the extent that information has been hidden or incorrectly provided by the interviewees for fear of identification or other reasons.
- The study is a one-point-of-time assessment of the NCLP and the actual situations at the ground level may have improved or deteriorated since the time of data collection during the months of June-July, 2007.



Child Labour in India: Magnitude, Trends and Patterns

2

Despite several proactive legislations and policies in India such as the National Child Labour Policy, 1987, and child labour related provisions in various other labour laws (refer Chapter 1) the decline in the magnitude of child labour has been less progressive than expected and as a result, the problem persists as a challenge to the country. As mentioned in Chapter 1, the latest assessment of the magnitude of child labour in India indicates a figure of more than 9 million (2004-05) and the decline has been barely 10 per cent from 2000 till 2005, suggesting an average annual decline of just 2 per cent.


This chapter discussed the magnitude of the problem of child labour in India and studies the trends in its steady decline. The pattern of concentration of child labour across regions, states and sectors (industries of employment) and the school attendance and literacy level among children have been systematically investigated, as they have a significant impact on the problem of combating child labour. The observations are mainly based on the Labour Force Survey (LFS) data of the National Sample Survey Organisation (NSSO) and supplemented by workers data from the Decennial Population Census.

2.1 Definition and Data Sources

2.1.1 Definition

The consensus on what constitutes child labour eludes the research community. Hence, before presenting the estimates of child labour in India, it is important to look into some of the definitional issues involved. As mentioned in Chapter 1, child labour is not a homogeneous group and children are engaged in a variety of works: paid-unpaid, self-employed-wage employed, domestic works-industrial works, migrant-non-migrant, etc. Many of these areas of work may be hazardous while others may be just learning experience for children. In rural India, children often work as an essential part of a farm household or assist parents in ancillary tasks either along with their schooling or without it. The estimates of child labour in India, as a result, have always been a bone of contention among scholars, policy makers, NGOs and other stakeholders. In fact, the estimates differ quite significantly depending upon the definition that one adopts.

Way back in 1979, the Gurupadaswamy Committee emphasized the need to



distinguish between ‘child labour’ and ‘child work’ for any kind of policy action. In fact, the accurate assessment of the magnitude of child labour can be made only if all these issues are addressed adequately. Ironically, there has been no comprehensive child labour survey in India, which takes all these concerns into account in a systematic and scientific manner. Most of the official estimates of child labour in India are based on LFS of the NSSO and Census. Although these sources capture a wide range of data such as nature of work, status and sector of employment, etc. at a highly disaggregated level, many of the work areas performed by children usually do not get captured under the definition of ‘work’ adopted by these sources.

According to the NSSO, the economic activity status of persons is captured in terms of Usual Status approach or Current Status approach. A person is included as employed in the Usual Status approach if he/she had pursued gainful economic activity for a relatively longer time span, in the period immediately preceding one year (365 days) prior to the date of the NSSO survey. This is known as Usual Principal Activity Status (UPS). And if a person had spent a relatively shorter time span in the period preceding one year (365 days) prior to the date of the NSSO Survey, this is accounted under the head, Usual Subsidiary Activity Status (USS). Principal and Subsidiary Activity Status together constitute Usual Principal and Subsidiary Activity Status Approach (UPSS). In the same way, the Census defines a person as main worker if he/she dispenses /spends 180 days or more in a year engaged in economic activities. All those persons spending less than 180 days in a year are defined as ‘marginal workers’. These two

together constitute all workers in a given year. However, none of these definitions would define a child engaged in household chores or sibling care as a worker. Similarly, many other jobs performed by children do not come under the definitional purview of work adopted by the NSSO and Census for their surveys.

Given the limitations of scientific and comprehensive data bases on child labour this analysis is based mainly on the LFSs of the NSSO and Census. Child labour is defined in this report as “Children in the age group of 5-14 engaged in economic activity whether as paid or unpaid”. Accordingly, the definition includes jobs that are remunerative (paid both in kind and cash) or unpaid labour, work participation in farm households and enterprises, self-employed, casual and regular work. Unless otherwise mentioned, the concepts of ‘UPSS’ by NSSO and ‘all workers’ by Census have been used to define child labour. Using this broader definition (UPSS and all workers) is expected to minimize the possibility of exclusion to a great extent. Finally, although there may be some difference at the conceptual level between ‘child labour’ and ‘child workers’, given the limitation of the present data base, both terms are used interchangeably for the purpose of analysis in this chapter.

2.1.2 Data Sources

The estimate of magnitude and pattern of child labour in this chapter is essentially derived from the recent five quinquennial surveys of the NSSO – 38th round (1983), 43rd round (1987-88), 50th round (1993-94), 55th round (1999-00) and 61st round (2004-05). Estimates have been obtained using the unit level records relating to all the five rounds. In addition used Census 2001 has also been

used to count the total number of child workers, both, in main as well as marginal workers categories. For district level analysis, only Census 2001 data has been used as the NSSO sample does not allow for any reliable estimates at district levels. Simultaneous use of NSSO and Census data has also helped in understanding the difference of margin across the sources.

Workforce estimates from sample surveys of NSSO have been arrived at by calculating workforce participation rates (WPRs) from the relevant surveys. Using unit level records, WPRs by rural-urban and gender have been extracted for 21 major states and at the all-India level. WPRs have also been estimated by socio-economic categories, such as caste, religion, educational groups, and expenditure quintiles. Data on child workforce participation by broad sectoral divisions, and further by industrial groups has also been extracted. These estimates have been provided by three age groups: 5-9; 10-14 and 5-14 years. Having calculated the child

work participation rates, the magnitude of child workforce was obtained using WPRs and population estimates of mid-year survey period of census. Population estimates have been made by working out growth rates of inter-census period (1991 and 2001) for the age groups 5-9 and 10-14 years. WPRs have then been multiplied by the respective age groups of child population to obtain total child workforce. Compound growth rates of child workforce have been calculated for different time periods using child workforce estimates.

2.2 Literacy and School Attendance

The latest NSSO data (61st round) shows 79 per cent literacy among children of 5-14 years (80.77 per cent for boys and 77.26 per cent for girls) in the year 2004-05. School attendance in the same age group is approximately 82 per cent (84.66 per cent for boys and 79.21 per cent for girls). Table 2.1 provides the detailed data.

Table 2.1: Rate (%) of Literate Children Attending Schools (2004-05)

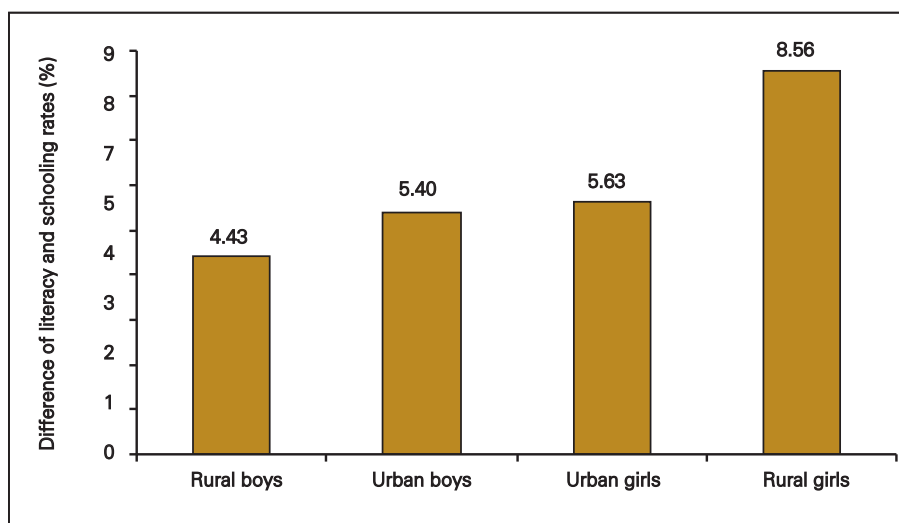
Children	Age groups (in years)	Literacy			Attending schools		
		Rural	Urban	Combined	Rural	Urban	Combined
Boys	5-9	67.33	76.50	69.26	80.15	88.36	81.87
	10-14	91.19	95.03	92.05	86.76	89.63	87.40
	5-14	79.30	86.13	80.77	83.46	89.02	84.66
Girls	5-9	65.00	76.63	67.42	76.69	87.75	78.99
	10-14	85.26	93.65	87.29	76.70	88.02	79.43
	5-14	74.81	85.68	77.26	76.69	87.89	79.21
All	5-9	66.22	76.56	68.38	78.49	88.07	80.50
	10-14	88.46	94.36	89.83	82.12	88.84	83.68
	5-14	77.19	85.91	79.11	80.28	88.48	82.09

Source: NSSO, 61st Round, 2004-05, Calculated from NSSO Unit Records

In general, literacy and schooling is lower among girls than among boys and lower in rural areas than in urban areas. Literacy in the age group of 10-14 years has been approximately 90 per cent, which has been a remarkable achievement in recent years. However, significantly lower literacy and lower schooling rates in the younger age groups of 5-9 years, particularly for girl children, needs immediate attention. In addition to this, two important facts emerge by comparing literacy and schooling across various groups of children. First of all, one can note that in the age group of 5-9 years percentage of children enrolled in schools is higher than the percentage of literate children, mainly implying that all the children attending schools in this age group are not literate. This is because a large number of younger age children attain literacy only

after a few years of schooling. However, what is of greater concern is that, in the age group of 10-14 years a large proportion of children are literate but currently not attending schools. This is reflected by the difference between literacy and schooling rates and the latter being higher than the former. By any standard, this difference essentially indicates drop-out children. It is interesting to note here that the percentage of child workers in the age group of 10-14 years (as calculated from the same data base - refer section 2.3) is quite close to this percentage (the difference between schooling and literacy). The percentage of these drop-out children is the highest among rural girls (8.56%) followed by urban girls (5.63%) and urban boys (5.40%). The difference is the lowest among rural boys (4.43%) (Figure 2.1).

Figure 2.1: Difference (%) between Literacy and School Attendance Rates in the Age Group of 10-14 Years (2004-05)



Source: Based on Table 2.1

Again this indicates towards two important facts: a) approximately 9 per cent rural girls are not able to continue their education even

after they attain basic literacy; and b) girls are, in general, poorly placed in terms of school attendance although the difference has not

been so stark in terms of literacy. It is quite possible that some of these drop-out children may not directly join labour markets but may join the band of ‘no-where children’ i.e. the ‘potential’ child labour forces in India.

2.3 Activity Status of Children

As has been mentioned earlier in Chapter 1, considering schooling and labour market participation as the two extremes of activity of children, four different situations may emerge in which children a) only

pursue schooling and do not participate in labour markets; b) mainly pursue schooling but also participate in labour markets; c) neither pursue schooling nor participate in labour markets; and d) do not pursue schooling and only participate in labour markets.

Analysis of data from the LFS of NSSO (61st round) indicates that there are about 15 per cent of total children in India, amounting to approximately 41 million, who are neither at school nor in the labour force (Table 2.2).

Table 2.2: Distribution of Children by their Schooling and Work Status (UPSS), All India (2004)

Schooling Status	Labour Force Status (UPSS)		
	Not in Labour Force	In Labour Force	All Children
	Number of Children		
Not Attending	41,041,287	7,678,681	48,713,707
Attending	221,878,607	1,371,027	223,263,012
All Children	262,919,894	9,049,708	271,976,719
	Percentage of Children		
Not Attending	15.09	2.82	17.91
Attending	81.58	0.50	82.09
All Children	96.67	3.33	100

Source: NSSO, 61st Round, 2004-05, Calculated from NSSO Unit Records

Proportion of children mixing schooling with work is very small, only to the extent of half a per cent of total number of children. Altogether, approximately 82 per cent children attend school as mentioned in the analysis presented in section 2.2. Further, 3.33 per cent of the total children are in the labour force amounting to approximately 9 million children. Out of this, about 7.68 million children are workers and not attending schools but 1.37 million are workers and attending schools. How does this distribution vary across boys and girls? Certainly one would expect a higher proportion with ‘no-where’

status and a lower proportion with ‘labour force participation’ status for girls as compared to those for boys. Proportion of girl children in the first category is 16 per cent as against 12.5 per cent for boys. Proportion of girl children with work status is only marginally lower to that of boys. This section of children usually connotes child workers (or child labourers) and most of the analyses in the following sections are related to this.

Different groups of children, as identified in the present analysis, need different policy interventions as their working statuses are different. While the first category of

children i.e. with the ‘no-where’ status may need a variety of collaborative policies to encourage them to join schools, the children with work status need to be withdrawn from the work first, may be by following many coercive policies. However, many policies related social programmes and benefits are certainly relevant for both the categories of children.

2.4 Magnitude of Child Labour in India

The Census of India, 2001, enumerates 11,783,845 child workers in the age group of 5-14 years as main workers at the All India

level, which is approximately 2.3 per cent of the total child population at the same level (Table 2.1). Both the incidence and magnitude are approximately 1.5 times higher among boys (3.6 million) than among girls (2.2 million). Although incidence of child labour is significantly low in the age group of 5-9 years, it is evident from Table 2.3 that approximately 0.82 million children were identified as main workers even in this age group.

Considering both main and marginal workers together, the magnitude of child workers in the age group of 10-14 years was 10 million with an additional about 1.8 million in the age group of 5-9 years. By any standard, the

Table 2.3: Distribution of Child Workers and Work Participation Rates (%) among Children by Age Groups and Sex, All India (2001)

Sex	All India		
	5-9 years	10 -14 years	5 -14 years
Main Workers			
Male	507,111(0.76)	3,089,793(4.71)	3,596,904(2.72)
Female	312,939(0.51)	1,869,148(3.16)	2,182,087(1.81)
Total	820,050(0.64)	4,958,941(3.97)	5,778,991(2.28)
Main + Marginal Workers			
Male	963,510(1.44)	5,349,017(8.15)	6,312,527(4.77)
Female	814,143(1.32)	4,657,175(7.86)	5,471,318(4.53)
Total	1,777,653(1.39)	10,006,192(8.01)	11,783,845(4.65)

Source: Census, 2001

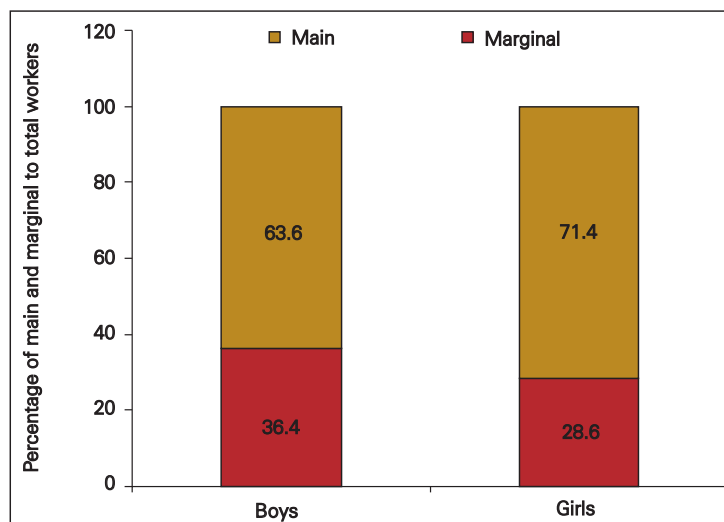
Note: Figures in parentheses are percentages of working children to their respective populations

magnitude of child labour in the age group of 5-9 years is not insignificant and this is of serious policy concern. Although it is quite possible that many of these children might be enrolled in schools as well but it is evidently clear that they are not attending the schools on a full-time basis. As far as prioritising the government policy and resource allocation is

concerned, it is strongly recommended that this section of children should be the first target.

The difference of main and marginal workers is notably higher among girls than among boys by approximately 8 to 9 per cent. This implies that a proportionately higher

Figure 2.2: Distribution (%) of main and Marginal Workers to Total workers among Boys and Girls (2001)



Source: Census 2001

percentage of girls is engaged in marginal activities. The proportion of marginal workers among girls is 71.4 per cent as against 63.6 per cent marginal workers among boys (Figure 2.2). What does this phenomenon indicate? There are different possibilities. a) The work done by girls is less recognised as main work by households and enumerators; b) Girls are more efficient in mixing schooling with work; c) Majority of girls are involved in a number of household level activities, which is considered as marginal work. There are many other possibilities which need have not

been enumerated here. The main message which emerges from this analysis is that the work done by girls is usually underestimated, thereby leading to serious implications for the total count of girl workers.

After the Census 2001, one of the most recent estimates of child labour is available from NSSO 61st round for the year 2004-05. The workers participation rates (UPS as well as UPSS) among children (5-14 years), i.e. incidence of child labour in All India is reported in Table 2.4.

Table 2.4: Work Participation Rates (%) (UPS and UPSS) by Age Group and Sex, All India (2004-05)

Sex	Age Group (in years)		
	5-9	10-14	5-14
UPS Workers			
Boys	0.17	5.19	2.71
Girls	0.13	4.33	2.21
All	0.15	4.79	2.47
UPSS Workers			
Boys	0.25	6.35	3.33
Girls	0.28	6.42	3.32
All	0.26	6.38	3.33

Source: NSSO, 2004-05, Calculated from Unit Records

First of all, what is important to note is that the estimates of WPR among children are pretty close across the two sources for main (UPS) workers. As far as all workers (UPSS) are concerned, the estimate of WPR is significantly lower by NSSO to that reported by the Census figure in 2001. Part of the explanation of this difference could be related to the definitions of marginal workers adopted by the two agencies. Further in case of main workers the WPR is lower in the age group of 5-9 years and higher in 10-14 years by NSSO as compared to those by the Census. This essentially indicates that a large section of child workers are considered as main (UPS) workers by the NSSO while they are considered as marginal workers by the Census.

2.5 Trends in Decline

Since the time of enumeration of NSSO 61st round is about four years later to that of the

Census 2001, the estimates of lower WPR by the NSSO than by the Census may represent the decline in the WPR (as presented in the preceding section) during the intervening period. The trends become clearer on examination of the long term trend of WPR as estimated from the NSSO data.

2.5.1 Rural-Urban Patterns

As stated earlier, according to the NSSO data, roughly over 3 per cent of children were engaged as child workers in the year 2004-05 (Table 2.5). This is against an estimated WPR of over 6 per cent observed a decade ago. A sharper decline in work participation of children could be observed among the age group of 10-14 years than among the 5-9 year groups. The reduction in the WPR of children is more pronounced in rural areas than in urban areas – to some extent a reflection of growing and substantial rise in enrolment of

Table 2.5: Child Workforce Participation Rates (%), All India (1993-94 to 2004-05)

Year	Sex and Age Groups (in years)								
	Boys			Girls			All children		
	5-9	10-14	5-14	5-9	10-14	5-14	5-9	10-14	5-14
Combined									
1993-94	0.99	12.08	6.35	1.21	11.64	6.12	1.09	11.88	6.24
1999-00	0.52	7.90	4.14	0.55	7.67	4.01	0.54	7.79	4.08
2004-05	0.25	6.35	3.33	0.28	6.42	3.32	0.26	6.38	3.33
Rural									
1993-94	1.16	13.85	7.20	1.43	14.10	7.26	1.29	13.96	7.23
1999-00	0.59	8.85	4.58	0.65	9.05	4.66	0.62	8.94	4.61
2004-05	0.26	6.80	3.54	0.27	7.42	3.73	0.27	7.09	3.63
Urban									
1993-94	0.47	6.63	3.58	0.48	4.51	2.52	0.48	5.63	3.08
1999-00	0.28	4.88	2.65	0.21	3.40	1.85	0.25	4.18	2.27
2004-05	0.21	4.78	2.59	0.30	3.28	1.89	0.25	4.05	2.25

Source: Derived from Respective Unit Level Records of NSSO

children in rural schools. Urban India, however, appears to have reached a stage wherein further reduction in children's work participation is hard to come by owing to higher demand for menial jobs. This is also due to sustained inflow of rural children flocking to urban areas in search of employment, due to acute distress experienced in rural areas.

The rural-urban break-up of the child workforce also reflects some disquieting concerns. The data documented in the table reveals that much of the reduction in the child workforce has primarily occurred in rural areas during the last two decades. This is

clearly visible from the fact that a decade back rural areas accounted for over 87 per cent of the entire child workforce, whose share has come down quite significantly and stands at 82 per cent in 2004-05. Accordingly, the child workforce has declined from approximately 11 million in 1993-94 to little more than 7 million in 2004-05. However, urban child employment has either remained constant (at around 1.4 million) or shown a rising tendency, particularly during 1999-2000 to 2004-05. It is also interesting to note that the child workforce in the category of 5-9 years has recorded a sharper decline than in the 10-14 years age group (Table 2.6).

Table 2.6: Estimate of Trends in India's Child Labour (in millions) by Rural-Urban (1983 to 2004-05)

Year (Round)	5-9 years	10-14 years	5-14 years
Rural			
1993-94 (50 th Round)	1.13	11.03	12.16
1999-00 (55 th Round)	0.60	8.05	8.65
2004-05 (61 st Round)	0.26	7.18	7.44
Urban			
1993-94 (50 th Round)	0.12	1.52	1.64
1999-00 (55 th Round)	0.07	1.32	1.39
2004-05 (61 st Round)	0.08	1.44	1.52
Combined			
1993-94 (50 th Round)	1.27	12.59	13.86
1999-00 (55 th Round)	0.63	9.50	10.13
2004-05 (61 st Round)	0.35	8.72	9.07

Source: Derived from Respective Unit Level Records of NSSO

2.5.2 Gender Differentiation

During 2004-05 the total magnitude of child workforce stood at 9.07 million as against 21.55 million in 1983 and approximately 14 million in 1993-94. During this period, the number of child labourers has declined sharply by 12.48 million since 1983 and by 3.8 million since 1993-94 (Table 2.7).

It is interesting to note that a considerable fall in child workforce is observed among boys than girls. The corresponding fall in boys and girls workforce during 1983 to 2004-05 is observed to have decreased from 12.06 to 4.76 million, and 9.49 to 4.31 million, respectively. In effect, the gender difference that existed between boys and girls (adverse against boys) during the early 1980s has

Table 2.7: Estimate of the Magnitude of Child Labour (in millions) in India (1983 to 2004-05)

Year	Boys	Girls	All
1983	12.06	9.49	21.55
1987-88	9.51	7.43	16.94
1993-94	7.35	6.51	13.86
1999-00	5.37	4.76	10.13
2004-05	4.76	4.31	9.07

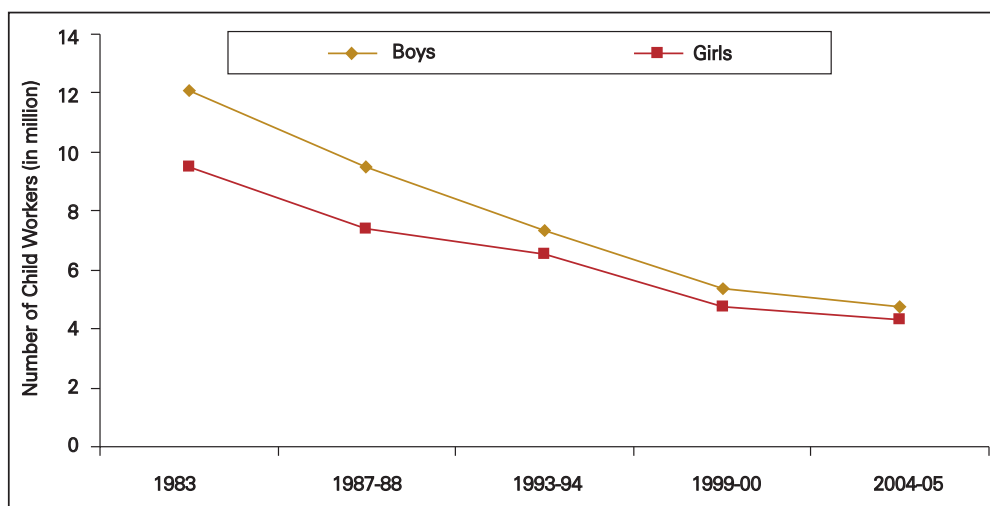
Source: By applying the WPR of Table 2.5 on respective projected population for different years

almost dissipated in recent years, the difference being slowed down from 2.57 million to roughly 0.45 million (Figure 2.3).

The slower decline in the number of girl child labourers, almost stagnating since the

last five years or so, raises doubts over the outreach of different government programmes aimed at eradication of child labour and the situation may also raise serious policy concerns.

Figure 2.3: Trends in Child Workforce in India (1993-94 to 2004-05)



Source: Derived from Respective Unit Level Records of NSSO

2.5.3 Socio-Economic Correlates

Socio-economic vulnerabilities of population groups are often reflected in extreme discrimination (overt and covert) in the workplace – access to jobs, wage disparity, nature of work, lack of social and employment security. It is, therefore, common knowledge that children hailing

from socio-economically deprived groups are more likely to join the workforce than their counterparts in affluent groups, due to distress economic conditions and poor enrolment in schools. They are expected to be discriminated in wage rates and are less likely to get social and economic security of their jobs. This section focuses on caste and religion aspects as well as the relation of child

Table 2.8: Child Workforce Participation Rates (%) by Caste, All India (1993-94 to 2004-05)

Age Group (in years)	STs	SCs	OBCs	Others	All
1993-94					
5-9	2.85	1.13	N.A.	0.86	1.09
10-14	24.02	13.90	N.A.	10.06	11.88
5-14	12.32	6.97	N.A.	5.33	6.24
1999-00					
5-9	1.43	0.50	0.56	0.27	0.54
10-14	14.87	8.87	7.96	5.17	7.79
5-14	7.71	4.50	4.14	2.74	4.08
2004-05					
5-9	0.45	0.22	0.19	0.10	0.20
10-14	7.31	5.26	5.21	3.93	5.12
5-14	3.79	2.80	2.87	2.03	2.74

Source: Derived from Respective Unit Level Records of NSSO

labour with the head of the households and their education levels.

Caste-wise break-up of workforce participation rates further indicates the distress that the children among lower castes undergo in India. It is clearly demonstrated in Table 2.8 above that the higher the caste hierarchy, the lower the work participation rates of children and vice versa. For instance, according to the latest quinquennial round of NSSO (2004-05), children among scheduled tribes are twice as likely to be engaged as child labour than the 'others' essentially drawn from upper castes. Close to 4 per cent of children belonging to scheduled castes are engaged in some form of employment as against 2 per cent of 'others' castes (Table 2.8). Further, it is important to note that over the last one decade or so, decline in the workforce participation rates among lower castes, particularly among scheduled tribes followed by scheduled castes

has been faster as compared to those among the 'others'. This may, to a great extent, reflect the results of pro-active 'affirmative policy' of the GoI. However, what is disquieting to note is that the pace of decline could not keep its pace over time and as the rate of decline slowed down in subsequent periods.

Child employment among various religious groups suggests that the participation rate of Muslim children is higher than that of the children hailing from Hindu groups and others during 2004-05. During the same period, 6.5 per cent of children in the age group 10-14 years appears to be engaged as child labour as against over 4.5 per cent of Hindu children (Table 2.9). Interestingly, an examination of child employment among various religious groups during the last one decade denotes a pronounced change that is occurring in workforce participation rate of children from Muslim groups who are showing a lower pace of slowdown than the Hindu groups.

Table 2.9: Child Workforce Participation Rates (%) by Religion, All India (1993-94 to 2004-05)

Age Group (in years)	Hindus	Muslims	Others	All
1993-94				
5-9	1.20	0.74	0.28	0.26
10-14	27.12	20.35	18.21	4.90
5-14	8.88	6.36	6.03	2.58
1999-00				
5-9	0.56	0.54	0.20	0.54
10-14	7.91	7.81	5.89	7.79
5-14	4.15	4.00	3.15	4.08
2004-05				
5-9	0.25	0.40	0.04	0.26
10-14	4.71	6.58	3.12	4.90
5-14	2.48	3.47	1.63	2.58

Source: Derived from Respective Unit Level Records of NSSO

Households decide to send their children for engaging in jobs as a desperate measure due to poor economic conditions. Under extreme economic distress, children are forced to forego educational opportunities and take up jobs which are mostly exploitative as they are usually underpaid and engaged in hazardous conditions. It is therefore no wonder that poor households predominantly send their children to work in

early ages of their life. This is borne out clearly from Table 2.10 which reflects the distress angle of child labour. The data clearly points to the fact that consistently over the years poor households appear to engage their children as labourers significantly more than the richer ones. Hence, as one goes up the ladder of economic conditions, the share of child labour declines gradually and vice versa.

Table 2.10: Distribution (%) of Child Labour by Expenditure Quintiles, All India (1993-94 to 2004-05)

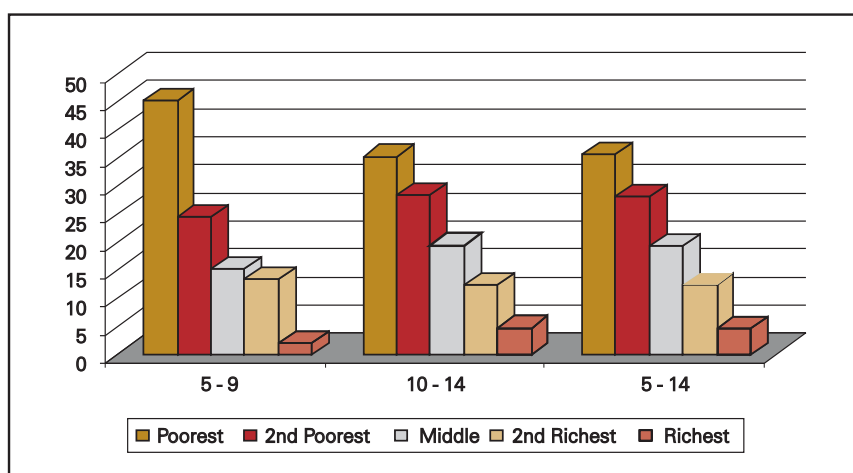
Age Group (in years)	Poorest	2 nd Poorest	Middle	2 nd Richest	Richest
1993-94					
5-9	35.37	24.04	16.91	14.21	9.47
10-14	29.58	23.62	19.13	15.80	11.86
5-14	30.11	23.66	18.93	15.66	11.64
1999-00					
5-9	36.40	25.18	21.63	11.00	5.79
10-14	33.91	25.85	19.39	14.00	6.85
5-14	34.08	25.81	19.54	13.79	6.78
All	22.25	21.96	20.98	18.74	16.09
2004-05					
5-9	45.09	24.52	15.10	13.27	2.02
10-14	35.21	28.35	19.46	12.27	4.72
5-14	35.60	28.19	19.29	12.31	4.61
All	30.38	23.00	18.34	15.37	12.91

Source: Derived from Respective Unit Level Records of NSSO

One obvious question arises here: Why do children from the richest and even the 2nd richest class join the workforce? Do they join the workforce out of some distress and/or guided by some social/familial norms? Some literature¹¹ on Indian child labour indicates that a large proportion of these children belong to big landed farming households where demand for child workers has been very high. Children from these families often engage themselves in assisting their parents in farm as well as non-farm activities many times even at the cost of schooling.

One disquieting fact that emerges from this analysis is that although the incidence as well as total magnitude of child labour in India has been on decline over the years, the concentration of the same in the poorer class has increased. This has happened not because the incidence or magnitude has increased among the poorer class but mainly because the rate of decline has been much slower among them as compared to that among the richer class. In any case, the relative position of the poorer class has worsened over the years. (Figure 2.4)

Figure 2.4: Child Labour by Expenditure Quintiles, All India (2004-05)



Source: NSSO, 2004-05, Calculated from Unit Records

A striking phenomenon of education of the head of the household playing a major role in the incidence of child labour has also been observed. Close to half of all child workers are found in the households whose head is illiterate. This is followed by roughly one-fourth of the child labourers who are found in households where the head's education level is up to primary and secondary. It is to

be expected that the lowest share of child workers are found among households who are educationally well-off (Table 2.11). However, a clear shift is observed among various economic quintiles over the last one decade so far as child workforce is concerned. While the 1990s have witnessed enormous concentration of child employment among the poor households,

¹¹ See for example Lieten, 2004 for more on this.

during 2004-05 the child workers appear to be more and more spread among illiterates, and primary and secondary educated households.

2.5.4 Sectoral Distribution

It is a common sight in India to see children engaged in various forms of work ranging from “carrying head loads of grass,

Table 2.11: Child Workforce Participation Rates (%) by Household Head’s Education, All India (1993-94 to 2004-05)

Age Group (in years)	Illiterate	Primary	Secondary	Graduate & Above
1993-94				
5-9	74.41	18.72	5.89	0.98
10-14	67.45	24.00	7.87	0.69
5-14	68.09	23.51	7.68	0.71
All	50.03	28.03	18.43	3.51
1999-00				
5-9	72.25	16.60	9.58	1.57
10-14	68.82	22.07	8.35	0.75
5-14	69.06	21.70	8.43	0.81
All	46.91	26.21	22.39	4.49
2004-05				
5-9	46.89	26.33	23.52	3.27
10-14	45.50	27.16	23.64	3.70
5-14	46.19	26.75	23.58	3.48
All	43.23	27.47	25.01	4.29

Source: Derived from Respective Unit Level Records of NSSO

firewood, pots of water, grazing cattle from dawn to dusk, spending hours in back-breaking chores of transplanting, weeding, working to cross-pollinate plants and even applying pesticides and chemical fertilizers on the farms”.¹² Despite having a stringent legislation against child labour particularly in hazardous industries, children are continued to be engaged in significant

numbers in hazardous and non-hazardous sectors.

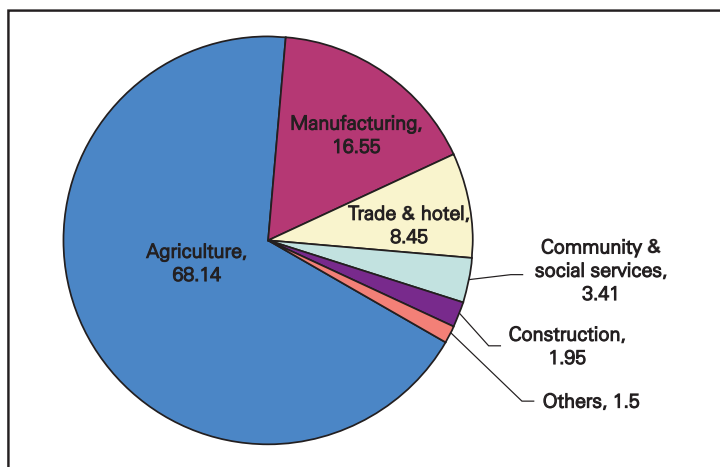
Much of India’s child employment is concentrated in agriculture and allied activities. Accounting for over two-thirds of child employment, agriculture is the single largest sector of the concentration of child labour in India. This is followed by manufacturing, wherein 16.55 per cent are

¹² Burra (2005), pp. 5199.

found to be engaged in manufacturing commodities. Trade, hotels and restaurants account for the next significant share of child workers, with 8.45 per cent (Figure 2.5).

Most of the children engaged in agriculture work as part of the farm household unit. However, a significant proportion of them also work as paid casual labour at a wage rate

Figure 2.5: Distribution (%) of Child Labour by Sectors of Employment, All India (2004-05)

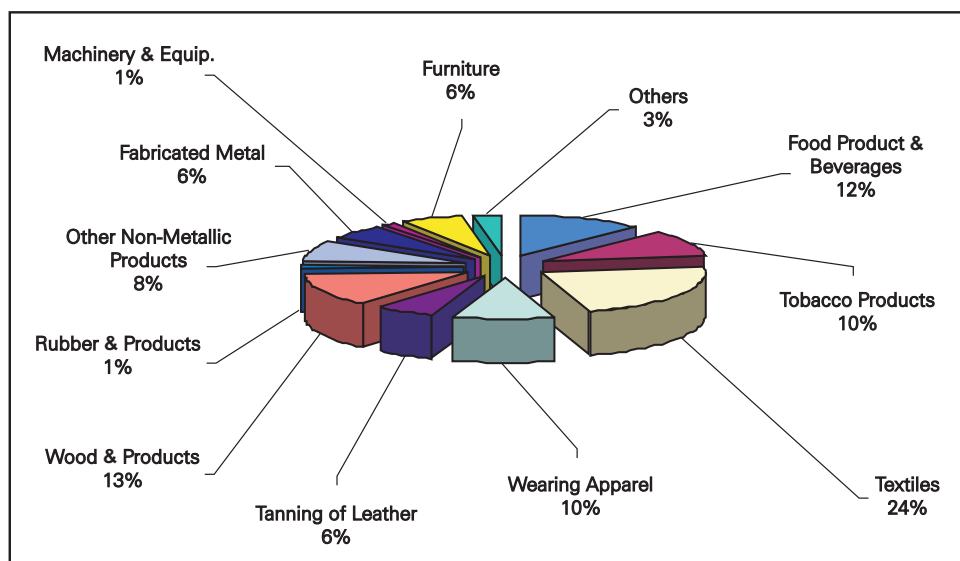


Source: NSSO, 2004-05, Calculated from Unit Records

mostly half the rates of adult. Further, it is important to note that with the increasing use of fertilizers and pesticides in agriculture, the nature of work is increasingly becoming hazardous from the point of view of the health of working children. Similarly, in the manufacturing sector, the second largest sector of child employment, most of the children are engaged in the informal sector with near absence of any provisions related to work hours, overtime, basic social security and representation of voice. It is a common to see children extensively engaged in hotels and restaurants, where they are paid measly wages and made to work under distressing conditions. Whether in a farm-field or a manufacturing unit, child labourers are extensively engaged on casual basis and deprived of decent wages.

Further examination of the data on the manufacturing sector reveals interesting patterns. Almost one-fourth of all child workers engaged in manufacturing are found to be employed in the manufacture of textile products. Wood products followed by food & beverage production appear to account for the single largest share of child workers at 13 and 12 per cent respectively. Tobacco production and wearing apparel, on the other hand, account for around one-tenth each in child employment. Some of the other prominent industries in which child workers are engaged are related to fabricated and other-non metallic manufacturing, which together account for nearly 14 per cent of the total manufacturing employment (Figure 2.6).

Figure 2.6: Distribution (%) of Child Workers in Manufacturing Sector, All India (2004-05)



Source: NSSO, 2004-05, Calculated from Unit Records

For region-wise sectoral distribution, refer to Table 2.14.

2.5.5 Regional Patterns

Distribution of child labour in India is not uniform across different states. The incidence of child labour WPR varies from a low of 0.2 per cent in Kerala to a high of 6.61 per cent in Andhra Pradesh. In Andhra Pradesh, the incidence is more than 12 per cent in the age group of 10-14 years. It is very encouraging to note, however, that a number of states report no child labour in the age group of 5-9 years. The states where child labour is either nil or negligible in the age groups of 5-9 years are Delhi, Goa, Haryana, Kerala, Punjab, Tamil Nadu and Uttaranchal (Table 2.12). All these states, except the states of Goa and Gujarat, also report relatively low incidence of child labour in the age group of 10-14 years. In the states of Goa and Gujarat, however, there has been increasing demand of child labour in the hospitality and tourism industries. In these

two states children in the 10-14 years age group are usually part of the household business in the tourist sector. In contrast to these states, most of the poorer states such as Andhra Pradesh, Orissa, Rajasthan, Chhattisgarh, Karnataka, Uttar Pradesh, West Bengal, etc. show high incidence of child labour both in the age groups of 10-14 years as well as 5-9 years. Interestingly, four poverty stricken states viz. Assam, Bihar, Jharkhand and Madhya Pradesh show relatively lower incidence of child labour. Here it is important to note that in these states general 'workers' participation rates (for adults) are lower, thereby reflecting low employment opportunities within the states. Hence despite mass poverty and less economic development in these states children are not overwhelmingly engaged in work.

In terms of concentration of child labour in a particular state, Uttar Pradesh tops the list with a whopping 2 million child labourers (Table 2.13). This is followed by Andhra

Table 2.12: Child Workforce Participation Rates (%) in Major States (2004-05)

States	Age group (in years)		
	5-9	10-14	5-14
Andhra Pradesh	0.56	12.38	6.61
Assam	0.19	3.44	1.82
Bihar	0.08	2.90	1.36
Chhattisgarh	0.35	8.70	4.58
Delhi	0.00	0.49	0.26
Goa	0.00	5.35	2.70
Gujarat	0.14	4.83	2.53
Himachal Pradesh	0.16	4.97	2.73
Haryana	0.00	3.28	1.71
Jharkhand	0.41	4.78	2.48
Karnataka	0.20	8.49	4.66
Kerala	0.00	0.39	0.20
Madhya Pradesh	0.14	5.74	2.82
Maharashtra	0.22	6.27	3.42
Orissa	0.50	9.18	4.87
Punjab	0.05	3.16	1.73
Rajasthan	0.41	9.42	4.86
Tamil Nadu	0.00	2.83	1.51
Uttar Pradesh	0.40	7.73	3.92
Uttaranchal	0.00	5.07	2.61
West Bengal	0.32	6.45	3.47
All India	0.26	6.38	3.33

Source: Derived from Unit Level Records of NSSO, 2004-05

Pradesh with 1.2 million. In these two states, taken together, more than 2.6 million child labourers belong to the 5-9 years age group. The states of Rajasthan, Maharashtra, West Bengal, and Karnataka contribute up to 0.82 million, 0.78 million, 0.69 million and 0.57 million respectively to the total number of child labourers in India. These four states also report very high concentration of child labour in the age group of 5-9 years.

Among the states, Uttar Pradesh appears to account for close to one-fourth of the child workforce in India followed by Andhra Pradesh, with 13 per cent. While Maharashtra and West Bengal respectively garnered 9 and 8 per cent of India's child employment, the share of Uttar Pradesh has dramatically shot up in the last one decade from less than 13 per cent in the mid-1990s to close to 23 per cent in 2004-05, which is a cause for serious

Table 2.13: Estimate of Child Workforce (in thousands) in Major Indian States (2004-05)

States	Rural	Urban	All
Andhra Pradesh	1052	140	1201
Assam	124	8	133
Bihar	333	30	364
Chhattisgarh	225	31	263
Delhi	0	10	9
Goa	3	2	6
Gujarat	220	77	302
Himachal Pradesh	83	14	99
Haryana	36	1	37
Jharkhand	167	38	206
Karnataka	510	41	571
Kerala	7	4	11
Madhya Pradesh	414	68	491
Maharashtra	664	84	783
Orissa	413	22	440
Punjab	23	21	101
Rajasthan	714	110	821
Tamil Nadu	95	79	173
Uttar Pradesh	1620	459	2074
Uttaranchal	59	3	64
West Bengal	488	217	690
All India	7445	1525	9075

Source: NSSO, 2004-05, Calculated from Unit Records

concern. On the other hand, the share of Andhra Pradesh seems to have declined quite considerably during this period.

State-wise sectoral distribution of child workers reveals that across the states, child employment is concentrated in agricultural and allied activities. It is noted that during 2004-05, over 87 per cent of child labourers are located in farm activities in states like Himachal Pradesh and Chhattisgarh, while this accounted for 82 per cent in Madhya Pradesh and Maharashtra. Kerala is the one state where the share of child workers was found to be less in agricultural and allied

activities than the other sectors followed by West Bengal and Tamil Nadu. In the manufacturing sector, Tamil Nadu seems to have employed a higher share of its child workers (44.55%) closely followed by West Bengal (43.93%). Kerala, however, displayed a different pattern of child employment, with the share of, both, manufacturing and trade, hotels & restaurants accounting for roughly one-third of all child employment in the state (Table 2.14).

Smaller states, such as Delhi, Goa, and Himachal Pradesh are observed to have employed child workers to a significant

Table 2.14: Sectoral Distribution (%) of India's Child Labour (2004-05)

States	Agriculture	Manufacturing	Construction	Trade, Hotel & restaurants	Community, Social and Personal Services	Others
Andhra Pradesh	68.96	9.7	3.2	9.02	7.11	2.01
Assam	69.26	8.42	1.78	7.76	10.96	1.83
Bihar	71.84	11.16	0	15.49	1.05	0.45
Chhattisgarh	87.9	2.37	0.86	7.17	1.7	0
Delhi	0	11.08	0	57.83	31.09	0
Gujarat	76.69	2.58	0.28	17.77	1.48	1.2
Himachal Pradesh	87.42	0	0	6.71	4.66	1.21
Haryana	65.57	3.81	7.03	8.08	15.51	0
Jharkhand	65.28	14.63	4.25	12.08	2.84	0.92
Karnataka	82.6	9.27	1.19	5.73	0.3	0.92
Kerala	19.22	32.78	0	31.95	16.05	0
Madhya Pradesh	82.89	9.93	1.5	4.33	1.34	0
Maharashtra	82.62	5.34	1.92	5.75	4.09	0.27
Orissa	73.18	17.36	3.25	3.34	1.08	1.79
Punjab	67.91	12.71	1.16	7.21	8.43	2.59
Rajasthan	75.78	9.6	2.94	7.26	0.44	3.98
Tamil Nadu	39.49	44.55	5.91	5.68	2.68	1.7
Uttar Pradesh	61.24	25.34	0.4	9.73	2.11	1.18
Uttaranchal	80.73	4.72	5.24	9.31	0	0
West Bengal	34.57	43.93	3.27	9.66	6.59	1.99
All India	68.14	16.55	1.95	8.45	3.41	1.5

Source: Estimated from Unit Level Records of NSSO, 2004-05

extent in social, community and administrative activities, which are dominantly in the domain of informal sector like educational and health institutions. However, it needs to be emphasised here that child workers are not allowed in formal government services and hence it appears that in these institutions, private players tends to engage child labourers to a large extent.

Even within each state there is a great deal of variation in the incidence and magnitude of child labour. In general, districts with less developed agriculture and other enterprises in the informal sector have higher incidence of child labour. The sample size of the NSSO data does not allow disaggregated analysis at district level. However, in order to have some idea about the concentration of child labour, the following section presents the

incidence and magnitude of child labour at district levels from Census 2001. Almost all the 600 districts were classified according to the ranking of incidence and magnitude of child labour and it was found that the top five districts in terms of magnitude of child labour are Alwar (136,922) in Rajasthan, Kurnool (129,812) and Mahbubnagar (124,722) in Andhra Pradesh, Jalor (94,727) in Rajasthan and Gulbarga (93,737) in Karnataka. In four of these five districts (except Gulbarga) the incidence of child labour is 10 per cent or more and the incidence is as high as approximately 20 per cent in the age group of 10-14 years. The incidence of child labour is also very high in the districts of Lakhimpur (16.46%), Jhabua (13.69%) and Bellary (10.36%). These three districts are also in the list of top 15 districts in terms of magnitude

of child labour. Table 2.15 presents the list of top 50 districts in terms of magnitude of child labour along with corresponding incidence of child labour in these districts¹³.

The list clearly indicates that although most of the names in the top 50 districts are from Andhra Pradesh, Rajasthan, Uttar Pradesh and West Bengal a few districts from Bihar viz. Araria, Katihar, Purnea and Gaya rank fairly high in the list. Although the overall incidence of child labour in states such as Bihar and Assam is on the lower side, a large number of districts from these states have fairly high incidence and magnitude of child labour. Out of these 50 districts 14 stand out in terms of having more than 10,000 child labourers only in the age group of 5-9 years. In Alwar and Jalor (both in Rajasthan) this number is as high as approximately 25,000 each.

Table 2.15: Top 50 districts in terms of Magnitude of Child Labour along with Corresponding Incidence of Child Labour (2001)

Districts	Magnitude (number)			Incidence (%)		
	Age group (in years)			Age group (in years)		
	5-9	10-14	5-14	5-9	10-14	5-14
Alwar	24,740	112,182	136,922	3.69	18.22	10.96
Kurnool	17,329	112,483	129,812	2.90	19.90	11.40
Mahbubnagar	18,591	106,131	124,722	2.59	15.58	9.08
Jalor	24,877	69,850	94,727	6.34	21.74	14.04
Gulbarga	11,720	82,017	93,737	2.13	14.36	8.25
Jhabua	17,404	70,890	88,294	4.37	23.02	13.69
Guntur	8,935	76,961	85,896	1.63	13.25	7.44
Bulandshahar	12,420	69,871	82,291	2.63	13.70	8.16
Medinipur	8,413	72,865	81,278	0.59	4.92	2.75
Murshidabad	7,258	72,730	79,988	1.10	11.46	6.28
Maldah	9,717	64,607	74,324	1.33	9.88	5.61

¹³ Results from all the 594 districts in India according to the Census 2001 are available with VVGNI and can be accessed upon request.

Table 2.15: Top 50 districts in terms of Magnitude of Child Labour along with Corresponding Incidence of Child Labour (2001) Contd...

Districts	Magnitude (number)			Incidence (%)		
	Age group (in years)			Age group (in years)		
Anantapur	5,078	62,952	68,030	1.03	12.02	6.53
Bellary	6,329	59,036	65,365	2.15	18.45	10.30
Allahabad	16,978	47,786	64,764	2.18	5.92	4.05
Churu	12,553	50,199	62,752	3.12	14.24	8.68
Belgaum	5,625	55,020	60,645	0.93	8.29	4.61
Lakhimpur	16,771	43,807	60,578	8.24	24.69	16.46
Nalgonda	6,226	51,732	57,958	1.18	8.74	4.96
Krishna	4,749	51,549	56,298	1.06	9.49	5.27
Barmer	6,680	48,511	55,191	1.59	11.95	6.77
Bardhaman	7,886	47,198	55,084	0.94	5.23	3.09
Prakasam	4,198	50,689	54,887	1.04	10.99	6.02
Khammam	6,234	48,540	54,774	1.53	11.02	6.27
Muzaffarnagar	11,560	43,168	54,728	1.87	7.26	4.57
Moradabad	7,270	46,976	54,246	1.00	7.17	4.08
Surguja	9,008	44,950	53,958	1.87	10.98	6.42
Katihar	5,191	47,834	53,025	0.87	8.92	4.89
Medak	6,119	46,606	52,725	1.30	9.67	5.48
Nashik	4,948	47,644	52,592	0.74	6.74	3.74
Raichur	5,302	46,612	51,914	1.76	15.45	8.60
Bareilly	8,615	43,018	51,633	1.28	7.59	4.44
West Godavari	3,706	47,212	50,918	0.79	8.88	4.83
Vizianagaram	6,584	44,077	50,661	1.84	13.21	7.52
Araria	7,360	43,190	50,550	1.43	9.99	5.71
Purnia	5,251	45,125	50,376	0.89	8.89	4.89
North 24 Parganas	6,333	43,613	49,946	0.70	4.31	2.51
Kheri	13,005	36,335	49,340	1.80	6.51	4.15
Gaya	8,914	40,364	49,278	1.38	6.39	3.88
Jaipur	7,653	41,408	49,061	1.02	5.98	3.50
Nagaur	6,342	42,711	49,053	1.22	8.25	4.74
Jaunpur	12,583	36,289	48,872	1.61	5.00	3.30
Aurangabad	8,321	40,278	48,599	1.07	4.93	3.00
Bastar	8,716	38,857	47,573	2.83	14.33	8.58
Solapur	6,003	41,414	47,417	1.18	7.40	4.29
Jodhpur	6,366	40,931	47,297	1.25	8.45	4.85
Chittaurgarh	7,684	39,598	47,282	2.16	13.11	7.63
Visakhapatnam	7,537	39,428	46,965	1.66	8.13	4.90
South 24 Parganas	5,261	41,483	46,744	0.63	4.16	2.40
Azamgarh	12,265	34,354	46,619	1.92	5.97	3.95
Warangal	6,657	39,592	46,249	1.35	7.54	4.45

Source: Based on district level data from Census 2001

2.6 Selection of NCLP districts

As has been mentioned in Chapter 1, NCLP has been the single largest project based and action oriented programme of the GoI aimed at eradicating child labour. The programme has been in operation since 1986 with increasing coverage of number of districts over different Plan periods. The basic parameter for selecting a district for locating NCLP has been the magnitude and incidence of child labour in the district. Based on the analysis of the Census data at the district levels, the Child Labour Cell of the MoLE has located NCLP in 250 districts spread across 21 states (henceforth referred to as NCLP districts) so far. The location of the project has been so far largely concentrated in the states of Uttar Pradesh, Bihar, Andhra Pradesh, Rajasthan, Orissa, Madhya Pradesh and West Bengal. Three states viz. Andhra Pradesh, Bihar and Uttar Pradesh taken

together constitute up to almost one-third of the total number of districts covered under the scheme. The list of states with number and names of districts covered under the scheme is presented in Table 2.16.

Now the question that arises is: Has the location of NCLP really followed an adequate analysis of the facts and has the selection of districts been in the right direction? With the limited analysis at the district level in the present chapter, there have emerged at least two aberrations in this regard. a) The first 100 districts covered during the 9th Plan or earlier were not the top 100 districts in terms of either magnitude or incidence of child labour. Had it been so, districts like Katihar, Araria, Purnea and Gaya from Bihar, Jhabua from Madhya Pradesh, Malda from West Bengal and a number of districts from Uttar Pradesh and Rajasthan should have been covered before or up to the Ninth Plan. However all

Table 2.16: State-wise List of NCLP Districts

S.No.	States	Name of the Districts	Number of Districts
1.	Andhra Pradesh	Krishna, Prakasam, Anantpur, Chittoor, Cuddapah, East Godavari, Guntur, Hyderabad, Karimnagar, Khammam, Kurnool, Medak, Nalgonda, Nellore, Nizamabad, Rangareddy, Srikakulam, Visakhapatnam, Vizianagaram, Warangal, West Godavari, Adilabad, Mahbubnagar	23
2.	Assam	Nagaon, Kokrajhar, Lakhimpur	3
3.	Bihar	Jamui, Nalanda, Saharsa, Araria, Bhagalpur, Darbhanga, Katihar, Khagaria, Kishanganj, Muzaffarpur, Nawada, Gaya, East Champaran, West Champaran, Madhepura, Patna, Supaul, Samastipur, Madhubani, Sitamarhi, Begusarai, Banka, Saran, Purnia	24
4.	Chhattisgarh	Bilaspur, Durg, Rajnandgaon, Surguja, Raigarh, Raipur, Dantewada, Korba	8
5.	Goa	Goa	1
6.	Gujarat	Dahod, Vadodara, Ahmedabad, Bhavnagar, Rajkot, Surat, Banaskantha, Panchmahal, Bhuj	9
7.	Haryana	Gurgaon, Faridabad, Panipat	3

(Contd...)

S.No.	States	Name of the Districts	Number of Districts
8.	Jammu & Kashmir	Jammu, Srinagar, Udhampur	3
9.	Jharkhand	West Singhbhum (Chaibasa), Dumka, Garhwa, Pakur, Sahibganj, Hazaribagh, Palamu, Gumla, Ranchi	9
10.	Karnataka	Bijapur, Raichur, Dharwad, Bangalore Rural, Bangalore Urban, Tumkur, Haveri, Mandya, Belgaun, Bellary, Chitradurga, Davanagere, Bagalkot, Gulbarga, Kolar, Koppal, Mysore	17
11.	Madhya Pradesh	Mandsaur, Gwalior, Ujjain, Barwani, Chhindwara, Dhar, East Nimar (Khandwa), Guna, Jhabua, Rajgarh, Rewa, Ratlam, Shivpuri, West Nimar (Khargone), Shajapur, Sidhi, Betul	17
12.	Maharashtra	Thane, Solapur, Beed, Nanded, Nasik, Yavatmal, Dhule, Jalgaon, Pune, Ahmadnagar, Sangli, Kolhapur, Nandurbar	13
13.	Mizoram	Aizwal	1
14.	Nagaland	Dimapur	1
15.	Orissa	Sambalpur, Angul, Bargarh, Bolangir, Deogarh, Gajapati, Ganjam (Berahampur), Jharguguda, Kalahandi, Koraput, Malkangiri, Nabrangpur, Naupada, Rairangpur (Mayurbhanj), Rayagada, Subarnapur (Sonepur), Balasore, Cuttack	18
16.	Punjab	Amritsar, Jalandhar, Ludhiana	3
17.	Rajasthan	Jaipur, Udaipur, Tonk, Jodhpur, Ajmer, Alwar, Bhilwara, Barmer, Dholpur, Sri Ganganagar, Sikar, Jhunjhunun, Jhalawar, Nagaur, Bundi, Jalore, Banswara, Pali, Bikaner, Dungarpur, Chittorgarh, Bharatpur, Churu,	23
18.	Tamil Nadu	Chidambaranar (Tutikorin), Coimbatore, Dharmapuri, Vellore, Pudukottai, Salem, Tiruchirapalli, Tirunelveli, Theni, Chennai, Dindigul, Erode, Krishnagiri,	13
19.	Uttar Pradesh	Varanasi, Mirzapur, Badohi, Azamgarh, Bulandshahar, Saharanpur, Ghaziabad, Kushinagar, Hardoi, Gorakhpur, Balarampur, Sonebhadra, Lucknow, Basti, Mau, Banda, Jaunpur, Rampur, Mathura, Barielly, Meerut, Agra, Etawah, Ghazipur, Gonda, Kheri, Bahraich, Barabanki, Unnao, Sultanpur, Fatehpur, Shravasti, Pratapgarh, Sitapur, Faizabad, Badaun, Rae Bareli, Muzaffarnagar, Maharajganj, Siddharthnagar, Deoria	41
20.	Uttaranchal	Dehradun	1
21.	West Bengal	North Dinajpur, South 24 Parganas, Burdwan, South Dinajpur, North 24 Parganas, Murshidabad, Kolkata, Midnapore (East), Bhirbum, Malda, Hugli, Bankura, Nadia, Howrah, Jalpaiguri, Cooch Bihar, Purulia,	18

Source: MoLE, 2006

Note: Districts highlighted in the list are those which have been included under the scheme in the Tenth Plan

these districts were covered under NCLP only during the last few years of the 10th Plan. b) A large number of districts covered under the project really do not have alarmingly high magnitude of child labour. Further, in about 100 districts (the names not highlighted in Table 2.16) NCLP is in operation since the 9th Plan or earlier. However, even from the 9th Plan list of districts, eight districts viz. Alwar, Kurnool, Mehbubnagar, Guntur, Bulandsahar, Murshidabad, Midnapore, and Anantapur ranked among the top 10 districts in terms of magnitude of child labour in 2001. Similarly, many other districts did not show any sign of decline in child labour even after years of locating NCLP.

Now it is imperative that such analysis at a highly disaggregated level is carried on before finalizing the location of NCLP so that the benefit of the project can reach the neediest of all. In addition to this, the MoLE should also analyse the situation in different districts and find out whether the district has a minimum number of child labourers in order for any programme intervention such as NCLP to take place.

2.7 Summary and Conclusion

The development process in India for nearly 60 years has unleashed exclusionary growth, where millions of children were denied the benefits of such a growth. The war against the worst form of child labour cannot be won simply by improving school enrolment. Proactive policies along with a resolve to improve socio-economic environment of the deprived population are required for this. The current magnitude, trends and pattern of the child workforce in India must be seen in that perspective.


Although schooling rate at a younger age (5-9 years) has improved over the years quite

remarkably and at present stands at more than 80 per cent, there have been significant drop outs in the age groups of 10-14 years to join the labour markets. Special attention is required in the case of rural girl children, as a significant proportion of them are unable to pursue their education after some primary level of education.

India's child workforce during 2004-05 is estimated at little over 9 million as against 21.5 million in 1983. During this period, the number of child labourers has declined sharply by 12.48 million. It is interesting to note that considerable fall in the child workforce is observed among boys than girls. In effect, since the gender difference that existed between the boys and girls (adverse against boys) during the early 1980s has almost dissipated in recent years, the difference has come down from 2.57 million to roughly 0.45 million.

Data documented earlier in this chapter reveals that much of the reduction in child workforce during the last two decades has primarily occurred in rural areas. However, urban child employment has either remained constant or shown a tendency to rise. It is also interesting to note that child workforce in the age group 5-9 years has recorded sharper decline than that in the 10-14 years age group.

During 2004-05, it is observed that roughly over 3 per cent of children are involved in gainful economic activities as against an estimated over 6 per cent observed a decade ago. The reduction in gainful economic activities of children is more pronounced in rural areas than in urban areas, a reflection of growing and substantial rise in enrolment of children in rural schools. Urban India however appears to have reached a stage wherein further reduction in children's work participation is hard to come by owing to



higher demand for such menial jobs and also due to sustained inflow of rural children flocking to urban areas in search of gainful employment due to acute distress experienced in rural areas.

Children among scheduled tribes are twice as likely to be engaged in gainful economic activities than the 'others' drawn essentially from upper castes. Child employment among various religious groups suggests that Muslim children's participation rate is higher than the children hailing from Hindu groups and others during 2004-05.

Among states, Uttar Pradesh appears to account for a larger share of close to one-fourth of the child workforce in India followed by Andhra Pradesh, with 13 per cent, while Maharashtra and West Bengal garnered 9 and 8 per cent, respectively. Poor households appear to engage children as labourers significantly more than the richer ones. Hence, as one goes up the ladder of economic conditions, the share of child labour declines gradually and vice versa.

Much of India's child labourers are concentrated in agriculture and allied activities accounting for over two-thirds of employment, followed by manufacturing wherein 16.55 per cent are found engaged in manufacturing commodities. Trade, hotels and restaurants account for a significant share of child workers at 8.45 per cent. A

predominant share of child workers is essentially involved in informal jobs which deny them employment and social security. Whether in a farm field or a manufacturing unit, child labourers are extensively engaged on a casual basis where they are denied decent wages. It is interesting to note that almost one-fourth of all child workers engaged in manufacturing sector are found to be employed in the manufacture of textile products. Wood products followed by food & beverage production appear to account for 13 and 12 per cent, respectively. Tobacco production and wearing apparel, on the other hand, stand at around one-tenth each in child employment. Some of the other prominent industries in which child workers are engaged are related to fabricated and other-non metallic manufacturing, which together account for nearly 14 per cent of the total manufacturing employment.

District level analysis of the Census data shows that concentration of child labour has been much higher in districts of the states of Andhra Pradesh, Uttar Pradesh, Rajasthan, Orissa, and Karnataka. However, some districts from Bihar viz. Katihar, Purnea, Araria and Gaya are equally child labour endemic districts. Selection of districts for locating the NCLP has been to some extent biased in the sense that many child labour endemic districts were covered under NCLP only during the last few years.



NCLP Societies: Composition and Staffing

3

As discussed in Chapter 1, the NCLP was initiated in the context of project-based actions in areas of high concentration of child labour. NCLP is required to be implemented through a registered society at district levels under the chairmanship of the administrative head of the district (i.e. District Magistrate/Collector). This structure was conceived to provide a total rehabilitation package to child labourers and their families through local means and resources, but with full external financial support from the central government. Hence, rehabilitation of working children is the direct responsibility of the project authorities at the district levels. This chapter provides details of the structure and role played by NCLP societies in different districts. Apart from this, the chapter also provides information on staffing patterns, workload at the district project offices and monitoring mechanisms at the district levels.

3.1 Coverage and Structure of NCLP Societies


3.1.1 Coverage

Depending on the year of allotment and sanction for NCLP, different districts constituted child labour elimination societies in different names under the “Society Registration Act (SRA), 1860”. Altogether

250 districts have registered such societies and NCLP has started in all those districts till date. Out of these 250 districts, 100 went operational during the 9th Five Year Plan or earlier (henceforth referred to as 9th Plan districts) while the rest 150 districts constituted the registered society in different years of the 10th Five Year Plan (henceforth referred to as 10th Plan districts). During the 9th Plan or earlier, most of the districts starting NCLP were concentrated in the states of Andhra Pradesh, Orissa, Tamil Nadu, Uttar Pradesh and Chhattisgarh. Apart from increasing the number of districts under NCLP coverage in these states, more number of districts from states such as Bihar, Gujarat, Jharkhand, Karnataka, Madhya Pradesh, Rajasthan and Maharashtra were covered and registered societies were constituted in these districts during the 10th Plan. Nearly 95 per cent of the total number of districts covered under NCLP are concentrated in these 12 states with approximately, 45 per cent only in the four states of Uttar Pradesh (41), Bihar (24), Andhra Pradesh (23) and Rajasthan (23).

3.1.2 Time Gap in Approval

Although NCLP was sanctioned during the 9th Plan and 10th Plan, there is great deal of variation in terms of years of constituting



registered societies and initiating the project across the districts. A large number of districts got the project sanctioned and started it only during the last one year of the 9th and the 10th Plans. Further, on an average, a gap of approximately eight months to one year existed between the approval of the project from the MoLE and constitution of the societies and registration under SRA, and actual start of the project in the districts. The actual operation of the project started only after a detailed child labour survey and particularly, identification of child labourers in the districts.

The gap between the approval and sanction of the project and its actual initiation at the district level existed mainly because of two reasons.

- a. Delay in conducting child labour survey and identification of insufficient number of child labourers, particularly in hazardous occupations by the DPOs. The underlying reason of this kind of delay may range from laxity in conducting a child labour survey by the district officials to wrong identification of districts by the MoLE. This is reflected by the fact that expansion of NCLP during the 10th Five year Plan, with number of districts increasing from 150 during the 9th Five Year Plan to 250 during 10th Five Year Plan, was not supported by serious and rigorous analysis of facts and figures related to child labour situations in new districts. The approval/sanction of the project in most of the districts during the 10th Plan was largely based on Census 2001 data. However, the Census data does not clearly indicate the child labour situation in hazardous occupations in a district. Since there could be vast gap

between the assumed situation by the MoLE and the actual scenario that exists in the districts, many new districts approved during the 10th Plan could not identify sufficient number of child labourers, leading to delay in starting the project in those districts.

- b. In many districts the time gap increased because of the delay in sanctioning of the project by the MoLE even after submitting the survey report by the districts. In some of the districts such as Ghaziabad and Sonbhadra in Uttar Pradesh, Raipur in Chhattisgarh, Kolar in Karnataka, etc. the delay was 8-10 years. In 8 out of 70 sample districts under this study the delay was 5-6 years. Moreover, what is important to note is that in some of the districts such as Mandsaur and Sidhi in Madhya Pradesh, Thane in Maharashtra, Nalanda in Bihar, etc. approval/sanction of the project preceded the constitution of the registered societies. In general, the approval/sanction of the project from MoLE does not seem to follow a strict procedure of sanctioning the project and getting it started within a stipulated time period as envisaged.

The time gap between the constitution of the society and sanction of the project on the one hand and sanction and actual operation of the project on the other have implication on the functioning of the project in the districts. Because of the time gap, the child labour situation in the district changes and it becomes difficult for the district project officials to exactly identify the child labourers for enrolment in special schools in the district. Because of the delay in getting the project sanctioned/approved after the child labour survey, the age group of identified children

also changes and they move to the age group of more than 14 years. This kind of scenario ultimately led to the preparation of a faulty list by the implementing agencies (mostly NGOs), of children (belonging to non-target groups) for enrolment in special schools.

In addition to maintaining data related to identification of child labourers at state levels and minimising the time gap between approval and sanction of the project at the district level, a thorough analysis of secondary data before sanctioning the project for a new district should be taken up seriously in order to give an initial impetus to successful functioning of the project. Here it is important to note that some reliable sources of secondary data, such as NSSO (although not reliable sample at the district level) can provide information on concentration of child labour in different occupations and industries in a state. Similarly, Census data disaggregated at detailed industry level can be accessed through the Census office. In any situation it is extremely important to have a thorough and comprehensive idea of child labour situations, particularly in hazardous occupations, in a district before sanctioning/extending the project in a district.

In this regard the present study proposes to conduct district level studies on assessment of child labour for almost all the districts in the country. These studies must precede the sanction/approval of NCLP for a district. Such studies should be conducted by competent research institutions/individuals, who may be empanelled by the MoLE on a yearly basis. Although such studies will be based on secondary data analysis, the district magistrate, NGOs, and other stakeholders should be contacted before finalising the findings of such studies. This will help in not

only assessing the situation afresh in the existing NCLP running districts but also in planning for extending the project to new districts.

3.2 Composition of NCLP Societies and ECs

3.2.1 Model Composition

The PS at the district level should be registered under the SRA, 1860. The Project Implementation Guidelines of the MoLE mention that members of the PS should be drawn from diverse fields representing government as well as NGOs and individuals. While representation of government officials from the departments of Labour, Education, Welfare, Health, Industry, Rural Development as well as local Banks and Post Offices are important from the point of view of convergence of services from different governmental departments, in order to ensure participation of other stakeholders, members representing Panchayati Raj Institutions (PRIs), NGOs, Trade Unions, Employers' associations, and parents should also be part of the PS. In general, the membership of a PS should be broad based enough to ensure interest and participation of various stakeholders. The model composition of a PS as suggested by the MoLE is presented in Appendix Table III.1.

The model composition of the PS does not provide any guidelines on representation of women members. In this regard, it may be useful to keep the proportion of representation by different stakeholders in the PS flexible (with respect to the model composition) to suit the local situation in different districts. However, caution must be maintained so that a flexible structure should not become one of the loose ends of the

envisaged structure of PS in any district. The following paragraphs demonstrate a few cases where the flexibility in PS composition has, in fact, led to gross undermining of gender participation in the PS.

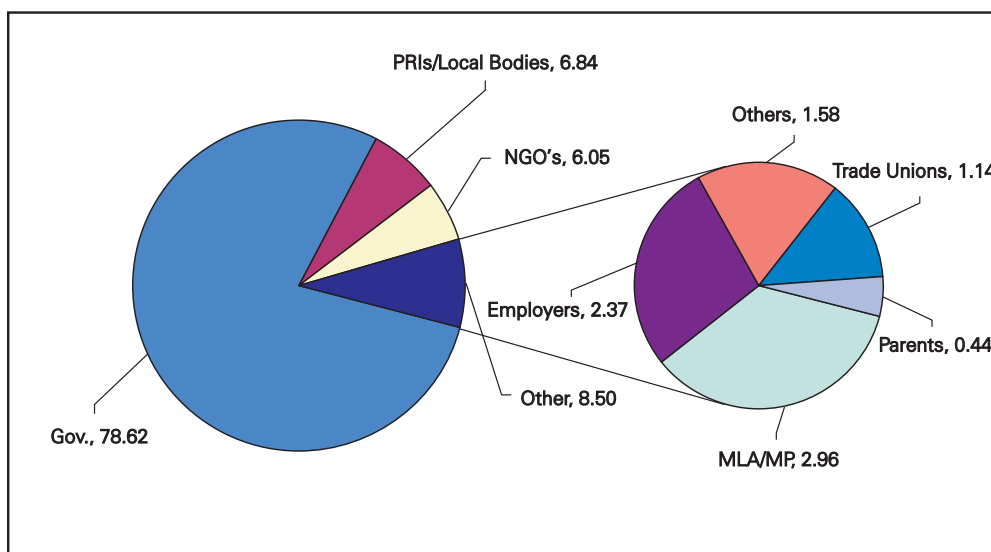
3.2.2 Composition of PS in Districts

The composition of PS in any district is important from the point of view of fostering the intended convergence of official and non-official functionaries, both horizontally and vertically. Interaction between government officials and non-government stakeholders such as peoples' representatives, trade unions, parents, etc. at all levels of decision-making is important in terms of reaching out to the target group and efficient and timely delivery of services. The composition of members of the PS in all the districts, however, on an average, reflects a vertical hierarchy of government officials with very low representation from non-government functionaries.

As per NCLP guidelines, the District Magistrate (DM) is the chairperson of the PS in all the districts. He/she is assisted by other government officials such as the Deputy Development Commissioner (DDC) as the vice-chairperson and one government officer as the member secretary of the society. Usually the member secretary is the functional head i.e. PD of the district project office. However, in many districts, the posts of member secretary of the society and PD are held by two different government officials.

The composition of PSs in almost all the districts reflects that membership is numerically dominated by officials of different government departments such as Education, Health, Rural Development, Labour, etc. In all the 70 sample districts, approximately 79 per cent of the society members belonged to government departments (Figure 3.1; see also Appendix Table III.2 for district-wise composition).

Figure 3.1: Distribution (%) of Members of the Project Society by their Affiliations



Source: Field Survey

After government officials, PRIs and NGOs have 7 and 6 per cent representation respectively. Employers/business units represent less than 3 per cent, while trade unions represent only 1 per cent of the total members in the PS. Ironically, representation of parents in the PS is almost negligible in almost all the districts and so is the case for other stakeholders.

Total number of members varies from as high as 68 in the Araria district in Bihar to a low of just 6 in Ludhiana district in Punjab. Of these 6 members in Ludhiana, 2 represent government departments, while in Araria 30 NGO representatives have been inducted in the PS. However, even in Araria many stakeholders such as employers, trade unions and parents are grossly under-represented.

The district-wise break-up of government and non-government members shows that Araria has the highest representation of non-government members (76%). The district also has an exceptionally large society with 68 members. In contrast to this, the PS in districts such as Ganjam in Orissa, North Dinajpur, Kolkata in West Bengal, Chennai and Dharmapuri in Tamil Nadu, Karim Nagar and Vizianagram in Andhra Pradesh, Sidhi in Madhya Pradesh and Hazaribag in Jharkhand, etc., are not only dominated by government officials but also have very few members (ranging between 6-10). A few districts such as Pakur in Jharkhand, Ujjain in Madhya Pradesh, Dharmapuri and Chennai in Tamil Nadu did not report induction of a single non-government member in the PS (Table 3.1).


Table 3.1: Distribution (%) of Government Officials in District PSs

Range (in %)	Name of Districts	
	9 th Plan Districts	10 th Plan Districts
<30	–	Araria
>30<50	Ludhiana, South Dinajpur, Alwar	–
>50<60	Anantapur, Ajmer, Karim Nagar, Mandasaur, Nuapara	–
>60<75	Vizinagaram, Gwalior, West Singhbhum, Bargarh	Sidhi, Ghaziabad, Rewa, Mirzapur, Raipur, Mathura, Katihar, Sitapur
>75<100	Rajnandgaon, Bangalore Rural, Raichur, Thane, Solapur, Varanasi, Jamui, Nalanda, Visakhapatnam, Ganjam, North Dinajpur, Sarguja, Koraput, Mayurbhanj, Salem, Cuttack, Nellore, Ranga Reddy, Bangalore Urban, Tirunelveli, Dumka, South 24 Paraganas, Tonk, Saharanpur	Ganga Nagar, Sonbhadra, Banda, Darbhanga, Krishna, Nanded, Hardoi, Beed, Khargone, Maldah, Fatehpur, Hazaribag, Kolkata, Nagaon, Lucknow, Purnia, Panchmahals, Bagalkot
100	Pakur, Ujjain, Dharmapuri	Chennai, Kolar, Barmer, Bhilwara

Source: Field Survey

There are only 4 districts in the sample of 70 districts where representation of non-government members is less than 50 per cent. These districts are Alwar in Rajasthan,

Araria in Bihar, Ludhiana in Punjab and South Dinajpur in West Bengal. All other districts in the sample have more than 50 per cent of the PS members from government



departments with a large number of districts having more than 75 per cent of the total number of members in the PS as government officers.

However, even in those districts where non-government members are sizeable in proportion, many stakeholders such as employers, trade union and parents are least represented. Among these, representation of employers is of crucial importance as mainstreaming of children in the labour markets is one of the objectives of the NCLP. Participation of employers in the PS helps not only in smooth mainstreaming of grown-up children in the labour markets but also in securing better working conditions for those children. Similarly, participation of trade union members helps in identifying currently working children in the districts.

Another concern regarding the membership of the PS in almost all the districts is the high level of gender bias. There is almost no female participation in the composition of the PS (Appendix Table III.2). Overall, females constitute only 6 per cent of all members in all the districts taken together. Some of the districts which have fairly good proportion of female members in the PS are Raipur in Madhya Pradesh and South 24 Paraganas in West Bengal, where more than 30 per cent of the all members in the PS are female. In contrast to this, most of other districts have nearly no or negligible representation of female members in the PS.

Low representation of NGOs and female members in the composition of the PS has strong implications not only for day-to-day functioning of the DPO but also for the overall success of the project in the districts and the country as a whole. First of all, the day-to-day functioning of the project in general and the DPO in particular are affected by a number

of bureaucratic wrangles and red-tapism. Second, less representation of non-government members restricts the activities of the project to the extent of completing official requirements, rather than taking any innovative initiative for the overall success of the project. This also affects the meetings of the Executive Committee (EC) as well as the release of funds for various components of the project, as will be discussed in later paragraphs. In addition, a number of other activities also get affected because of dependence on bureaucratic decisions at the district as well as state levels. Further, nil or low representation of women in PSs often leads to decrease in seriousness of the PS regarding girl children related issues and their enrollment in special schools.

As mentioned earlier, the composition of PS in any district is important not only for day-to-day functioning of the project but also for the overall success of the NCLP. It is at the initial sanction/approval stage of the project itself in any district, that the pattern of membership of the PS should be critically evaluated and necessary suggestions in this regard should be passed on to the district authority. The proportion of members with government affiliations may be fixed to maximum one-third of the total number of members with provision of at least one representation from each of the categories of membership as envisaged in the model composition guidelines. Minimum proportion of female membership should also be fixed at least 25 per cent. In a nut shell, every step should be taken to ensure that membership of the PS is as diverse as possible by incorporating all stakeholders. In fact, this does not require any fundamental change in the already existing model composition of a PS. Within the given structure itself MoLE is required to fix a minimum level of representation of different

stakeholders and link the sanctioning of the project with the membership pattern of the PS in each district. The MoLE may come up with a separate guideline on this through which the existing NCLP districts may be asked to revise their existing membership pattern and new districts in future may follow the said guidelines.

3.2.3 Composition of EC

In almost all the sample districts the EC is constituted to run the project. However, there is hardly any difference between the EC and the PS membership in almost all the districts. Invariably, all the members of the PS are also the members of the EC. This has resulted in quite a large EC in most of the districts, leading to irregular meetings of the EC and absence of a large number of members from such meetings. Apart from the NCLP implementation guidelines, the SRA also emphasizes on forming a relatively smaller EC in every PS to take executive decisions and to handle other matters relating to day-to-day functioning of the project. However, in no districts such a pattern has been followed.

In addition to revising the overall membership pattern of the PS the present study proposes to re-constitute the EC in almost all the districts on a priority basis. It is recommended that total members in the EC could be in the range of 9 to 13, drawing from existing members of the PS as well as individuals from outside the PS. However, diversity in membership of the EC, as in case of the PS, must be ensured. The EC should largely work as a steering committee of the PS. Such an effort to reconstitute the EC may also need necessary amendment in the by-laws and MoU of the PS submitted to the SRA office.

3.3 EC Meetings: Periodicity, Regularity and Decisions Taken


3.3.1 Periodicity of Meetings

Conducting EC meetings at regular intervals is important for smooth functioning and improvement in the functioning of the PS. Usually, the expected frequency of such meetings is four per quarter in each district. However, it was observed that in most districts EC meetings are not held at regular

Table 3.2: Districts with Number of Meetings Held (2006-07)

Number of Meetings held	Name of Districts	
	9 th Plan Districts	10 th Plan Districts
0	Pakur	Banda
1	Anantapur, Nellore, Visakhapatnam, Jamui, Ujjain, Ganjam, Koraput, Mayurbhanj, Ajmer, Alwar, Tonk	Raipur, Hazaribag, Bagalkot, Khargone, Ganga Nagar, Chennai, Ghaziabad, Sitapur
2	Vizinagaram, Nalanda, Dumka, West Singhbhum, Gwalior, Thane, Salem, Mirzapur, Varanasi, South 24	Purnia, Darbhanga, Barmer, Lucknow, Kolkata, Maldah Paraganas, South Dinajpur,
3	Bangalore Rural, Bangalore Urban, Raichur, Cuttack, Nuapara, Tirunelveli, Saharanpur, North Dinajpur	Kolar, Sidhi, Fatehpur, Hardoi, Mathura, Panchmahals
4	Ranga Reddy, Mandasaur, Solapur, Dharmapuri	Krishna, Nagaon, Araria, Katihar, Rewa, Bhilwara, Beed, Nanded, Sonbhadra
>4	Ludhiana, Sarguja	None

Source: Field Survey



intervals, and the attendance of members is also extremely poor. In addition, most of the districts have failed to maintain proper records and minutes of such meetings held in the past. All these point to non-seriousness of project officials and members of the PS towards EC meetings.

2 out of 70 sample districts did not conduct a single EC meeting during 2006-07. 19 districts conducted only one EC meeting during the same year. Average percentage of members attending the meeting in these districts has been just 40 per cent. Most of these districts are 10th Plan districts and have started NCLP only during the last one year or so. The frequency of EC meetings held in different districts is presented in Table 3.2.

Only 9 out of 30, 10th Plan districts have conducted 4 EC meetings in the year 2006-07. Even the 9th Plan districts have not been very regular in conducting EC meetings. In all, 7 out of 40, 9th Plan districts conducted 4 or more EC meetings during 2006-07.

Discussions were held with various stakeholders to ascertain the reason for meetings not being held regularly and members remaining absent from the meetings. The discussions revealed that over-representation by members belonging to government departments is one of the most important reasons as such members (including the Chairperson of the Society (District Magistrate/Collector)) remain busy in their routine work and fail to turn up for the meetings. In addition, given the hierarchal position of officials in a district, it is not always possible for the PD to mobilize different government officials for attending the PS meetings. In this regard, it is important to note the fairly good regularity of such

meetings in the district of Araria, where the representation of non-government members in the PS as well as EC is fairly high.

The district of Katihar made an innovative arrangement to tackle this problem. Katihar DPO came up with one committee known as “Project Coordination Committee (PCC)” comprising relatively active but less number of members to manage the affairs more effectively. The PCC is a core group of seven EC members. Significantly enough, the meetings of PCC in the district has been more regular and almost all the members of the PCC attended all the meetings during the last two years of its functioning.

Similarly, in one of the districts in Maharashtra there is a Steering Committee (StC) of a small number of members responsible for monitoring the implementation of the decisions taken by the PS. The StC is composed of a few members of the PS and a few from outside the PS. All these innovative steps helped the concerned districts in improving the regularity of holding PS/EC meetings. However, what is of utmost importance is that the PD must have and maintain a very good rapport with all the members of the PS/EC, especially by meeting the members frequently even without a PS/EC meeting.

3.3.2 EC Meeting Content

The content of the meetings (points of discussions) have been widely different across the 9th and 10th Plan districts. In most of the newer districts (10th Plan), the EC meetings discussed issues related to selection of NGOs, timely fund transfer to the NGOs, supply of teaching and learning materials, contents of mid-day-meal, etc. In

contrast to this, the 9th Plan districts frequently discussed issues related to skill enhancement of teachers, organisation of cultural programmes and exhibitions, and many other new initiatives. However, in addition to these issues, child labour survey and Awareness Generation Programme (AGP) have been important issues of discussion in

both categories of districts. In most of the districts, the EC meetings centred around the results of the child labour survey conducted in the districts and balance fund of the AGP (Table 3.3).

A detailed study of the minutes of the EC meetings reveals that though all important

Table 3.3: EC Meeting Content in Two Districts of Maharashtra

Year	9 th Plan District – Solapur (Maharashtra)	10 th Plan District – Nanded (Maharashtra)
2006-07	Discussing the organisation of workshop for teachers, cultural programmes and exhibitions, sanction of new school, framing leave rules for teachers, considering reports of teachers' association.	Teachers' training, planning of survey, providing educational material with the help of SSA, medical facilities to children, appointment of master trainer, rehabilitation of school drop-out children, awareness by hoardings/ stickers in hotels and even rehabilitation of children in non-hazardous occupations.
2005-06	Presenting the survey results, organisation of training courses, arrangements for terminal examination, appointing new faculty, arranging meeting with teachers of the association.	Appointment of vocational teachers in special schools, opening of bank accounts, selection of NGOs, DIET exams, residential and teacher training, policy making for survey.

Source: Field Survey

formal matters of accounts, administration, appointment, survey, awareness campaigns and some other matters concerning schools and their administration are discussed, there is very little effort to adopt innovative schemes to address core issues. An example is that of providing medical facilities to children. Though this problem has been discussed in most EC meetings, remedial measures have been limited to linking of the schools with local level public health service providers. There has been no attempt to address the issue using non-traditional approaches. Another example is that of training. Though training has been on the agenda of some of the PSs (like in the district

of Thane in Maharashtra), it appears that no special attention was paid to quality aspects like children s performance, teaching methods, need based vocational training support, mainstreaming, drop outs, real convergence for the benefit of the students and their parents, etc.

Discussions with different project officials in different districts also leads to a conclusion that most of the project officials (including the PDs) did not have required clarity on the overall aims and objectives of the project. In many districts project related basic documents, as prepared and printed by the MoLE, are not available. The officials are not

in a position to view anything beyond the regular and daily routine works of the project. In such situations it is inconceivable that EC meetings would discuss issues such as resource mobilisation, innovative approaches, efficient convergence process with other government departments, effective awareness generation programmes, etc.

For bringing an improvement in the situation, efficient training programme for project officials is urgently required. In fact, some PDs, including other officials of the project offices, have already shown keen interest in completing such training programmes so as to enhance their overall understanding and efficiency levels regarding the NCLP.

3.4 DPO Staffing, Work Load and Adequacy

3.4.1 Model Staffing of DPO

In addition to the PS constituted at the district levels, every NCLP district is required to set

up a District Project Office (DPO) with a PD as functional head of the office to dispense the project related duties and responsibilities. The DPOs are expected to build up necessary infrastructure and appoint staff and professionals from the market. The MoLE provides funds for all the necessary infrastructure and human resources required for this purpose. Ultimately, the PD in each district becomes the direct contact person of the MoLE for all day-to-day activities of the project. The PD in each district is supported by other office staff at the project offices.

The model staffing pattern of one project office allows for one PD, two field officers, one master trainer and one doctor per 20 schools having 50 students each, one clerk-cum-accountant, one steno cum computer operator and a peon. A summary of the existing staffing pattern of the project offices is presented in Table 3.4.

The model staffing pattern of the DPO largely reflects an arrangement to carry on day-to-day administrative work of the NCLP, with

Table 3.4: Pattern of Existing Project Staff at DPOs

Staff position in DPO	Number	Salary/Honorarium per month (in Rs.)
Project director	1	6,000
Field officer	2	4,000
Master trainer	1	5,000
Doctor*	1 for every 20 schools	5,000
Clerk cum accountant	1	2,000
Steno cum computer operator	1	2,000
Helper/Peon	1	1,500
Driver**	1	2,000
Total	8+doctors	

Source: Field Survey

Note: * 1 for every 20 schools ** Only for 9th Plan Districts

some provisions to provide technical help to special schools in the form of health needs and vocational training. However, what is important to note here is that, there has been no explicit arrangement of staff to take care of the district level records related to mainstreaming and tracking of children.

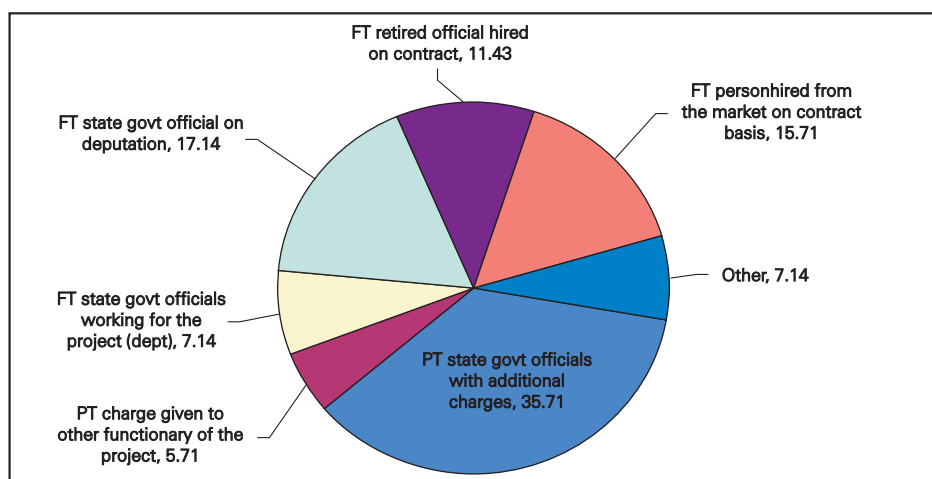
3.4.2 Staffing Pattern and Workload in Districts

Most of the POs partly fulfil the criteria of staffing pattern as laid down in the NCLP guiding manual. These POs have a PD, two field officers, one clerk-cum-accountant, one steno-cum computer operator and a peon. Although the posts of doctors and master trainer are vacant in many districts, mainly because the project has started recently, the process of their appointment is yet to be completed. All these posts are already sanctioned and funded by the NCLP and any delay in the part of the appointment of master trainers and/or doctors or any other staff is mainly an issue to be dealt at the functional level of the PSs in different districts. In almost all the districts, PD is a state government Class

II officer deputed at the project office either on a full-time or part-time basis. Other staff members are full-time workers hired from the market on contract basis.

A detailed analysis of the pattern of appointment of PD in different districts reveals that in 9 out of 70 sample districts the post of PD is temporarily filled by some internal arrangements such as part-time charge given to a functionary of the project or some other arrangements. In some districts, the post of PD is virtually vacant though some project officials are in charge. These districts are Vizinagaram, Hardoi, Kolkata, Ganjam, Fatehpur, Sonbhadra, South 24 Paraganas and Panchmahals. Among the rest, in approximately 36 per cent districts the PD is a part-time state government official with additional charge. Approximately 40 per cent districts have a full-time PD as: state government official on deputation (17%), hired from the market on contract basis (16%) and state government officials working temporarily (7%). Altogether, approximately 40 per cent districts have part time PD (Figure 3.2).

Figure 3.2: Distribution (%) of PD by their Status in NCLP



Source: Field Survey

Note: FT is full-time and PT is part-time

As regard to full-time/part-time PDs in different districts, an interesting picture that emerges is that most of the districts from Madhya Pradesh, Maharashtra, Andhra Pradesh and Tamil Nadu usually have full-time PDs. There are some districts in Uttar Pradesh and West Bengal which have full time PDs. However, most of the districts from Bihar,

Rajasthan, Orissa, Jharkhand and some districts of Uttar Pradesh have part-time PDs. Even in some 9th Plan districts in the states of Bihar and Rajasthan, where the project has been in operation since more than one decade or so, the PDs are continuously working on part-time basis (Table 3.5).

Table 3.5: Working Status of PDs in different Districts

Status of Appointment	Name of Districts
Full-Time	
State government official on deputation	Karim Nagar, Ranga Reddy, Visakhapatnam, Raipur, Sarguja, Rewa, Sidhi, Beed, Chennai, Varanasi, South Dinajpur, Maldah
State government officials working for the project (dept)	Nellore, Lucknow, Ghaziabad, Mathura, Sitapur
Retired official hired on contract	Nagaon, Bangalore Rural, Bangalore Urban, Raichur, Gwalior, Nuapara, Tirunelveli, Salem
Person hired from the market on contract basis	Hazaribag, Kolar, Bagalkot, Khargone, Mandasaur, Ujjain, Nanded, Solapur, Thane, Dharmapuri, North Dinajpur
Part-Time	
State government officials with additional charges	Anantapur, Krishna, Araria, Jamui, Katihar, Nalanda, Purnia, Saharsa, Rajnandgaon, Dumka, Pakur, West Singhbhum, Bargarh, Cuttack, Koraput, Mayurbhanj, Ludhiana, Ganga Nagar, Ajmer, Alwar, Barmer, Bhilwara, Tonk, Azamgarh, Banda, Saharanpur
Charge given to other functionaries of the project	Viznagaram, Hardoi, Kolkata
Others	Ganjam, Fatehpur, Sonbhadra, South 24 Parganas, Panchmahal

Source: Field Survey

Part-time PDs are prove to be bottlenecks for successful running of the project, and most often results in divided loyalty, as part-time PDs treat PS work as “peripheral activity”. This is reflected from the statement of one of PD from Bihar “My prime responsibility is looking after the affairs of my parent department (i.e. Social Security). Moreover, I have to look after other administrative responsibilities

assigned to me by the DM from time to time. For example, at present, I am also involved in the BPL survey. Hence it is difficult for me (in fact for anybody) to manage all responsibilities in an ideal way, though I am striving hard.” Discussion with other project officials and stakeholders revealed that absence of a full-time PD stands in the way of the effective implementation and management of the Project.

Most of the POs are not running with full staff capacity as sanctioned by the MoLE. The posts of field officers are also not filled up to the full capacity; average number of field officers per district is 1.73 as against the sanctioned posts (2 numbers) per district. Altogether only 56 out of 70 districts reported that both field officer posts are filled up.

Field officers are appointed on the basis of 1 per 20 districts. However, 2 field officers are appointed also in those districts where number of schools are more than 40. In a few districts where number of schools is as high as 80 or more, it becomes extremely difficult for field officers to frequently visit all the schools. MoLE can consider the sanctioning of the post of field officers on the basis of number of schools i.e. 1 field officer per 20 districts. In such cases, minimum number of

visits of field officer to special schools should also be fixed as at least 2 schools per day. Field officers should be asked to maintain a diary of their visits, which should be computerised by the DPOs. In this regard, developing a standard format of reporting may prove to be useful.


Further, a large number of districts reported that the posts of doctors and master trainers were also lying vacant. POs are required to appoint one doctor per 20 schools in each district. But, presently only 29 per cent districts have partially filled up the post of doctors (Table 3.6). Nearly 50 districts have not appointed any doctor while most of the rest have appointed only one doctor irrespective of the number of school in the districts. The average number of doctors per district is just 0.64.

Table 3.6: Existing Staffing Pattern in different Districts

Staff Position in DPO	Total Appointed in 70 Districts	Average Number Per District	% of Districts with Filled up post
Project director	70	1.00	100.00
Field officer*	121	1.73	92.86
Clerk cum accountant	61	0.87	87.14
Steno	51	0.73	72.86
Doctor	45	0.64	28.57
Master trainer	21	0.30	30.00
Others	4	0.06	5.71
Driver (only for 9 th plan districts)	32	0.46	45.71
Peon	60	0.86	85.71
All districts	465	6.64	100.00

Source: Field Survey

Note: * Second figure stands for number of districts appointing 2nd field officer



Given the situation, the present study proposes to scrap the post of doctors from the DPO. Instead a lump-sum fund on a yearly basis could be provided to the district office for arranging need based contract with doctors to visit special schools. The fund so earmarked may also be used for emergency and other medical needs of children. A modus operandi can be worked out in this regard in consultation with district project officials.

Similarly, master trainer is also not appointed in 49 out of 70 districts. Among the reasons of non-appointment of master trainers and doctors across districts has been cited as too low salary/remuneration against these posts. The PDs and other project officials have been unequivocal in saying that with such low salary no good master trainer and doctor can join the project. Many of the districts with vacant posts of master trainers are those which have started NCLP only within the last one year and they are in the process of filling up the vacant posts. However, they are not hopeful that the posts will be filled up very soon. The delay in the appointments of master trainers and doctors has implications for the children at the school levels. It is likely to affect the two most important components of the NCLP targeted in the 10th Five Year Plan and ultimately the overall success of the NCLP.

District project officials also provided information about the workload of the master trainer in the district. Since the number of schools in a district varies from a low of 20 schools to 100 schools, with average being 40 schools per district, provision of one master trainer per district is considered as an ad-hoc arrangement. In most of the districts, project officials are of the view that number of master trainers should be on a pro rata basis with one master trainer per 20 schools

as in case of field officer. This will reduce the work load of the master trainer and it will be easier to locate and appoint master trainers.

Despite the fact that the post of drivers has been abolished for the NCLP during the 10th Plan, a number of districts are still employing drivers on full or part-time basis.

The work related to mainstreaming and tracking (two very important components of the NCLP) cannot be taken care of efficiently by the current staffing pattern of DPOs. Keeping and maintaining records (preferably in computerised format) related to mainstreaming and tracking of children should be considered as important work at the DPO level and a post should be sanctioned by the MoLE to appoint a mainstreaming and tracking officer at the district level. This new post should also be linked to responsibilities related to liaison with SSA, employers, parent and other related organisation and individuals. Any person appointed against this post will have all updates related to mainstreaming and tracking on half yearly basis and will be responsible for facilitating mainstreaming from special schools on a regular basis.

The pattern of salary/honorarium of staff at the POs in all the districts followed the model. No district reported any aberration on this front except a few where driver was appointed on a part-time basis. However, some staff at the project offices in a number of districts complained of non-availability of specialists such as master trainers and doctors with existing level of honorarium fixed for them. However, considering the long due revisions of the honorarium of officials, the present study proposes to upwardly revise the remuneration by 50 per cent at all levels.

3.5 Selection of Implementing Agencies

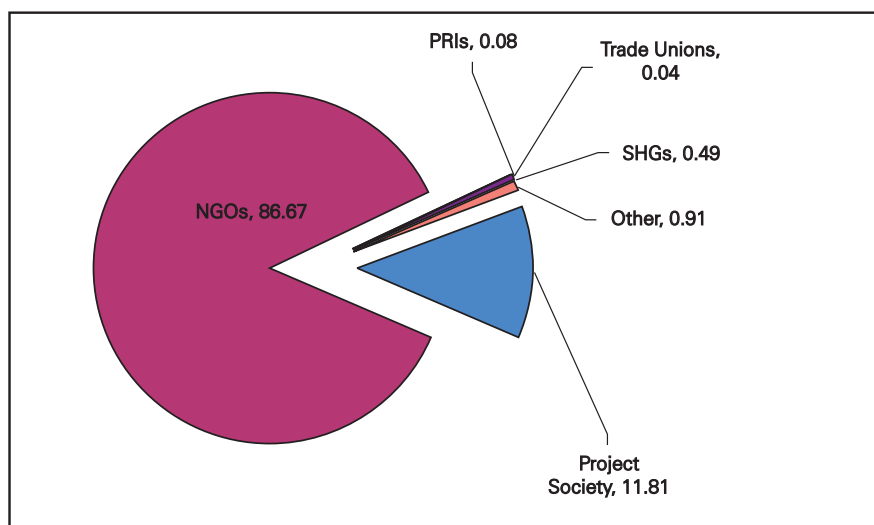
The actual implementation of the project at the ground level is culminated in the form of running special schools, enrolling children withdrawn from work and mainstreaming them after six months to three years education/vocational training. District project societies are expected to engage good and efficient NGOs, including Panchayati Raj Institutions (PRIs), Trade Unions, Village Clubs, Youth Clubs, Women's Groups, Self Help Groups (SHG), etc. for the successful running of the special schools. To a large extent success of NCLP schools depends on the efficient functioning of these local level organizations. Involving NGOs and other organizations for running the special schools is essential from the perspective of wide participation of stakeholders at the local levels. Many times it may be difficult to find out efficient local level NGOs in a district, and under such circumstances the DPO may run

the schools itself. However, efforts should be made by the DPO to hand over the running and management of schools to local level organizations as soon as possible.


Evidences from the field shows that the running and management of special schools is dominated by NGOs and there is least participation from other stakeholders such as PRIs, Trade Union, SHGs, etc. As high as 87 per cent of the total number of schools is being managed by NGOs while 12 per cent by district project offices (Fig. 3.3).

The districts where large percentage of schools is being run by project offices are Katihar, Sarguja, Dumka, Koraput, Tirunelveli, Salem, Dharmapuri, Saharanpur, North Dinajpur, and Malda. In fact in some of the districts all the schools opened so far are being run by the PS and the management has not been transferred to NGOs. Although it is quite obvious that district project societies can manage schools themselves, not involving local level partners seriously affects

Figure 3.3: Distribution (%) of Total Number of Schools being run by different Stakeholders



Source: Field Survey



the participation of other stakeholders and lends a bureaucratic nature to the functioning of the special schools.

High participation of NGOs in running the schools is a welcome step, provided the participation is broad based, such as, by involving all types of local partners such as PRIs, Trade Unions, SHGs, etc. This is because a large number of NGOs involved in running the schools were not found to be efficient. It was observed that many NGOs are very small in nature, NCLP centric and lack requisite manpower for managing and monitoring the day to day functioning of the schools. As a result, schools at many places are managed in a mechanical way by the NGOs, giving scant attention to finer details such as putting in place better physical infrastructure and basic facilities, ensuring attendance and punctuality, timely payment of honorarium and deposit of stipend, checking quality and quantity of mid-day meals, mainstreaming and tracking, awareness generation, etc. It was further observed that in all the 5 sample districts of Karnataka, more than 90 per cent of the operational schools had received show cause notices more than once from the PS because of improper mainstreaming, low attendance, teachers absenteeism, and problem relating to stipend payment.

From the number of schools per NGO it is apparently evident that there is no set pattern across the districts regarding the number of schools to be run by a single NGO in a particular district. Number of schools varied widely across the districts. For example, in Nalanda (Bihar), 25 schools are being run by 25 NGOs, implying one school per NGO. Despite the fact that Nalanda is an old (9th Plan) NCLP district and there are a large number of NGO contenders, running one school per NGO is certainly a less viable

proposition. It was not clear from the discussion with the PD and other project officials why such a large number of NGOs were selected to run just 25 schools. As far as the field observations of the evaluation team is concerned, the team noted that a large number of selected NGOs belonged to some powerful political groups in the district and the PS had to oblige them in order to secure their cooperation for running of the project. Similarly, in Araria, which is a very small district, selection of as many as 30 local NGOs sent similar signals to the evaluation team. In contrast to these 2 districts, in Katihar (a neighbouring district of Araria) approximately 90 NGOs had applied but only 7 NGOs were selected to run 79 out of 100 schools after several rounds of screening. The Purnea project office handed over all the 40 schools to five NGOs. Out of these five NGOs, Hind Kisan Mazdoor Panchayat (HKMP), a reputed trade union working for child labour, runs 17 schools. HKMP has a proven track record in the district as it has been running other schools for child labourers supported by an international organisation.

Proper selection of good NGOs is extremely important for the success of the project. In general, there has been good competition among NGOs to run as large number of schools as possible. The DPOs should take advantage of this competitive environment such that only good and efficient NGOs with proven track records should be entrusted with the job. In general, the following criteria for the selection of the NGOs should be followed by the project office:

- a. NGOs should have been registered for at least three years.
- b. NGOs should maintain proper accounts with a reputed bank.

- c. NGOs should either have experience of running NCLP schools/other schools in other district and/or should have experience of child labour survey.

3.6 Monitoring of NCLP Activities

Monitoring is an essential and integral part of the NCLP. Regular observations on the functioning of the project by making periodic visits and documentation of various activities of the project at the state level helps the functionaries responsible for implementation in early identification of deviations from the set norms and in taking corrective actions. Monitoring at the state level also helps to facilitate and mobilize government officials and civil society members to contribute effectively to the rehabilitation of enrolled children in the special schools and guard against the continuation and emergence of new child labour and hazardous child labour sectors. In order to reap the benefits of the project, in addition to the monitoring by the MoLE, the state government should have an efficient, effective and sustainable system of monitoring. However, barring a few states, any centralised mechanism of monitoring by the state government is visibly absent. Findings on the monitoring mechanisms at the state levels have been discussed in detail in Chapter 7 of this report. However, in the following paragraphs a brief picture of monitoring efforts undertaken by DPOs at the district level has been presented.

In most of the districts evaluated, monitoring at the district-level is by and large confined to visits to the schools by the PD and field officers. In general, field officers conducted more monitoring visits to the NCLP schools as compared to those by the PDs. Compared to 10 districts which have reported frequent


visits of the PD, 23 districts have reported frequent visits of the field officers. In Nagaon, Bangalore Urban, Thane, Mayurbhanj, South 24 Paraganas and some of the districts of Madhya Pradesh, Rajasthan, Uttar Pradesh even field officers visited the schools for monitoring only once a month. In Nellore, Rajnandgaon, Bangalore Urban, Gwalior, Sidhi, Thane, Ganga Nagar, South 24 Paraganas, South Dinajpur PDs visited the schools once in three months only. In addition to the visits of the officials, the implementing agencies also submit information on the functioning of the special schools in a format developed by the DPO on a monthly basis.

On the whole, regular monitoring of the project by any higher level project and/or state level officials is nearly absent in almost all the districts. The MoLE may establish a centralised monitoring system at the state level by constituting a State Project Implementation Unit (SPIU) at the headquarters of each state currently running the NCLP. Establishing such a centralised unit at the state level will not only help in closer monitoring of the project on a regular basis but also in effective implementation of the project in different districts of the state. A detailed structure of the proposed SPIU has been discussed in Chapter 7 of this report.

3.7 Summary and Emerging Issues

The NCLP project society is the key nodal point of functioning of the project at district levels. In all the districts covered under NCLP, PSs were formed under the Society Registration Act to run the project successfully.

There has been some delay in the sanction/ approval of the project to districts even after




constituting the registered society. This time gap sometimes runs into more than 1-2 years. This should be kept to minimum. A detailed analysis of secondary data before sanctioning of the project for a particular district is highly recommended. However, in order to minimise the time gaps at operational levels, the MoLE must enhance its efficiency in sanctioning the project soon after child labour survey is over in the district concerned.

Although the members of the PS are from diverse fields, the societies in all the districts are numerically dominated by government officials on the one hand and many significant stakeholders are not represented at all on the other. In none of the districts covered under the study, the composition of the PS is broad based with representation from all the stakeholders. All the PSs have representations from NGOs, but it is very important at this stage that the PS in every district must be actively represented by parents, employers, trade union representatives and the like. There is a need to make the membership of the PS as diverse as possible by incorporating all stakeholders. In fact, this does not require any fundamental change in the already-envisaged model composition of the project society. Within the given structure itself the MoLE is required to fix up minimum level of representation of different stakeholders and link the sanctioning of the project with the membership pattern of the PS in each district. The MoLE may come up with a separate guideline on this so that the existing NCLP districts should revise their membership pattern and new districts may follow the said guideline. The proportion of members with government affiliations may be fixed at maximum to one third of the total number of members with provision of at least one

representation from each of the categories of membership as envisaged in the model composition guidelines. In the same way, minimum proportion of female membership should be fixed at 25 per cent or so.

EC meetings in most of the district have not been held regularly mainly because of non-availability of members. The discussions in many EC meetings remained limited to basic issues related to existing gaps at the implementation levels. Issues like resource mobilisation, broad participation from society, employers' role, etc are generally not discussed in the meetings. The relevant documents of the NCLP containing aims and objectives should be made readily available to all the members of project society. Further, in addition to the formation of PS, an efficient and effective EC of smaller scale should be constituted in all the districts.

Almost all the DPOs have full strength of staff except master trainer and doctor. Part-time availability of PD, particularly in states of Bihar, Rajasthan and Orissa is considered a bottleneck in the way of successful running of the project. Because of the delay in appointing master trainers and doctors, two important components of the NCLP programme, i.e. 'health' and 'vocational training' of the students of NCLP schools are not being addressed properly. Project office has been facing problem in getting right persons for these two posts at low honorarium as suggested in the guidelines. However, the project office may try to make some alternate arrangements for providing health check-up and vocational training facilities till the time these specialists are appointed on a regular basis. Some of the viable alternatives may be appointing these specialists on part time/contract basis and/or piece rate basis. This study does not envisage



achievement of the objective of appointing a doctor with existing honorarium and hence proposes to scrap the post with alternative arrangement of providing a fund to districts to buy services of doctors and medicines on a need basis. Further, the district project offices should be sanctioned with two field officers and two master trainers per 20 schools instead of fixing their number at one or two irrespective of number of schools.

On the whole the DPOs are required to work hard on the structural aspect of the project society in consultation with state governments and the MoLE. The membership of the PS is required to be revamped in order to include active and genuine stakeholders along with sufficient number of women members. The EC

meetings need to be held more regularly with an emphasis on reaching the target group in a more efficient manner. The vacant posts at the project offices are required should be filled on priority basis.

The MoLE may come up with establishing a centralised monitoring system at the state level by constituting State Project Implementation Unit (SPIU) at the state head-quarters of each state currently running the NCLP. Establishing such a centralised unit at the state level will not only help in closer monitoring of the project on a regular basis but also in effective implementation of the project in different districts of the state. A detailed structure of the proposed SPIU with financial implications has been discussed in Chapter 7 of this report.



Financial Support to NCLP: Pattern and Trends

4

NCLP is a Central sector scheme. All the activities of the project are fully funded by the MoLE and funds are directly transferred to DPOs for carrying out all the required activities on a financial year basis. Hence, regulating the finances of the PS is central to the smooth functioning of the project. All the expenses incurred by the DPOs are required to be properly documented and maintained as per the given guidelines and to be submitted to the MoLE by the end of the financial year. The NCLP Implementation Manual clearly mentions that ‘departure from the prescribed procedures results in delay in release of funds and derails the functioning of the project’. It is in this context that this chapter tries to evaluate the fund management of the PSs at district levels and assesses the trends in income and expenditure of the PSs, particularly during the 10th Five Year Plan.

4.1 Plan Allocations, Budget and Expenditure under NCLP

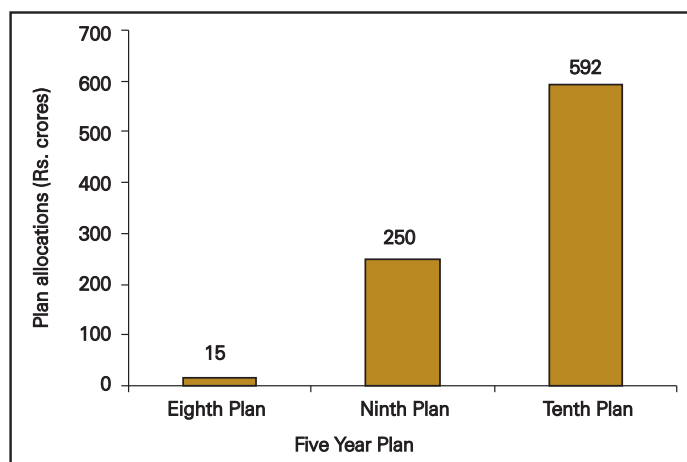
NCLP is the single largest scheme among all the child labour related schemes in India. Presently, approximately 90 per cent of the total fund of Rs. 670 crore under different child labour schemes during the 10th Five Year Plan

is budgeted under NCLP. The coverage of NCLP has increased over the years not only in terms of number of districts in different states, but the plan allocation under the project has also increased manifold. Total Plan allocation to NCLP has increased by approximately 40 times during the last 15 years. The total Plan allocation has increased from Rs. 15 crore during the 8th Five Year Plan to Rs. 250 crore in the 9th Five Year Plan and Rs. 592 crore during the 10th Five Year Plan (Figure 4.1).

In addition to an allocation of Rs. 592 crore to NCLP, Grant-in-Aid, yet another scheme broadly covered under NCLP was also allocated up to Rs. 8 crore during the 10th Plan.

However, as against the Plan allocation of Rs 592 crore, the budget allocation to MoLE remained to the extent of Rs. 426 crore, which is approximately 72 per cent of the total Plan allocations. The actual release of funds to different districts has been even lower to the extent of Rs. 400 crore during the same period. Although release of funds to districts has been approximately 95 per cent of the total budgetary allocation to MoLE, the same has been only 68 per cent of the Plan allocation. This implies that approximately Rs. 191 crores (32%) of the total Plan allocation remained un-utilised during the 10th Plan (Table 4.1).

Figure 4.1: Plan Allocation (Rs. Crore) under NCLP during Different Plan Periods



Note: The 10th Plan allocation excludes the allocation under Grants-in-Aid (GIA).

Source: MoLE web site (<http://labour.nic.in/cwl/ChildLabour.htm> ... Allocation & Expenditure, accessed on 27th November, 2007).

Although the total funds have been released, they are not being fully utilized by the districts and there has been cumulative balance over the years in a large number of districts. One of the main reasons of this under-utilisation of funds has been the relatively smaller Plan and budgetary allocations during the first three years of the 10th Plan. During the first three years of the 10th Plan (2002-05), the outlay was less than 42 per cent of the total earmarked Plan outlay. Similarly, total budgetary allocation to the MoLE during the first three years of the 10th Plan was little more than 30

per cent of the total Plan outlay during this period. As against this, approximately 30 per cent of the total Plan fund (Rs. 194 crore) was allocated only in the last one year of the 10th Plan. However, the budgetary allocation was just Rs. 100 crore in 2006-07.

As far as release of funds to districts is concerned, it was in the range of 80-90 per cent of the Annual Plan Outlay in the initial years of the 10th Plan. However, it declined sharply during the last two years of the 10th Plan. In fact, during 2006-07 there was no

Table 4.1: Budget and Release of Fund and % of Release to Budget during the 10th Plan

Year	Annual Plan outlay (Rs. crore)	Budget allocation to MoLE (Rs. crore)	Release of funds to districts (Rs. crore)	% Release of Plan outlay
2002-03	80.1	70.00	65.1	81.31
2003-04	72.4	67.38	67.5	93.23
2004-05	94.2	89.00	81.3	86.31
2005-06	151.5	99.74	100.7	66.47
2006-07	193.7	100.00	86.2	44.50
10 th Plan	591.9	426.12	400.83	67.72

Source: MoLE web site (<http://labour.nic.in/cwl/ChildLabour.htm> ... Allocation & Expenditure, accessed on 27th November, 2007).

release of the second instalment (nearly 50 per cent of the total budget) to any district, leading to a sharp decline in total funds released and proportion of released fund to total Annual Plan Outlay during 2006-07. Although the expenditure on the project does not significantly fall short of the budget allocated to the MoLE, by any standard, the entire amount earmarked under the Plan Outlay for project during the 10th Plan could not be utilised by the MoLE and there remained a large sum of amount unspent by the end of the 10th Plan. On the whole, the Plan and budgetary allocation pattern shows absolute lack of planning and perspective. This is mainly reflected by the fact that MoLE could not secure Plan and budgetary allocation on yearly average basis leading to a large balance of the amount being allocated during the last year of the 10th Plan. The reason may be related to large number of districts getting sanctioned for NCLP only during the last one or two years of the 10th Plan. Instead, MoLE could have planned to increase the number of districts on a yearly basis and tried to get the Plan allocation evenly distributed across the five years of the entire 10th Plan. MoLE could have planned to utilize the funds at a decreasing rate i.e. plan to spend a higher proportion in the initial years of the Plan periods rather than towards the end. However, this requires proper physical and expenditure planning well in advance of the start of each Plan period on the part of MoLE.

Despite the fact that release of funds to districts has been significantly short of the Annual Plan Outlay for the project, the total allocation to districts increased from Rs. 65 crore in 2002-03 to more than Rs. 86 crore in 2006-07. At the state levels, some of the states witnessed an increase in the allocation by more than 100 per cent during the same period

mainly because of coverage of increased number of districts in those states (owing to these districts getting sanction for NCLP during the last one to two years of the 10th Plan). The states which witnessed major increase in fund allocations during the 10th Plan are Bihar, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh (Table 4.2).

The state level scenario shows that the release of funds to districts increased manifold during the last two years of the 10th Plan mainly because of increased coverage of number of districts, particularly in the states of Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Maharashtra, Rajasthan and Uttar Pradesh. Although all the districts covered in these states were approved at the beginning of the 10th Plan, actual sanction for a number of districts was done only during the last two years of the Plan period. For a better utilisation of the Plan fund, MoLE could have planned to cover and release funds to at least one-fifth of the total number of districts every year during the 10th Plan.

4.2 Fund Management by NCLP Societies

As has been mentioned earlier, MoLE transfers funds directly to DPOs for running the project. The grants released from MoLE are to be deposited in the savings bank account of the PS and should be utilised in accordance with the approved budget for different components of the project. According to the NCLP guidelines, while receipt of funds/grants from other organisations (government and/or non-government) by the PSs is welcome, such assistance should not be clubbed with funds received from MoLE and should be accounted separately.

Table 4.2: Release of Funds (in Rs. Lakh) from MoLE to Districts during 2000-07

States	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Andhra Pradesh	118.33	1657.67	1730.99	1693.16	2322.21	2116.1	1217.35
Assam	–	–	–	–	6.87	124.68	124.04
Bihar	190.74	95.02	150.38	205.36	282.06	433.87	863.65
Chhattisgarh	0	105.66	187.05	168.47	230.81	368.58	308.21
Gujarat	–	–	–	–	21.54	44.05	46.18
Haryana	–	–	–	–	4.59	17.18	0
J & K	–	–	–	–	4.59	5.92	0
Jharkhand	0	174.59	164.78	182.87	192.86	372.8	150.30
Karnataka	97.44	211.47	296.35	320.57	331.01	506.51	508.01
Madhya Pradesh	184.11	101.29	150.4	134.99	445.21	368.26	260.42
Maharashtra	38.19	56.41	134.26	102.24	168.48	190.56	234.37
Orissa	765.21	1232.13	337.1	1132.67	1312.64	1344.19	863.54
Punjab	59.96	114.64	187.54	239.37	184.05	155.29	90.21
Rajasthan	180.41	309.39	337.1	352.07	443.04	686.14	1117.11
Tamil Nadu	301.71	655.72	749.15	746.58	724.63	984.04	596.51
Uttar Pradesh	336.23	766.99	841.74	759.12	754.15	1518.93	1573.86
Uttaranchal	–	–	–	–	0.61	5.92	0.00
West Bengal	345.15	521.32	500.77	456.21	742.36	831.28	668.07

Source: MoLE web site (<http://labour.nic.in/cwl/ChildLabour.htm...> Allocation & Expenditure, accessed on 27th November, 2007).

4.2.1 Budget, Sanction and Expenditure

In all the surveyed districts, funds provided by the MoLE are the single major source of funds for the PS. During the last five years (10th Plan 2002-07) the budget for the project has increased by more than four times. In the 70 districts surveyed under the present study, total budget increased from Rs. 37 crore in 2002 to more than Rs. 59 crore in 2006-07. As against this, the sanctioned amount for the project in these districts has been, on an average, lower than the actual release of funds. Although the sanctioned amount in these 70 districts increased by double from approximately Rs. 22.7 crore in 2002-03 to Rs. 41 crore in 2006-07, the sanction/release of funds remained approximately 76 per cent of the total approved budget during the period of 2002-

07. In the year 2006-07 the percentage of sanctioned amount was less than 70 per cent of the total budget approved for the districts (Table 4.3).

The actual expenditure incurred by the districts has been further low as the proportion of actual expenditure to total sanctioned amount has been in the range of 80-90 per cent over the years. As a result, the actual expenditure has been just 70 per cent of the total budget approved for these districts during the 10th Plan. Moreover, not only has the sanctioned amount been invariably lower than the total budget but the difference has also increased over the years (Figure 4.2).

One of the main reasons behind increasing gaps between budget and sanction from the MoLE has been the low fund utilisation by the districts. On an average, the districts have

Table 4.3: Budget, Sanction and Expenditure (in Rs. Lakh) and Percentage of Sanction and Expenditure of Budget during 10th Plan in Sample Districts

Year	Budget (Rs. Lakh)	Sanction (Rs. Lakh)	Expenditure (Rs. Lakh)	% Sanction of Budget	% Expenditure of Budget	% Expenditure of Sanction
2002-03	3730.42	2266.73	2279.51	60.76	61.11	100.56
2003-04	2830.62	2322.10	2365.43	82.04	83.57	101.87
2004-05	4088.91	3366.53	2803.40	82.33	68.56	83.27
2005-06	5373.79	4604.37	3818.32	85.68	71.05	82.93
2006-07	5914.58	4122.26	3813.22	69.70	64.47	92.50
Total	21938.31	16681.99	15079.88	76.04	68.74	90.40

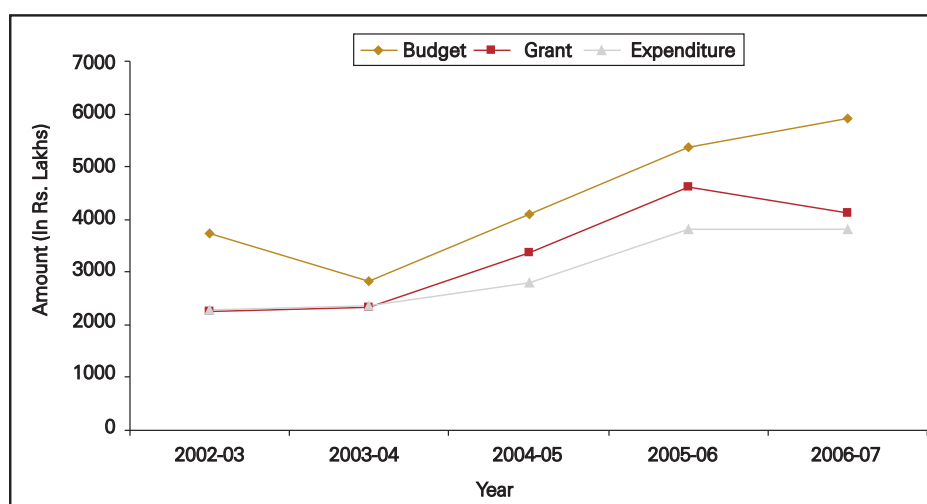
Source: Field Survey

been able to utilise only 80 per cent of funds sanctioned from MoLE. The funds from MoLE are sanctioned to the districts in two instalments (first in July and second in December) and before releasing the second instalment MoLE looks for the utilisation rate by the districts. In many cases, the districts are not able to spend even the first instalment by the end of the year, and the balanced budget for that year is lapses for the district as the carry-over of the balance

amount may only multiply the problem at the district levels.

District-wise analysis of the budget, sanction and expenditure shows that a number of sample districts have not been able to utilise more than 50 per cent of the total budget during the 10th Plan. As a result, many a times the sanctioned amount reduces to less than half of the total budget for some districts. For districts such as Anantapur, Karimnagar and

Figure 4.2: Budget and Sanctioned Amount (in Rs. Lakh) in Sample Districts for the Years 2002-03 to 2006-07



Source: Field Survey

Vizinagaram in Andhra Pradesh, Araria, Katihar and Darbhanga in Bihar, Beed and Nanded in Maharashtra, a large number of districts in Uttar Pradesh, Orissa and Rajasthan, the utilisation rates have been extremely low. Except in the case of districts in Andhra Pradesh and Bihar, most of these districts started actual operation only during the financial year 2007-08 though the funds were sanctioned by the beginning of the year 2006-07. It is quite evident that until special schools in these districts become fully operational on all the defined components of the project, the utilisation rates cannot go up. Hence, the time gap between sanction and actual operation of the project in different districts has been also one of the most important reasons for underutilisation of funds in the starting years of the project in a district.

However, what is significant to note is that even in the districts which have been operational since the 9th Plan, utilisation rates have either been low or erratic in terms of under- or over-utilisation of funds sanctioned across different years. Moreover, even these districts have not been able to utilise the entire budget earmarked for the 10th Plan. Non- and/or poor implementation of some of the components of the project have been the reasons for under utilisation of funds in these districts.

4.3 Reasons for Low Utilisation

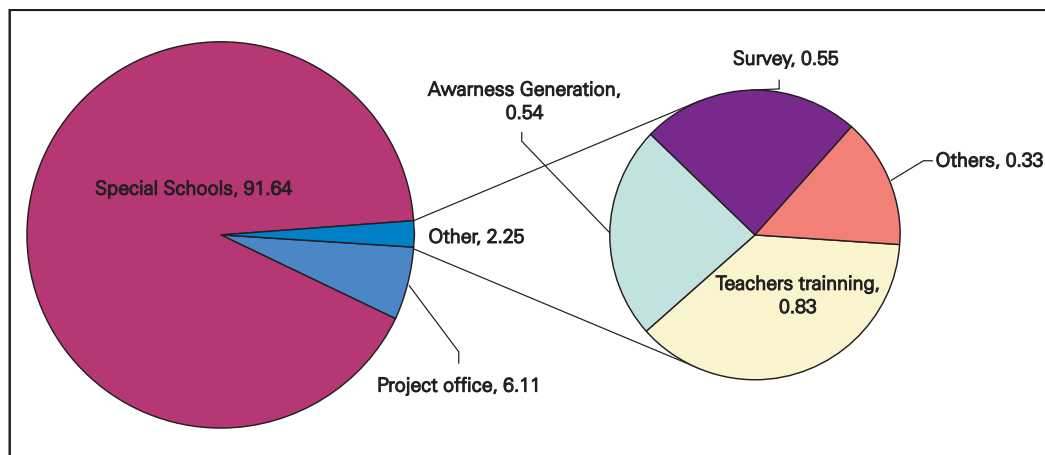
Why are the utilisation rates low? Which are the components where utilisation is lowest? What are the likely implications and impacts of low utilisation rates on the entire project?

These are some of the questions that emerge from the above analysis (in section 4.2). However, these questions are to be

addressed in the context that districts differ in terms of incidence of child labour in general and hazardous occupations in particular, and their nature and pattern also differ. Hence, the component-wise requirement of funds may differ across the districts while the MoLE budget and sanctions come in a fixed format with little scope of re-allocation. This leads to some under- and over-utilisation of funds as against the budgeted and sanctioned amount in different districts. However, an in-depth analysis of component-wise data on budget, sanction and utilisation reflects the fact that funds for some components of crucial importance for the NCLP have been perennially under-utilised irrespective of districts and incidence and nature of child labour in the district.

The overall spending pattern in all the districts shows that three important components of the project viz. “Child Labour Survey”, “Awareness Generation”, and “Teachers’ Training” have been the most neglected heads of expenditure throughout the 10th five year Plan. During the 10th Plan more than 91 per cent of actual expenditure in different districts went for special schools, and only 1 per cent for “Child Labour Survey” and “Awareness Generation” (Figure 4.3). The model norm of expenditure pattern suggests a 35 to 40 per cent share of the total fund for special schools, 15 per cent for “Child Labour Survey” and 4 per cent for “Awareness Generation”. Although the higher proportion of expenditure on special schools as compared to that on other heads is prima facie a welcome step, it has to be understood that the special schools cannot function well in the absence of adequate and efficient efforts made on components such as child labour survey and awareness generation programmes.

Figure 4.3: Distribution (%) of Actual Expenditure by Major Heads of Expenditure in Districts during the 10th Plan



Source: Field Survey

Similarly, Teachers' Training is important for imparting quality education to children. Teachers' training so far has shared just 0.83 per cent of the total expenditure reflecting utter neglect of this component which could directly affect the learning quality of the children enrolled in the special schools and consequently the overall objective of the NCLP.

The overall expenditure pattern of the above mentioned five components, in all the 70 sample districts, is presented in Appendix Table IV.1. It can be seen from the information presented in Appendix Table IV.1 that the expenditure on child labour survey has been almost nil to negligible in 60 out of 70 districts. Some districts have spent more than 10 per cent of the total expenditure on child labour survey but have not spent any amount on awareness generation programmes (AGP). Most of the districts have not spent anything significant on teachers training.

Components such as "Child Labour Survey", "Awareness Generation Programmes" and "Teachers' Training" are the prime responsibilities of the DPOs. As seen in the

above paragraphs, expenditure on all these three components has been negligible in almost all the districts. 20 out of 70 sample districts could spend only up to 1 per cent of the total expenditure on these three components taken together. In none of the 10th Plan districts (except Panchmahal in Gujarat) has this figure been more than 5 per cent during the 10th Plan (Table 4.4).

NCLP in Panchmahals, Gujarat is at the initial stage and the only expenditure in this district has been on child labour survey. Similarly, many other districts are yet to start any component of the project and hence no expenditure has been made on any component. In a number of districts, till the time of completion of the present survey, the DPO had spent some funds only on the salary and honorarium of the project officials.

Among various reasons of underutilization of fund under these three components, the main reason is probably the wrong assessment of fund requirements for these three components. Most of the districts reported that funds for teachers training

Table 4.4: Classification of Districts by Ranges of Percentage Expenditure on Major Heads of Child Labour Survey, Awareness Generation and Teachers' Training taken together during the 10th Plan

Range of %	Districts	
	9 th Plan	10 th Plan
<1	Anantapur, Rajnandgaon, Pakur, Bangalore Urban, Ujjain, Saharanpur, Vizinagaram, Visakhapatnam, Alwar, West Singhbhum, Ranga Reddy, Jamui, Nellore, Gwalior, Nalanda, Cuttack,	Araria, Bagalkot, Kolkata
1-2	Ludhiana, Karim Nagar, Dumka, Raichur, South Dinajpur, Ganjam, Varanasi, Tonk, Dharmapuri, Bangalore Rural, South 24 Paraganas, Mayurbhanj, Azamgarh, Tirunelveli, North Dinajpur	Raipur, Beed, Mathura, Ghaziabad,
2-5	Salem, Koraput, Nuapara, Ajmer, Thane, Sarguja, Solapur, Mandsaur, Bargarh Nagar, Purnia, Katihar, Hazaribag, Khargone, Nagaon, Hardoi,	Krishna, Nanded, Sitapur, Lucknow, Sonbhadra, Kolar, Maldah, Ganga
5-10	Bhilwara, Chennai, Rewa, Barmer, Sidhi	0
10>	Darbhanga, Fatehpur, Banda,	Panchmahals

Source: Field Survey

cannot be utilized in full as most of the state and district level recognized agencies provide training to teachers free of cost. So the only expenditure on this head could be related to travel expenses of teachers. The fund allocated under this head is significantly higher than the required amount. In contrast, the budget provision for child labour survey is too small. With such a low budget, a comprehensive child labour survey cannot be conducted. Because of resource constraints most of the districts conduct child labour survey in an ad-hoc manner and hence, report under-utilisation of funds under this head. However, as far as the under-utilisation of funds under awareness generation is concerned, it has been detailed out in chapter 5 that most of the district officials are not trained enough to utilize this fund effectively.

Out of the total expenditure made on special schools, three biggest components are 'honorarium' to teachers and other school

staffs, 'nutrition' (mid-day-meal) and 'stipend' for students. These three components taken together constitute around 90 per cent of the total expenditure in almost all the districts and 95 per cent of the total expenditure on the head of the special schools. However, what is important to note from the expenditure pattern on schools is that there has been very low expenditure on educational and vocational materials for the schools. Some of the schools have not been given money at all for teaching and learning materials. Further, in almost all the districts, schools severely lack vocational kits. Almost no fund is available to provide 'vocational kits' at the school levels. This may have a serious implication on the teaching and learning quality in special schools.

In addition to these, excessive bureaucratic wrangles have also been identified as one of the reasons of late disbursement of funds from the district headquarters to some

specific components of the project either at district or at school levels. Many PDs complained that the district administration takes a long time to pass even the sanctioned amount to different components. Many times the release of funds gets delayed leading to underutilization of the sanctioned amount both at district as well school levels. Most of the PDs are of the opinion that the fund disbursement power may be de-linked from general administration office of districts and the PDs should be delegated with the 'drawing' power in order to make fund release smooth and quick and ultimately leading to better utilization of fund released from the MoLE.

4.4 Resource Mobilisation from other Sources

No additional effort has been made either by the district administration or the PS office to mobilise resources from other organisations such as state government, UN agencies, MLA/MP fund, etc. Needless to say, such an effort and participation of other agencies in the programme not only benefits the programme financially but also increases a sense of ownership of the programme among different stakeholders. The NCLP guidelines of the MoLE clearly mention that "receiving fund/grants from other organizations for enriching the quality and content of the Child Labour Rehabilitation Programme is encouraged". However, District administration and PS officials are of the view that such efforts could be taken up by the project society only gradually, in subsequent years.

Out of all the 70 districts only 18 could mobilize limited resources from other agencies such as UNICEF, SSA, and other government departments such as Health and Family Welfare, particularly in the states of Andhra

Pradesh, Karnataka, and Tamil Nadu who have participated in and funded some activities of the NCLP. In a few districts of Andhra Pradesh dresses were distributed to enrolled children through the SSA. The UNICEF also funded some of the activities in a few districts of Tamil Nadu and Uttar Pradesh (Table 4.5).

It is encouraging to note that in some districts in Karnataka and Tamil Nadu such as Bangalore Urban, Bangalore Rural in Karnataka, Raichur, Dharmapuri and Chennai some other government departments have participated in the programmes. This could be a result of effective convergence efforts in these districts. These initiatives, however, have been very limited and need to be popularized for the benefit of other districts.

By any standard, total resource mobilization from other sources has been very limited across the districts. Most of the PDs in 10th Plan districts state that since the programme is just one or two years old for the districts, the first effort should be to streamline the existing resources and consequently all the necessary components of the project. However, these claims of POs could not be substantiated with the facts available from the districts where the project is running since the 9th Five Year Plan. In two of the three districts (Nalanda and Jamui) in Bihar where NCLP is in operation since the beginning of the 9th Plan, no such efforts are evident. A similar situation exists in almost all other districts. In fact, all the districts under the present survey show a pattern of lower utilisation of the funds sanctioned even by MoLE. In such a situation, resource mobilisation from other viable sources may be considered an additional burden by the DPOs.

Table 4.5: Districts that Mobilised Funds from Other Sources (in Rs. Lakh) during the 10th Plan Period

Districts	Other State Government Departments	UNICEF and other UN Agencies	SSA	Others	All
Anantapur	0	0	9.29	0	9.29
Vizinagaram	0	0	16.72	0	16.72
Visakhapatnam	2	0	18.00	0	20.00
Hazaribag	0	0	18.91	0	18.91
Bangalore Rural	14.56	0	0	0	14.56
Bangalore Urban	4.75	0	0	0	4.75
Raichur	0.46	0	0	0	0.46
Rewa	0	0	0.90	0	0.90
Ajmer	0	0.58	0	0	0.58
Alwar	0	1.56	0	0	1.56
Salem	2.7	0	0	0	2.70
Dharmapuri	0.25	2.57	0	0	2.82
Chennai	2.70	0	3.2	0	5.90
Lucknow	0	0.4	0	0	0.40
Ghaziabad	0	0	0	0.03	0.03
Sitapur	0	0.32	0	0	0.32
Kolkata	0	0	0	0.21	0.21
North Dinajpur	0	0	0	1.38	1.38
All districts	27.42	5.44	67.01	1.61	101.47

Source: Field Survey

4.5 Accounting System and Maintenance of Records

For good financial management and transparency of the financial aspects of the project, DPOs are required to have their accounts audited immediately after the closure of the financial year. The project offices are also required to submit utilization certificates at the end of a financial year. To meet these requirements, the districts offices are required to maintain three kinds of books. These are a) Receipt and Payment Account,

b) Balance Sheet, and c) Income and Expenditure Statements, MoLE provides a fixed format of all these books to be maintained by all districts. These books are liable to be audited by the end of each financial year.

Most of the PDs reported that they have introduced these books in their accounting system. However, the same are not regularly updated and maintained in a proper way. Scrutiny of these books by the evaluation team clearly reveals that figures entered in

these books are not consistent and the Balance Sheet is not regularly maintained and updated. This has led to a lot of confusion about the income and expenditure stream of the DPOs. In many districts, separate income and expenditure accounts are not maintained for i) Project Fund, ii) Survey, iii) Awareness Generation, and iv) Teachers Training as specified by the MoLE. Also in many districts these accounts/statements are out of date. In general, the accounting system at the district level is not maintained properly and hence, always leads to delay in the submission of utilization certificates.

Most of the PDs opined that the accountants are not trained enough to maintain all these records and consolidate the income and expenditure data at short notice. Since all the DPOs have an exclusive post of accountants, their job and efficiency levels can be standardized by organizing training camps from time to time. The PDs emphasized the need for training of such staff so that better financial management could be ensured. Since all the DPO already have computers, some basic software related to basic account management can easily be introduced for this task. This will not only standardize the accounting process across districts but it will also minimize errors of reporting and ensure timely submission of the document required for QPR and APR.


4.6 Summary of the Findings and other Emerging Issues

Total financial implications has increased significantly, particularly during the 10th Five Year Plan. While the Plan Outlay for the project increased by approximately 2.5 times from Rs. 80 crore in 2002-03 to more than Rs. 193 crore in 2006-07, the budget allocation increased from Rs. 70 crore to Rs. 100 crore

during the same period. Similarly release of funds to districts increased from 65 crore in 2002-03 to Rs. 86 crore in 2006-07. However, the financial progress under different components of the project has been marred by gross underutilization of the funds available. Although almost 90 per cent of the funds released to districts were spent, total expenditure has been just 66 per cent to the total Plan Allocation during the 10th Plan.

District-wise analysis of the budget, sanction and expenditure shows that a number of sample districts have not been able to utilise more than 50 per cent of the total budget for the district during the 10th Plan. For the districts such as Anantapur, Karimnagar and Vizianagram in Andhra Pradesh, Araria, Katihar and Darbhanga in Bihar, Beed and Nanded in Maharashtra, a large number of districts in Uttar Pradesh, Orissa and Rajasthan, the utilisation rates have been extremely low. Even in the districts which have been operational since the 9th Plan, utilisation rates have either been low or erratic in terms of under- or over- utilisation of funds sanctioned across different years. Moreover, even these districts have not been able to utilise the entire budget earmarked for the 10th Plan. Non - and/or poor implementation of some of the components of the project has been the reason for under utilisation of funds in these districts.

Among the reasons of low utilization rates in different districts are: a) late release of funds from MoLE, b) fixed format of budgetary allocation across different districts, c) no scope of re-allocation of funds across components, d) administrative delay in sanctioning of different expenditure at the district headquarters, e) lack of proper planning for some components of the project at the district project office levels. In addition



to these, lack of proper training to keep and maintain accounts at the district levels has not only resulted in poor management of funds but also underutilization of funds for some components of crucial importance to the project. For example, components such as “Child Labour Survey”, “Awareness Generation Programmes” and “Teachers Training” are the prime responsibilities of the DPOs. Expenditure on all these three components has been negligible in almost all the districts.

Participation of other agencies in the programme not only enhances a sense of ownership of the programme among different stakeholders but also benefit the programme financially. However, almost no additional effort has been made either by the district administration or PS office to mobilise resources from other organisations such as state government, UN agencies, MLA/MP fund, etc. Out of all the 70 districts only 18 could mobilise limited resources from other agencies such as UNICEF, SSA, and other government departments such as Health and Family Welfare, particularly in the states of Andhra Pradesh, Karnataka, and Tamil Nadu who have participated in and funded some activities of the NCLP. District administration and PS officials are of the view that such efforts could be taken up gradually in subsequent years.

Maintenance of records related to income and expenditure to the PS is also a concern, as most of the DPOs do not keep updated income and expenditure statement in their different account books. Many times expenditure shown by DPOs exceeds the fund released to the districts without sufficient explanations on how the gap was

met. Most of the DPOs show lack of clarity on fund management and particularly in maintaining different kinds of records. This not only affects the monitoring and evaluation of the financial progress but also physical progress of the project gets affected very severely.

Utilisation of the fund and the overall fund management of the project are required to be addressed urgently so as to improve the overall success of the project. Steps should be taken to regularise and release funds in a timely manner from MoLE to the districts. For this, release of the first instalment may be ensured in the first quarter of every financial year. Further, the size of the first instalment may be fixed as 60-75 per cent of the total approved yearly budget for each district. Simultaneously, the financial progress should be reviewed by MoLE regularly and they should help the districts to increase the fund utilization. Second, MoLE may set up a team to review the need of de-linking the fund drawing power from general administration of districts and to transfer the power to PD along with other active member of the society. Special efforts should be made to ensure utilization of funds earmarked for “Child Labour Survey”, “Awareness Generation Programmes” and “Teachers Training”. Special training programmes may be organized for the district officers to improve financial as well as physical performance under these three components. Training may also be provided to accountants and other officers employed at district project offices. Introducing some basic software for maintaining and managing account may bring qualitative change in this direction.

Child Labour Survey, Awareness and Convergence

5

Child labour survey, awareness generation and convergence are the three most basic and core activities of all district PSs. It is presumed that the outcome and impact of the NCLP in the long run depends largely on the manner in which these three components are implemented, as they have substantive links with key outcome indicators such as enrolment, attendance, retention and mainstreaming. Keeping in view the importance of these three components, the present chapter critically analyses the extent of implementation of these components vis-à-vis the mandate of the NCLP.

5.1 Child Labour Survey: Identifying the Working Children in Hazardous Sectors

5.1.1 NCLP Guidelines

The NCLP guidelines suggest that child labour survey should be the first starting point of the project after registration and setting up of the PS. The guidelines also suggest conducting at least two surveys during the 10th plan in each district to identify the child labourers working in hazardous as well as non-hazardous occupations and processes. Number of

children identified through the first survey becomes the basis of the sanction of number of schools for the districts, while the second survey is conducted to update the records after two to three years of functioning of the project in the districts. The NCLP has earmarked a total of Rs. 2.75 lakh per survey per district during the 10th Plan. The overall guidelines of the survey further clearly specify the following: (a) to identify and collect disaggregated information on the identified target groups; (b) to open a number of special schools as per the requirements revealed by the survey results; and (c) to rehabilitate and mainstream the identified children within a maximum period of three years.

The guidelines suggest a two-fold approach to rehabilitate and mainstream the identified children. First, it is suggested that children working in hazardous occupations and processes in the age group of 5-8 years should be mainstreamed directly into formal educational system through Sarva Siksha Abhiyan (SSA); and Second, it is suggested that the children in the age group of 9-14 years should be rehabilitated by enrolling them in special schools established by the PS before mainstreaming them into the formal education system.

5.1.2 Status of Child Labour Surveys in Districts

Given the above background, this section analyses the status of child labour surveys in the sample districts. The status is ascertained by classifying the districts in terms of their

regularity in conducting surveys during the 9th and 10th Plans on the basis of reporting of the PSs (Table 5.1). The classification is made on the basis of (i) the number of times the survey has been conducted since the beginning of the project vis-à-vis the

Table 5.1 Classification of Districts in terms of Regular/Irregular in Conducting Child Labour Survey

Type of District	Regular in Child Labour Survey	Irregular in Child Labour Survey	Highly Irregular in Child Labour Survey	No Child Labour Survey	
				No survey but SSA data relied were upon	Neither survey nor SSA data were used
9 th and pre-9 th Plan Districts	Ranga Reddy, Jamui, Nalanda, Purnia, Raipur, Dumka, Pakur, West Singhbhum, Gwalior, Cuttack, Koraput, Mayurbhanj, Tonk, Varanasi	Krishna, Sarguja, Rajnandgaon, Ajmer	Karim Nagar, Nellore, Vizianagram, Visakhapatnam, Mandsaur, Ujjain, Solapur, Thane, Bargarh, Ganjam, Nuapara, Alwar, Dharmapuri, Mirzapur, Saharanpur, North Dinajpur	Bangalore (R), Kolar, Bangalore (U), Raichur, Ludhiana, Tirunelveli, Salem	Anantapur, South 24 Parganas, South Dinajpur
No. of Districts	14	4	16	7	3
10 th Plan Districts	Nagaon, Araria, Katihar, Darbhanga, Hazaribag, Rewa, Sidhi, Beed, Nanded, Bhilwara, Lucknow, Banda, Fatehpur, Ghaziabad, Hardoi, Mathura, Sitapur, Sonbhadra, Maldah, Panchmahal	Khargone, Sri Ganga Nagar, Barmer, Chennai	Kolkata	Bagalkot	–
No. of Districts	20	4	1	1	–
Total number of Districts	34	8	17	8	3

Note: Regular – conducted two surveys during each Plan Period; Irregular – conducted at least one survey in each Plan Period; highly irregular – conducted only one survey

Source: Field Survey

directions given in the guidelines, and (ii) specific years in which the survey has been conducted. While classifying various districts, the date of sanction of the project has been assumed as the base year.

Table 5.1 suggests that nearly half of the total number of districts evaluated (34 out of 70) have conducted surveys at regular intervals. In the remaining 26 districts, surveys have been conducted irregularly either in terms of periodicity or frequency or both. Districts classified as conducting irregular surveys have been reclassified further into two: (a) irregular in conducting child labour surveys, and (b) highly irregular in conducting the surveys. Districts falling under the first category (irregular) have conducted two surveys during the 10th plan, but the surveys have been carried out during two consecutive years, thereby defeating the very purpose of the survey. Rajnandgaon and Ajmer districts are the examples of the above where two surveys were conducted only towards the end of the 10th plan in the years 2005-06 and 2006-07. Further, in some other districts in this category (irregular) such as Krishna, Khargone and Ganga Nagar, the first survey was conducted after receiving the sanction for opening of schools during the 10th plan. In the second category (highly irregular) two types of districts are found: (a) districts which have conducted one survey during the 9th plan, but have not conducted any survey

during the 10th plan (such as Karim Nagar and Nellore), and (b) districts where only one survey has been conducted during the 10th plan (such as Vizianagram and Visakhapatnam).

The findings reveal that in 11 districts, not a single survey has been conducted since the start of the project, irrespective of the Plan Period¹⁴. These districts constitute around 16 per cent of the total number of sample districts. The districts are Anantapur, Bangalore rural, Bangalore urban, Kolar, Bagalkot, Raichur, Ludhiana, Tirunelveli, Salem, South 24 Parganas, and South Dinajpur. Of these 11 districts, seven districts, i.e., Bangalore rural, Bangalore urban, Kolar, Bagalkot, Raichur, Tirunelveli and Salem reported that they have relied exclusively upon the SSA data and one district, i.e., Ludhiana¹⁵ relied upon the census data for ascertaining the number of working children in hazardous and non-hazardous occupations and subsequently their enrolments in special schools or SSA schools, as the case may be. The rest three districts, namely, Anantapur, South 24 Parganas and South Dinajpur are running special schools at present¹⁶ even without conducting any survey (Table 5.1).

Further, it was found that contrary to the NCLP guidelines, 43 districts (as high as 73%) out of the total 59 districts, who had conducted surveys, did not consult/refer SSA

¹⁴ If one considers the status of surveys conducted during the 10th Plan Period only, then the number of districts which have not conducted surveys go up to 13, with the addition of two more districts, i.e., Karim Nagar and Nellore, in the list. These two districts reported that they conduct need-specific identification surveys periodically to enrol children in the school.

¹⁵ Ludhiana district relied on census data despite the fact that census does not collect and provide any kind of disaggregated data on child labour across hazardous and non-hazardous occupations.

¹⁶ In South 24 Parganas and South Dinajpur, the project offices are utilising the statistics provided by the local NGOs for enrolling the children instead of conducting independent surveys as per NCLP mandate. Reliability and usability of these statistics are subject to question as the NGOs conducted these surveys using their own funds, with their own objectives in mind and the survey work is totally unrelated to NCLP.

data on the non-school going children before undertaking such surveys. The rest 16 districts (27%) which had consulted SSA data are as follows: Jamui, Nalanda and Purnia districts of Bihar, all the six sample districts of Andhra Pradesh except Ananthpur, and some other districts such as Hazaribag, Mandasaur, Beed, Mayurbhanj, Dharmapuri, Banda and Sitapur. This indicates that in the majority of sample districts, pre-survey preparatory work such as analysing the SSA data had not been earnestly taken up, which would have been quite helpful in understanding the magnitude of child labour, areas of concentration of child labourers and their occupational profiles, before designing a broad survey framework.

To summarise, the analysis of the status of child labour survey suggests that in little more than 50 per cent of the sample districts, child labour surveys were either not conducted or were conducted irregularly. A fairly large proportion of such districts are 9th and pre-9th plan districts and hence it is a matter of great concern. It is also observed that at present, repeat surveys in many districts are not viewed seriously in terms of their spacing as (a) the clauses in the guideline are silent on this aspect, and (b) the survey has no link with mid-year fund sanction.

5.1.3 Coverage, Methodology and Monitoring

Issues relating to scope, coverage, and methodology and monitoring of the survey have a direct bearing on the quality of data and hence, the magnitude of child labour. Hence, special emphasis was placed on these areas during this evaluation. The discussion in this section is based on the data of 59

districts who had conducted at least one survey since the inception of the project

The coverage of the survey has important implications in determining the actual magnitude of child labour and subsequent identification of the right target groups for enrolment. Out of 59 districts, 44 districts (75%) reported that they have conducted surveys in the entire district. However, for these districts, the concept of 'entire district' does not mean a census of all households or enterprises in the district, but collection of data from all areas/pockets of the district only from child labourer's households or enterprises employing child labourers after discussion with key informants, village heads and local NGOs. The rest 15 districts (25%) conducted location-specific limited household-cum-enterprise survey owing to various reasons such as: (a) concentration of children working in hazardous conditions in specific pockets; (b) inaccessibility/geographically difficult areas; (c) coverage of un-surveyed areas in earlier rounds of survey, and (d) lastly and most importantly, insufficient funds for conducting a detailed district-wide survey. The foregoing analysis suggests that both methods have advantages and disadvantages, but neither is comprehensive enough to determine and map the exact target group. However, coverage of the target group in the first method is undoubtedly better than that in the second one. An important implication of not conducting a comprehensive survey may be exclusion of target children from the NCLP network, who might be working in hazardous and non-hazardous industries in the areas/households not covered under the survey, thereby reducing the size of estimation of child labourer population in general and hazardous child labour in particular.

An essential prerequisite of any kind of survey is the preparation of a well-designed data capturing format (DCF) and field instruction manual for the investigators. The DCFs are expected to be designed by professional experts so as to yield statistically valid results at disaggregate level in line with the requirements of the project. The evaluation results suggest that in 53 out of total 59 districts (nearly 90%) DCFs were used. In the remaining six districts (10%) belonging to the State of Andhra Pradesh (Karim Nagar, Vizianagram, and Nellore) and Uttar Pradesh (Mirzapur, Saharanpur and Sonbhadra), no DCF was used for collecting data. In most of the districts, DCFs were prepared by the project and other state/district level government officials. Only in a few districts such as Cuttack, Solapur, Jamui, Hazaribag, Thane, Dharmapuri and Kolkata, DCFs were developed by professional experts/agencies. Most of the DCFs used in the survey were district-specific and not uniform across all districts, thereby creating innumerable problems in comprehending the survey data which require further standardisation and harmonisation to draw any meaningful results.

Thus, use of non-uniform DCFs and lack of involvement of professionals in designing the same, have not only affected, both, the quantity and quality of the survey data but also severely hampered inter- and intra-district comparability. In a large number of districts, survey data were too aggregated and socio-economic profile of the child labourers' households as suggested in the guidelines was also not collected. In some of the districts, the survey also excluded working children in the age-group of 5-8 years from its ambit and collected data only for the age group of 9-14 years. Due to various

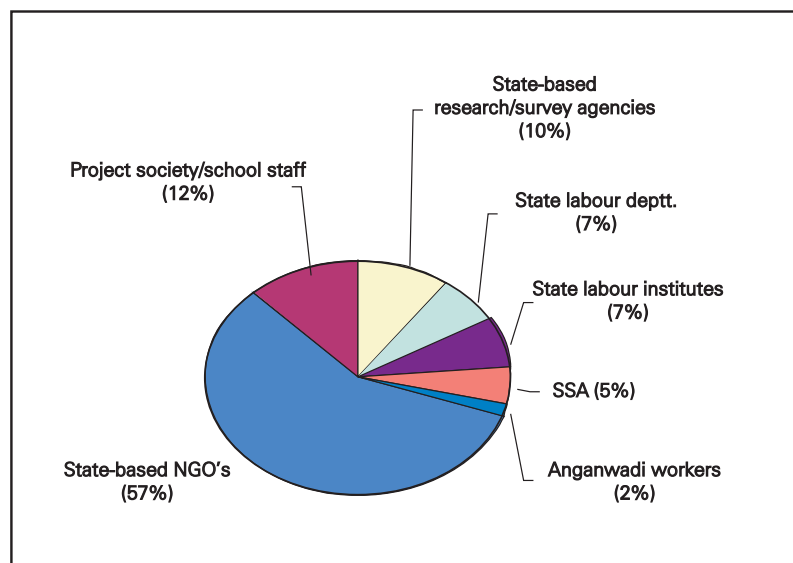
deficiencies in the DCF, the scope of the survey got reduced heavily and therefore, a large number of districts could not present disaggregate information about the target group to the evaluation team. This has been discussed in detail in the subsequent section.

Regarding training to field investigators, almost all the project districts responded positively except three, i.e., Karim Nagar, Nellore and Alwar. In nearly 66 per cent of the districts, training was imparted by the officials of the project office and/or by the labour department. In the remaining 33 per cent of districts, either experts were hired or the mantle of training was given to external survey agencies.

The respondents or the unit of child labour survey is another important issue which again has implications on the extent of child labour and quality of data collected. Ideally, child labour surveys should be household-based for better coverage, and therefore, the respondent should be either the head of the household and in his/her absence, any other senior member of the household. The survey result shows that the respondents are not uniform across all districts. In nearly 73 per cent of the total districts (43 out of 59), the head of the household was the respondent, whereas in the rest 27 per cent of the districts, DCFs were distributed to a wide variety of respondents such as owners of enterprises, key informants, NGOs, and/or a combination of these three categories. Households were completely excluded from the survey ambit in these districts. This obviously generates doubt about the accuracy of child labour survey results in these specific districts.

Regarding the type of agency engaged for the survey, the result shows that in nearly 57 per cent of the sample districts, local NGOs

Figure 5.1: Types of Agencies Involved in Child Labour Surveys



Source: Field Survey

were entrusted with the survey work (Figure 5.1). Most of these NGOs were either running NCLP schools during the 9th Plan period or were given the charges of running special schools after getting sanction during the 10th Plan. These NGOs therefore, took all possible steps to show the requisite number of target group children on paper so that the school could run in full capacity. In many districts, where enough number of children in the hazardous category could not be identified through the survey, non-target group (out-of-school) children were enumerated in their place to get the requisite number of schools sanctioned. In many districts of Andhra Pradesh, Bihar, Madhya Pradesh and Uttar Pradesh, the number of non-target group children in special schools is quite significant. These non-target group children ideally should have been mainstreamed to SSA schools directly after identification. Further, in another 12 and 10 per cent of the sample districts, PSs and state-based research agencies conducted surveys respectively. In

the remaining 20 per cent of the districts, surveys were conducted either by the State Labour Department or by the State Labour Institutes (SLIs), SSA, District Primary Education Programme (DPEP), Nehru Yuva Kendra (NYK) volunteers, special school teachers and even by Anganwadi workers/helpers. It is observed that the surveys and identification of target group children were conducted mainly with the support of SSA in most of the districts of Andhra Pradesh, as NCLP is under school education department. Apart from identification through SSA support, in Andhra Pradesh NGOs running schools come with their own survey results in their respective catchment areas. Enrolment was made both on the basis of suggestions from the implementing agencies and identification through SSA surveys.

The duration of the survey exercise shows a wide variation from 15 days in Darbhanga to as high as 12 months in the districts such as Krishna, Sidhi, Bargarh, Banda and Varanasi.

The average duration of child labour surveys for all the districts taken together is around 3.5 months.

In nearly 75 per cent of the districts, child labour surveys were monitored by the DPOs, while in the rest 25 per cent, surveys were not supervised at all. Some of the districts that belong to the latter category are: Nellore, Visakhapatnam, Nagaon, Jamui, Pakur, Rewa, Sidhi, Beed, Solapur, Bargarh, Cuttack, Mayurbhanj, Dharmapuri and Banda.

5.1.4 Quality and Maintenance of Survey Data

The results emanated from the latest survey data by various districts is given in Appendix tables V.1a, b, c, d, e & f. The data reveals that no standard data collection or reporting format has been maintained across the districts. It is evident from the appendix table that 45 districts in the hazardous sector and 49 districts in the non-hazardous sector have not collected and maintained any type of data pertaining to children in the age group of 5-8 years working in the respective sectors. Similarly, in 8 districts no data has been collected and maintained for the 9-14 years age group of children working in the non-hazardous category. This finding, in turn, indicates that mainstreaming of the above categories of children directly into SSA, as per the mandate of NCLP, may not be taking place. Further, six districts (Sidhi, Ujjain, Nalanda, Sarguja, Rewa, and Mandsaur) could not furnish any survey results relating to children working in the hazardous category in the age group of 9-14 years, who are the prime target group of NCLP. It appears that in these districts there is a strong probability of enrolment of children belonging to non-target groups, especially out-of-school children, in the special schools.

With regard to data maintenance, it has been found that most of the POs are maintaining aggregate data only, and no effort has been made so far to collect and maintain disaggregate data across age, gender, caste, occupational profile, employment status, wages and working conditions. In many districts, though the hazardous occupations in which children are identified to be working have been provided, there are no corresponding statistics to gauge their exact prevalence. In many districts, because of lack of clarity, the survey agencies have mixed up non-hazardous with hazardous occupations, thereby treating non-hazardous category children as hazardous ones. The quality of data maintained at the DPOs is also inconsistent on many counts. It was found that in the case of the districts which have provided some disaggregated data, the number of male-female, hazardous-non-hazardous and age-group-wise data does not add up to the total number of child labourers identified through the survey. Notwithstanding the above, as many as 7 districts are found to have maintained data properly at a disaggregate level and the quality of data is also found to be relatively better than in the other districts. These districts are: Hazaribag, Thane, Mirzapur, Banda, Varanasi, Jamui and Purnia.

Further, in many districts, more than one survey has been conducted with widely divergent results. For example, Katihar DPO conducted two child labour surveys in the district, one each before and after the inception of the DPO. In the first child labour survey conducted by the labour department in 2003-04, only 92 children in the age group of 9-14 years were identified as child labourers. All 92 children were working in the hazardous sector. The second survey in the

district conducted by the DPO with the help of state-based NGOs in February 2006 identified 5,000 children as working in the hazardous sector. It is surprising to note that within just three years, two surveys reveal such divergent results. Similarly, in Ajmer district, survey results show that between 2005-06 and 2006-07, the number of hazardous category children in the districts has gone up from 2,681 to 6,898. Since child labour surveys in the districts are considered as the main basis of enrolment in special schools, negligence in collecting disaggregated data and improper maintenance of records are bound to affect the overall targeting efforts and subsequently the success of NCLP in the districts.

5.1.5 Conclusion

Overall, it is felt that the targeting efforts through child labour surveys have crucial links with enrolments, and mainstreaming is one of the major weaknesses of the NCLP. The result shows that in nearly 50 per cent of the sample districts, surveys are conducted regularly and the other half has either not conducted any survey or conducting them irregularly. Irrespective of regular and irregular status, it is startling to note that none of the districts is following the scientific survey methodology resulting in a wide variation in scope, coverage, definition and data collected across districts. Non-involvement of professional agencies and non-use of standard DCFs have further aggravated the problem, thereby affecting the survey outcome and quality of data. Maintenance of survey data related to different points of time in a majority of districts was also found to be badly managed and hence, incomprehensible. Lastly, it is observed that there is hardly any link between the prevalence of child labour in a

district, survey results and actual enrolment in schools because of reasons such as (a) out-migration and change of residence; (b) huge time-gap between the identification, withdrawal, sanction and actual enrolment leading to over-age of the children; (c) cases of wrong inclusion of non-target groups in the identification process and exclusion of target group children because of the limited nature of survey; (d) need-specific identification of target group children by the implementing agencies, which is not a part of the survey process undertaken by the PSs.

5.1.6 Recommendations

The findings of this section call for designing an alternative strategy for conducting child labour surveys in the districts during the 11th Plan period.

The first and foremost step in this regard would be the preparation and circulation of a uniform survey methodology, DCFs, instructional manual and a data maintenance package at the national level, so that all districts can follow the same standard pattern.

The second step would be to provide training to district level project officials on survey methodology and survey framework through national/state level research and training institutes in coordination with MoLE and respective state labour departments.

The third step would be that three surveys, i.e., baseline, mid-plan and follow-up/review should be conducted instead of existing two surveys during each Plan period. The Baseline survey should be the most comprehensive one, which would help in identifying the pockets of concentration of child labour, enumerating the number of children working in the hazardous and non-hazardous

occupations, and most importantly, would form the basis of the sanction of required number of schools in a district. The PS and other agencies involved would need to ensure timely completion of the baseline survey to reduce the time lag between survey outcome, submission of sanction proposal and actual sanctioning of the project. The mid-Plan survey would ideally be conducted during the beginning of the third year of each Plan with an objective to assess additional enrolment, sanctioning of additional schools, and to decide on the closure/shifting of existing schools. The follow-up survey would be conducted towards the end of the plan period to assess the child labour situation in the districts and the impact of the project. During the intervening period, if there is any requirement of additional enrolment due to mainstreaming, the annual SSA household survey data could be used so as to make enrolment and mainstreaming a continuous process. Further, in all the NCLP districts, the surveys would be conducted during a particular period of the year and all the districts would have to ensure completion of the survey work during that particular period.

The MoLE could also consider revising the quantum of funds available for each survey with a relatively higher outlay for the baseline survey. This issue has been dealt with in detail in the overall recommendation section of the report.

Lastly, it is of utmost importance to discourage the existing practice of conducting child labour survey through the implementing NGOs. Hence, it is proposed to conduct the survey through independent and competent research/survey institutions at the national/state level preferably with active

support from district level agencies and institutions under the direct supervision of the DPO. To the extent possible, the PRI institutions and other stakeholders should be involved in the survey process for validating and authenticating the survey data and targeting efforts. This is required mainly to reduce the incidence of enrolment of non-target group children in the special schools.

5.2 Awareness Generation Programme (AGP)

5.2.1 Importance of Awareness Generation

Generating awareness about the menace of child labour in general and NCLP in particular among all the stakeholders has a central place in the overall scheme of the NCLP, as it cuts across all other components. As per the NCLP guidelines, the respective PSs are expected to design a year-long plan of action for generating awareness detailing the timeline, target groups and mode of communication; and to undertake effective awareness generation programmes to mobilise large-scale public support against child labour. Apart from public support, it is envisaged that such activities should also (a) facilitate the easy enforcement of the Child Labour Prohibition and Regulation Act (CLP&R Act), thereby enabling an effective withdrawal of children from hazardous occupations and processes, and to prevent their fresh entry; (b) inculcate the value of education and schooling among the target audience; and (c) showcase the uniqueness of the NCLP in general and success stories of rehabilitated children in particular, for ensuring a long-term participation of various stakeholders in the programme activities.

5.2.2 AGP in Districts

The evaluation results suggest that almost all the DPOs have carried out some form of awareness generation programmes except Araria in Bihar and Panchmahal in Gujarat. In these two districts, where NCLP has been operationalised very recently, it is reported that efforts are already underway to launch an awareness campaign. Nearly 75 per cent of all the PSs conducted awareness generation programmes jointly with local NGOs, whereas the rest 25 per cent conducted these programmes by getting associated with a wide range of partners such as the community, trade unions, SHGs, SSA and Integrated Child Development Service (ICDS), District Institute of Education and Training (DIET), Central Board for Workers Education (CBWE) and staff of special schools, mainly teachers. Multilateral agencies, especially UNICEF, have also extended support to POs of Darbhanga and Sitapur for conducting AGPs. In general, the coverage of AGPs is confined to the immediate catchment areas of schools and in pockets with high incidence of child labour. However, the instances of mass awareness generation programmes beyond the immediate community were also reported in a few districts such as Krishna, Nalanda, Nanded, Ghaziabad, and Lucknow. In these districts, mass awareness generation programmes were carried out during special occasions such as Anti-Child Labour Day, World Global March for Elimination of Child Labour, Independence Day and Republic Day.

However, mere carrying out of awareness generation activities does not necessarily reflect on its quality or its impact on target groups. To exactly assess the performance of various districts in the implementation of awareness generation programmes, it is

imperative to detail the frequency, nature of target groups, modes of communication and most importantly, the impact of awareness generation on the target audience. It is equally important to analyse and understand the fund utilisation pattern under AGPs in various districts to develop a holistic picture of the programme.

5.2.3 AGP Assessment Parameters

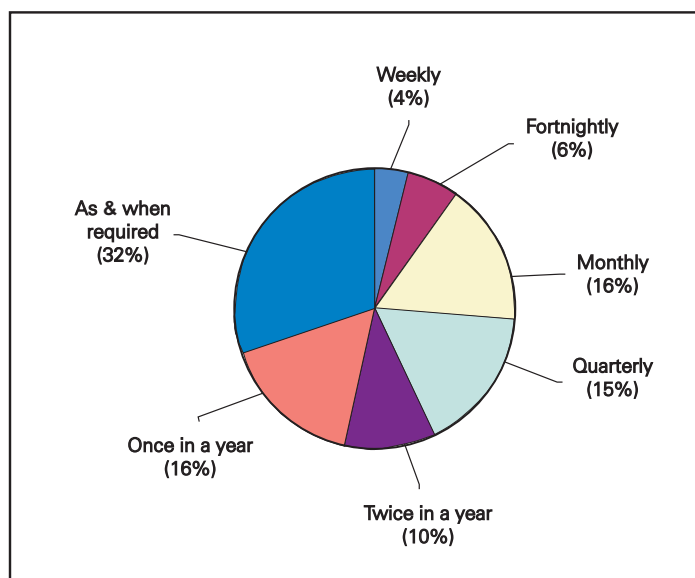
a. Frequency

The frequency (in a period of one year) of awareness generation activities can be treated as an indicator of determining the seriousness with which such activities are carried out at the district level. The analysis of data indicates that in a large number of districts frequency of AGPs is neither defined nor sufficient (Figure 5.2). In as high as 32 per cent of the sample districts, AGPs are carried out on an “as and when required” basis and in another 26 per cent of the districts, they are carried out either once or twice a year. Only in the remaining 42 per cent of districts, the frequency of conducting AGPs is fixed at a reasonable interval, varying from a quarter to a week or a fortnight. Some of the districts which are conducting AGPs regularly are Krishna, Singbhum, Dharmapuri, Chennai and Sonbhadra.

Most of the POs give less importance to this component vis-à-vis other components, as many of the district functionaries may not have adequate understanding of the complementarities between awareness generation and overall success of the programme. We have seen in Chapter 4 that the funds available for the AGP are the least utilised funds across the districts.

Most districts do not have a planned schedule for conducting awareness generation

Figure 5.2: Frequency of Awareness Generation Programmes



Source: Field Survey

activities. This calls for putting in place a systematic, well-planned and targeted programme conducted in a timely and regular manner. Measures may be initiated to motivate the project officials by giving them training on adopting situation-specific awareness modes, timings of programmes, target groups and complementarities between awareness and other components of NCLP, etc.

b. Target Groups

NCLP guidelines call upon DPOs to primarily sensitise parents, children and employers on

the evils of child labour and virtues of education, amongst other things. The evaluation result shows that the above three categories have been indeed the most important target groups of the PSs. As high as 84 per cent of the PSs responded that parents are their primary target groups. Another 65 and 52 per cent of PSs reported that they do carry out awareness generation activities for children and employers, respectively (Table 5.2). A few PSs, for districts such as Anantapur, Nalanda, Mayurbhanj, Barmer, Sri Ganganagar, Sidhi, Varanasi, and North Dinajpur went beyond

Table 5.2: Distribution (%) of Districts by Target Groups of AGPs

Target Group	Number of Districts	Percentage of Districts
Parents	57	83.8
Children	44	64.7
Employers	35	51.5

Source: Field Survey

the mandate and made an effort to broadbase the target group by bringing into the fold, government officials, PRI representatives and community members.

Notwithstanding some of the important efforts mentioned above, one could observe some lapses in this area. For instance, only 24 out of 68 PSs which are conducting AGPs, reported that they are generating awareness among all the three target groups enlisted in the guidelines, whereas 24 and 16 PSs reported that they are generating awareness either among two groups or one target group, respectively. Further, 4 PSs (Sidhi, Sri Ganganagar, Varanasi, and North Dinajpur) reported that the above three categories do not form a part of their target groups, though they are generating awareness among other target groups such as government officials, PRI representatives and community members. This suggests that in 44 districts, AGPs are not carried out comprehensively involving all primary target groups, and they are carried out only in a partial manner (see Appendix Table V.2.).

c. Means of Communication

An array of communication tools such as nukkad natak (street plays), exhibitions, rallies, audio-visual media, leaflets, wall-writings, hoardings, cable/local TV channels, and print and electronic media were used by PSs for generating awareness. Of these means, traditional modes of awareness generation like rallies and nukkad natak are the most common and widely prevalent. A little more than 60 per cent of the PSs have been reportedly using these means, as they perceive them to be more effective as compared to other means. The second most important form of communication used by nearly 40 per cent of the PSs is local print

media. In contrast to this, modern means of communication such as electronic media and other modes such as exhibitions and leaflet/wall-writing/hoardings were used very scarcely. Electronic media as a tool of communication was used only by four PSs, namely, Sri Ganga Nagar, Tirunelveli, Mathura and Sitapur.

In addition to the above modes of communication, some districts adopted innovative practices in the form of cycle rally (Krishna), signature campaign (Krishna and Thane), prabhat pheri and 'school chale hum' campaign (Hazaribag and Ghaziabad), observance of Jan Jagruti Saptaha (Thane), seminar on child labour involving grassroots level institutions (Sitapur and Varanasi) and annual sports event (Cuttack and North Dinajpur) to sensitise various target groups and to draw large scale public attention. All these innovative campaigning events, including NCLP, received widespread media coverage during the process.

d. Fund Utilisation Pattern on AGP

The NCLP budget stipulates an expenditure of Rs. 1.25 lakh per district per year for AGPs. This budget is sanctioned as a part of the overall DPO fund; and expenditure on AGPs can be done smoothly, provided a detailed plan towards its implementation is put in place at the very outset. The analysis of 5-year expenditure data (for the period 2002-03 to 2006-07) indicates that in a large number of districts, funds earmarked for AGPs is lying unutilised year after year (refer to Chapter 4 for details). For instance, during 2006-07, only 9 districts, namely, Krishna, Nalanda, Purnia, Raichur, Solapur, Mayurbhanj, Tirunelveli, Nanded and South Dinajpur had spent the stipulated amount, and in as many as 36 districts, the amount spent on AGPs was

either nil or negligible. In the rest of the districts, the amount spent varies from Rs. 16,000 (in Tonk) to as high as 1.15 lakh (in Bangalore Urban district). The fund utilisation pattern across districts depicts a similar pattern in each of the previous years under consideration.

Taking into account the cumulative expenditure on AGPs for the 5-year period, it is observed that in almost all the districts, expenditure on AGP is less than the cumulative budgeted/sanctioned amount. In seven 9th Plan districts spending on AGP was found to be nil and in another 10 districts, the cumulative expenditure was less than 1 lakh rupees during the 5-year period under consideration. The districts where cumulative expenditure was nil are: Rajnandgaon, Pakur, West Singhbhum, Mandasur, Ujjain, Ludhiana, and Saharanpur. The 10th Plan districts also portray a similar utilisation pattern. Notwithstanding the above, a few districts which have been able to spend a substantial proportion of their budget on AGPs are: Karim Nagar, Solapur, Tirunelveli, Salem (all 9th Plan districts) and Krishna, Nagaon and Khargaon (all 10th Plan districts).

The above analysis suggests that the funds earmarked for AGPs are kept more or less unutilised in most districts. Although the amount spent may not be the true indicator of the outcome of any particular component, the unutilised resources largely reflect lack of seriousness on the part of PS officials. This essentially suggests that there is immense scope for increasing such activities as they are important for increasing a sense of belongingness in the minds of the parents, community, government officials and other stakeholders.

5.2.4 Conclusion

The evaluation results clearly suggest that there is immense scope of improvement as far as implementation of AGPs at the district level is concerned.

Firstly, the Project Officers should understand the complementarities between AGPs and the other components of the programme and subsequently design a well-thought-out need-target-time-area-specific media schedule at the beginning of the year for conducting AGPs.

Secondly, while taking decisions on the mode of communication and target groups, emphasis should be given on the uses of target-specific communication tools and modern mode of communication to the extent possible.

Thirdly, there is also a need to expand the target groups by including government functionaries, PRIs, employers' associations, SHGs, etc., and to have a wider coverage of the awareness programmes to increase large-scale community participation in the programme. In addition, the implementing agencies should hold community meetings every month, with the presence of members from grassroots level institutions for awareness generation purpose.

Measures may also be initiated at the national and state level to motivate the project managers by giving them tailor-made training on conducting effective AGPs at the district level. A need was also felt to initiate awareness generation at the state level, for which separate fund provisioning may be made within the overall NCLP plan budget.

5.3 Convergence

Convergence of services is the most crucial component of the NCLP. For the NCLP to be successful in the long-run and to achieve its ultimate objective of elimination of child labour, it is of utmost importance to achieve convergence at every step and for every single component of the programme. Withdrawal of the children from work, sending them to schools, mainstreaming them and meeting the opportunity cost of the poor families would be possible, only if, there is an effective convergence of services. The NCLP guidelines particularly mention forging convergence with key government departments such as Education, Rural Development, Health, Women and Child Development, Social Welfare, Tribal Welfare, and Labour for effective rehabilitation of children and their parents. As a first step for achieving convergence smoothly and in a coordinated manner, representatives from line departments are nominated in the governing body/EC of the PS – the key decision-making body, with the District Magistrate/District Collector (DM)/DC as its Chairperson.

5.3.1 Modus Operandi of Convergence in Districts

Convergence of services at the district level is basically forged at two levels. Firstly, the PS itself takes steps to forge convergence with various line departments and other stakeholders such as civil society and Red Cross under the coordination of the Chairman and/or Project Director (PD), NCLP. The usual method adopted by PSs for forging convergence is holding periodic joint meetings with officers of the various line departments. Apart from usual meetings, in a few districts (such as Hazaribag, Bargarh,

Vizinagram, etc.), the Collector-cum-Chairman, NCLP had taken special interest and written letters to the Block Development Officer (BDO) and concerned officers of other line departments to link the children and parents of NCLP with other ongoing development programmes.

Although meetings are the most important institutional mechanism used to forge convergence in a large number of districts (48 out of 70 districts), the regularity of these meetings has not been uniform across districts. Overall, nearly five meetings were held annually for convergence purposes. However, 30 of the 48 districts conducted just two meetings in a year on an average, In the rest 18 districts, the average number of meetings held was as high as 9.5. The districts which come under the latter category are: Krishna, Nellore, Ranga Reddy, Visakhapatnam, Katihar, Raipur, Hazaribag, Bangalore (Rural and Urban), Kolar, Rewa, Khargonee, Mayurbhanj, Tirunelveli, Salem, Dharmapuri, Chennai, and Mirzapur. In 15 out of 57 districts (Vizianagram, Nagaon, Jamui, Nalanda, Sarguja, Sidhi, Solapur, Ganjam, Koraput, Ghaziabad, Mathura, Saharanpur, South 24 Parganas, Maldah, and Panchmahal) which reported some form of actual convergence, not a single meeting took place during 2006-07. In these districts, convergence is achieved on the basis of verbal instruction issued by the DMs to the line departments.

In addition to the initiative taken up by the PSs, in a few districts of Karnataka, the local NGOs have taken initiative by linking NCLP with other ongoing child centric programmes. By doing this, these NGOs were able to mobilise additional funds for the NCLP children in addition to the provisions made available through the project, and routed

additional funds for providing nutritious meals, uniforms, etc. Further, these NGOs also rendered support to the parents by enlisting their names in housing and old-age pension schemes of the government.

5.3.2 Extent of Successful Convergence

Around 57 of 70 PSs have reportedly made efforts to forge convergence with at least one or more number of departments mentioned in the guidelines. Some of the PSs have also successfully forged convergence with Red Cross (in Cuttack), Rotary Club and Nehru Yuva Kendra (in Hazaribag) and Trade Unions (in Chennai). Only 13 PSs in the districts of Karim Nagar, Araria, Pakur, Thane, Sri Ganga Nagar, Barmer, Bhilwara, Banda, Kolkata, North and South Dinajpur have made least or no attempts till date to seek cooperation of even a single department. These societies have cited obvious reasons such as presence of part-time PDs, irregularity of EC meetings, inflexible institutional structure and bureaucracy, unawareness of PDs about convergence as an NCLP component, and hierarchical distance between the DM and PD (on contract) for non-existence of proper institutional mechanisms and hence, for not undertaking any activities for convergence.

The level, extent and type of convergence with different departments vary widely across districts. As mentioned in the earlier paragraph, no effort has been initiated on convergence in 13 out of the 70 sample districts, owing to various reasons. Of the remaining districts, a relatively higher number reported convergence with SSA (46 districts) and Health Department (27 districts). Convergence with programmes meant for upliftment of the livelihood

standards of the households has not started at all in many districts. Only 12 and 9 districts reported convergence with departments of Rural Development and Social Justice & Empowerment, respectively. Low level of convergence with these two crucial departments has long-term implications as far as retention of the children in special schools and their subsequent mainstreaming and retention in formal schools are concerned. Convergence with departments of Labour and Social Security and Red Cross Society was reported only by a few districts. Overall, districts such as Krishna, Raipur, Salem, Jamui and Cuttack are doing exceptionally well on convergence as compared to their counterparts within and outside the state.

The following paragraphs detail the extent of convergence with various departments.

a. Convergence with SSA/Education Department

Convergence with the SSA is the most common and frequent of all convergence initiatives that have been taken up with various departments under NCLP (Table 5.3). Under this mode of convergence, the SSA has been providing free books and reading material to the children of NCLP schools, assessing the level of learning achieved by them, mainstreaming the identified children (5-8 years) directly to formal schools and mainstreaming the special school children (9-14 years) after completion of bridge course to formal schools. Nearly, 66 per cent (46 districts) of the sample districts reported convergence with at least one of the above components. Of these districts, 3 districts i.e., Krishna, Raipur and Salem, have reportedly forged convergence with all the four components, whereas the remaining districts have convergence with one or more than one component but not with all.

Table 5.3: Types of Convergence with SSA in various Districts and Number of Children Benefitted

Sl. No.	Types of Convergence	No. of Districts	No. of Children Benefitted
1	Assessment of the level of learning achieved by the children	22	98,737
2	Mainstreaming from NCLP to formal schools (9-14 years)	24	96820
3	Mainstreaming directly to SSA schools (5-8 years)	12	13941
4	Providing free books and reading materials	30	170842
5	Number of districts reporting convergence with at least one of the above components	46	–
6	Number of districts reporting non-convergence with any of the above components	24	–

Source: Field Survey

Of the various components for which convergence is achieved with SSA, the one relating to provision of free books and reading materials is taking place in a relatively higher number of districts (30) and about 1.7 lakh children have been benefitted from this initiative. Two districts, i.e., Ranga Reddy and Raipur together account for about 57 per

cent of the total benefitted children. The other two components within SSA convergence, i.e., mainstreaming of children (9-14 years) from special schools to formal schools and assessment of level of learning are reportedly taking place in 24 and 22 districts, respectively. Approximately, 96-98000 children have been benefitted under

Table 5.4: Types of Convergence with Health Department in various Districts and Number of Children Benefitted

Sl No.	Types of convergence	No. of Districts	No. of children Benefitted
1	Free essential medicine to children	22	95231
2	Free check-ups of children by govt. doctors	18	75317
3	Camp-specific hygiene training	6	1278
4	Parents benefitted under Janshree Bima Yojana	5	3867
5	Number of districts reporting convergence with at least one of the above components	27	
6	Number of district reporting non-convergence with any of the above components	43	

Source: Field Survey

each of these schemes. For both the components, Ranga Reddy district alone accounts for 40-50 per cent of the benefitted children. However, it is discouraging to note that the mainstreaming of the identified children (in the age group of 5-8 years) working in hazardous conditions, directly to SSA schools is happening in 12 districts only, as many districts do not collect data about their prevalence during the child labour

survey. Ghaziabad, Varanasi, Raipur and Gwalior are some of the districts where this particular component is working relatively well, and more than 60 per cent of the benefitted children under this component belong to these four districts. The SSA/DIET is also helping the NCLP in the development of syllabus and core curriculum to be followed at the school level in a large number of districts.

Box 5.1:

Special Schools in Hazaribag running in Residential Mode: A Replicable Convergence Impact

In Hazaribag district, out of 31 sanctioned special schools, 30 are currently operational across 14 blocks of the district. Interestingly, all the 30 operational schools are running in a residential mode since they were set up in June, 2006 and about 90 per cent of them are located in rural areas. The schools have total student strength of 1500 with a male-female ratio of 3:1. The day-to-day functioning of the schools is managed by 20 different local NGOs.

Operation of residential special schools on such a large scale may be found to be surprising as NCLP has no such budgetary provision for it. Nonetheless, this has been possible due to consistent coordination and cooperation between the district NCLP Society and State Labour Commissioner on the one hand, and the State Director, SSA on the other. This has resulted in the signing of a Memorandum of Understanding (MoU) in the year 2006, between the NCLP Society, Hazaribag and Jharkhand Education Project-SSA Programme, Hazaribag whereby SSA had agreed to provide supplementary financial support for running residential schools in the district. As per the MoU, the SSA provides Rs. 12.23 per day per child for nutrition and Rs 250 for two sets of uniform per child per year. Accordingly, the project society received financial assistance to the tune of Rs. 20 lakh during 2006-07 and about Rs. 18 lakh during 2007-08, which helped the NCLP to convert the conventional day schools into residential pattern and sustain them in the long run.

Riding high on the success of the Hazaribag experience, the state SSA programme Directorate has now decided to extend its convergence initiatives to the other NCLP districts of the state. To that effect, it has requested all NCLP project societies to come up with proposals for financial help for starting residential schools on similar lines as that of Hazaribag. The sphere of convergence with SSA in the district does not restrict itself to residential schools only but also extends to other important areas such as child labour surveys, etc.

The Hazaribag experience on convergence needs further scaling-up and is certainly worth emulating by other NCLP districts within and outside the state. Since the residential schools address the concerns of child labour rehabilitation much better than the conventional schools, the replication of the Hazaribag model in other districts across the country will go a long way in rehabilitating the most vulnerable children in the years to come.

Source: NCLP, Hazaribag District

Apart from the four types of usual convergence activities practiced in the field with SSA, innovative convergence in a few districts has also been reported. For instance, in Vizianagaram district of Andhra Pradesh, SSA is supplementing Rs. 11 per day per child to the nutrition component in addition to the fund earmarked under NCLP. With this support, some of the day schools have been converted into residential pattern in the district. Similarly, in Hazaribag district of Jharkhand, all the NCLP schools are converted into residential pattern with SSA support in the form of provision of nutrition and uniforms to the children (Box 5.1).

b. Convergence with Health Department

Unlike with SSA, very few districts reported convergence with the health department (Table 5.4). The type of convergence which has been forged is of the nature of free distribution of essential medicine, periodic medical check-ups of children by government doctors, camp-specific hygiene training and benefits to parents under Janshree Bima Yojana (JBY). Of the various types of convergence, the ones related to free medicine and free check-up are relatively successful both in terms of number of districts reporting and children benefitted. The district level analysis shows that Ranga Reddy alone accounts for more than 52 per cent of the benefitted children under each type of convergence. Convergence in the form of camp-specific hygiene training and benefits to parents under JBY is successfully happening in Varanasi, as the district accounts for more than 90 per cent of the total beneficiaries. Though a few more districts are reporting similar convergence, the number of beneficiaries is still very negligible.

The convergence with the health department is happening primarily because in many of these districts, the PSs could not appoint specialist doctors for health check-ups. Hence, the PSs tied up with the district/ Employees State Insurance (ESI) hospitals and the Chief Medical Officer (CMO) for health services such as periodic health check-ups and supply of medicine for general ailments.

Apart from the above forms of convergence efforts, Cuttack district has reported an innovative programme in the form of “Students Safety Insurance” whereby special school children are insured against ill-health during their stay in the school. During 2007-08, nearly 3,300 children were covered under the insurance scheme (Box 5.2). The programme has been running for around 7 years and is considered one of the best practices in convergence.

c. Convergence with Departments of Women & Child Development and Social Justice & Empowerment

Convergence with departments of Women & Child Development and Social Justice & Empowerment is reportedly happening in 4 and 9 districts respectively (Table 5.5). Of the various types of convergence, the ones related to Balika Samridhi Yojana (BSY) and admission of children into residential schools, are relatively successful in terms of number of beneficiaries. Districts such as Raipur and Dumka are doing well in the former type of convergence, whereas Ranga Reddy district is doing better in the latter category. Overall, there is a need to strengthen the convergence initiative with these departments.

Box 5.2:

Mitigating Risk through Insurance: An Innovative Approach by Cuttack District

The NCLP was launched in Cuttack district during March 2000 with a sanctioned strength of 40 schools, each having 50 children on its roll. Since its establishment, the NCLP has done exceptionally well on all fronts and more so on the issues relating to convergence. For optimising the convergence effort, the district has put in place proper institutional mechanisms and convergence strategy involving various line departments for implementation, review and monitoring of their progress at regular intervals. It is no wonder then that the district has emerged as one of the model districts as far as convergence with the departments of education, health and rural development is concerned. The most important aspect of its efforts which is worth emulating is the impetus for expanding the arenas of convergence. Its innovative initiatives in the health sector provide a reflection of the same.

Under its Health Sector Convergence Programme, the NCLP Cuttack in association with the New India Insurance Company Limited initiated the "Students' Safety Insurance" Scheme in 2001. The major objective of the group insurance scheme is to protect the special school children against any unforeseen events such as death, permanent disability, partial disability and medical expenses in case of accident. The premium value of the insurance is set at an affordable rate of Rs. 2 per student per annum and is paid every year from the contingency fund allocated to each school. The per-capita benefits assured under the scheme range from a maximum of Rs. 10,000 in case of death or permanent disablement or thereof to a minimum of Rs. 500 in case of medical treatment in any one year. This amount is handed over to the parents of the children.

Since the beginning of the scheme, nearly 14, 400 students belonging to different batches got protective cover under this scheme, and the scheme is successfully operating for the last seven years. As of now, not a single claim has been made for benefit disposal. Citing the positive spin-off of the programme, the PD observed that the scheme has undoubtedly played a significant role in motivating the parents and students, thereby impacting the retention and mainstreaming of children in the district.

As the scheme has lots of potential and is successfully operating in a district, there is a need for further scaling-up of this innovative scheme by expanding its coverage to all other NCLP districts. There is also a need to discuss the matter further with the New India Insurance Company to raise the levels of the modicum of benefits currently provided under the scheme and to include various other location-specific risks. There is no doubt about the fact that, since a beginning has been made, the desired objectives will definitely be achieved; as it is rightly said "a long journey starts with a small step".

Source: NCLP, Cuttack District

d. Convergence with Department of Rural Development

Convergence with Department of Rural Development (RD) is important in the context of providing livelihood support to the parents. However, it is a non-starter in a large number of districts (Table 5.6). At present,

only 17 per cent of the sample districts have forged convergence with at least one programme of the RD Department. Of all the programmes of the RD Department, convergence with Swarna Jayanti Gram Swarajgar Yojana (SJSY) and Indira Awas Yojana (IAY) has been reported by maximum number of districts. In terms of number of

Table 5.5: Type of Convergence with Departments of Women & Child Development and Social Justice & Empowerment in various Districts and Number of Children Benefitted

Sl. No.	Types of Convergence	No. of Districts	No. of Children Benefitted
I.	Convergence with departments of Women and Child Development		
1	Children sent to camps (shelter homes)	3	114
2	Girl-child benefitted under BSY	2	494
3	Number of districts reporting convergence with at least one of the above components	4	-
4	Number of districts reporting non-convergence with any of the above components	66	-
II.	Convergence with departments of Social Justice and Empowerment		
1	Parents benefitted under SC Scheme	4	134
2	Parents benefitted under ST Scheme	2	21
3	Parents benefitted under OBC Scheme	1	41
4	Children admitted to residential schools under SC/ST/OBC schemes	5	24643
5	Children awarded scholarship	1	4949
6	Number of districts reporting convergence with at least one of the above components	9	-
7	Number of districts reporting non-convergence with any of the above components	61	-

Source: Field Survey

parents benefitted, districts such as Cuttack, Dumka and Jamui are doing relatively well in IAY, whereas in case of SJSY, highest percentages of beneficiaries are accounted for by Dumka and Salem, respectively. In case of other programmes of the RD department, convergence is quite negligible.

e. Other types of Convergence

In addition to the types of convergence mentioned above, some districts such as Tirunelveli, Jamui, Ganjam, Visakhapatnam,

Cuttack, etc., have reportedly formed SHGs of parents, wherein parents are provided training regarding savings to provide credit for starting productive enterprises. However, such innovative efforts are still at a very nascent stage and there is still room for considerable increase of such efforts, as number of beneficiaries is at present very low. A few districts have also reported enlisting parents under BPL list and subsequently linking them with Antoydaya and Annapurna schemes of the RD

Table 5.6: Type of Convergence with Rural Development Department in various Districts and Number of Parents Benefitted

Sl. No.	Types of Convergence	No. of Districts	No. of Children Benefitted
1	Parents benefitted under IAY	8	3028
2	Parents benefitted under SHG's SJSY	11	1503
3	Parents benefitted under Sampoorna Gramin Rojgar Yojana	1	136
4	Parents benefitted under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	1	211
5	Number of districts reporting convergence with at least one of the above components	12	–
6	Number of districts reporting non-convergence with any of the above components	58	–

Source: Field Survey

Department. In this context, efforts of West Singhbhum district merits particular mention.

5.3.3 Conclusion

To summarise, it is observed that in many districts convergence is not happening as intended under the NCLP and is in need of further strengthening. This is despite the fact that all district level officials of different departments are either members of the NCLP Society or EC. Wherever convergence is taking place, it is restricted mainly to education and to some extent, health. Barring a few, in a large number of districts, convergence towards creating and sustaining livelihoods of poor parents has not been taken up at all. It is worth noting at this stage that nearly 47 per cent of the PDs in the sample districts themselves confessed that they are not satisfied with their own convergence effort. Some of the PSs who expressed satisfaction (such as Purnia, Nuapara and Nalanda, etc.) could not provide credible information to the evaluation team to support their claim.

Though many districts have reported convergence with one department or the other, most of them could not provide significant information regarding the types of benefits provided, number of children and parents benefitted and follow-ups in quantitative terms to the evaluation team. For example, Krishna district, which is considered as one of the model districts, could not provide quantitative information on their convergence achievements except what the survey team could extract through discussion. Similar is the case with many other districts including a large number of districts in Karnataka. Notwithstanding the above, there are districts such as Jamui and Cuttack, which have maintained their convergence record to a large extent and other districts should learn from their experience.

The convergence of services, as conceptualized in the NCLP guidelines, requires concerted efforts both at the district as well as policy levels. The project officers have to be imparted training for this and be provided with a well-planned strategy and

programmes to be followed. At the policy level, MoLE may coordinate with the Ministry of Rural Development (MoRD), Ministry of Women and Child development, etc., to come up with a more concrete plan in this regard. Effective convergence of services is possible only if the MoLE, state departments, district administration and the DPOs coordinate with one another in a highly planned manner. For this, conducting of state level or even district level workshops with different state government departments and with representatives from the MoLE, is strongly recommended.

5.4 Summary and Emerging Issues

As stated earlier, child labour survey, awareness generation and convergence are the three most crucial components which have long-term implications on the outcome and impact of the NCLP. Though most of the districts have taken up these tasks, yet the actual practice in the field indicates that all the three components are being implemented rather abysmally, barring a few exceptions. Due to absence of proper methodology and planning, at present, child labour surveys are conducted very haphazardly resulting in the absence of any clear-cut link between the survey outcome and actual enrolment in special schools in many districts. Similarly, though AGPs are conducted universally, questions relating to their regularity, scale and coverage, and timings have not received much attention, thereby limiting their impact severely. On the convergence front, results are encouraging in case of convergence with SSA and to some extent with the health department. However, convergence with programmes meant for enhancement of the livelihood

security of the child labour households is a non-starter in a majority of sample districts. Most importantly, there is an absence of a proper institutional structure and convergence strategy at the district level.

During the 11th Plan period, thrust should be provided to conduct child labour survey, awareness generation and convergence more meaningfully and with a sense of purpose in mind. The MoLE should take a lead role by designing a uniform survey methodology, DCFs, instruction manual, data entry and maintenance package, and circulating these to all districts. The MoLE should also encourage hiring of independent agencies for conducting child labour survey, and the NGOs running special schools at present should be totally delinked from the survey work. In addition, it is suggested that three surveys (i.e., baseline, mid-plan and follow-up/review) should be conducted under the direct supervision of the PSs and the budgetary provision for each survey should be upwardly revised for facilitating the district officials to hire competent agencies and fulfil the laid-out objectives of the survey during the 11th Plan period.

On the awareness generation front, the PSs should be prevailed upon to prepare a systematic need- target- time- location-specific media schedule to carry out the AGPs effectively and at regular intervals. Expanding the target groups and coverage, and use of modern means of communication is another area where special emphasis is required during the 11th Plan to instil large-scale community participation in the programme. There is also a felt need to initiate awareness generation activities at the state level, for which separate fund provisioning may be made within the overall NCLP plan budget.

The convergence of services, as conceptualised in the NCLP guidelines, requires much concerted efforts both at the district/state as well as policy levels during the 11th Plan. At the policy level, the MoLE may coordinate with the MoRD, Ministry of Women and Child Development, etc., and with the state governments to come up with a more concrete plan in this regard. Effective convergence of services is possible only if the MoLE, state departments, district administration and the district project office coordinate with each other in a highly planned manner. For this, conducting state level or even district level workshops with different state government departments and with the representatives from the MoLE is strongly recommended to discuss and put in place a proper convergence strategy and institutional mechanisms. The recent initiative of the MoLE to formulate and implement a “convergence-based model” for child labour in 10 districts of five states is a step in the right direction. The experiences gained from the above convergence-based model along with some of the other existing successful convergence models under operation in a few states such as

Maharashtra, Karnataka and Tamil Nadu needs to be further examined and studied before developing and implementing a comprehensive convergence package for all the NCLP districts during the 11th Plan period. As the governing body and the EC of the NCLP are important institutions, they need to discuss and review convergence issues in detail in their regular meetings with representatives from line departments. It is also suggested to develop a data bank on the socio-economic status of the households of the enrolled children at the time of child labour survey for facilitating the convergence.

Despite several problems, it is important to note that some of the districts have come up with many innovative plans, particularly on the front of awareness generation and convergence. However, these cases are required to be highlighted and communicated widely to other districts. The districts may be encouraged to bring out their annual bulletins highlighting their performances not only for the purpose of popularity but mainly for the benefit of the other districts. Exchange tours of the project officials may also be very useful in this regard.



Special Schools: A Rehabilitation Centre for Child Workers

6

Rehabilitation of working children withdrawn from hazardous occupations and processes in the age group of 9-14 years through special schools is the single most important activity of the NCLP, and a direct responsibility of the district project authority. The NCLP guidelines clearly mention that project societies (PS) are required to set up special schools for child labourers (rehabilitation-cum-welfare centres) as a transitional space, by encouraging voluntary efforts for imparting formal and non-formal education and vocational training. Apart from providing purposive quality education to children, the schools are supposed to provide supplementary nutrition, stipend and basic health care services. In the context of the above, this chapter provides a detailed account of the current status and functioning of the special schools in different districts. The chapter also throws light on the enrolment, attendance and mainstreaming pattern in the special schools. However, to set the stage for subsequent discussion, the chapter begins with the basic structure and coverage of NCLP schools.

6.1 Role and Coverage of NCLP Schools

6.1.1 Role of NCLP Schools

As mentioned earlier and in Chapter 5, NCLP special schools are supposed to be the transitional rehabilitation centres for the target group children rather than just being a formal education providing centre. These schools occupy a distinct position in the society as they have to work with children whose childhood has been abused in a variety of ways. For this purpose, PSs open special schools in the areas/regions of high concentration of child labour in general and child labour in hazardous occupations, in particular. In order to make the coverage of these special schools wider and broad-based, total capacity of each school has been sanctioned for 50 children.¹⁷ However, there is no limit for the number of schools to be opened in a district, which in fact, depends on the total number of children identified through the special survey by the PS, as mentioned in Chapter 5.

¹⁷ There are some schools with different sanction capacity. For example, the sanction capacity of 25 schools in Nalanda is 100 per school; while some districts in Andhra Pradesh have a sanctioned capacity of 60 and 75 also.

For the purpose of securing and ensuring participation of other stakeholders in the project, special schools are supposed to be managed and run by NGOs and/or other non-governmental organisations such as PRIs, SHGs, Women organizations, Trade Unions, etc. All the required components and service provisions in these schools are funded by MoLE routed through the district project society (PS). However, the concerned NGO is responsible for managing the day-to-day affairs of the special schools under some guidelines set by the management as prepared by the MoLE.

Each school is supposed to provide basic education to all the enrolled children with the perspective of mainstreaming them into formal education or labour markets within a period ranging from six months to three years. This essentially implies that children belonging to the younger age group (9-11 years) may be retained in the school for a maximum of three years while those belonging to the age group of 12-14 years should be mainstreamed soon after their enrolment in the schools.

The schools are also supposed to provide some vocational training along with basic education to all the children. This is particularly important from the point of view of developing basic skills among children belonging to the marginalised community and mainstreaming them into the labour markets. In general, special schools are supposed to provide a variety of opportunities to children and expose them to different skills and education for mainstreaming.

In addition to providing basic education and skills to children, the schools are supposed to provide some basic services related to food, health and token monetary benefits to the children. All the special schools must provide nutritional supplements in the form of mid-day-meal. Along with this, the children are to be provided health services ranging from a routine check-up to emergency health services, and basic drugs and medicines. In general, special schools are supposed to provide all forms of services aimed at motivating and enhancing self-esteem among the children belonging to the most vulnerable section of the society.

6.1.2 Coverage of NCLP Schools

a. Sanctioned & Operational Schools and their Distribution

As discussed in Chapter 1 of the report, the NCLP is presently operational in 250 child-labour-endemic districts of 20 states.¹⁸ Out of these 250 districts, 100 were made operational during 9th and pre-9th plan period. Remaining 150 districts were made operational during different years of the 10th plan (2002-07).¹⁹ Although average number of sanctioned schools per district is around 40, the districts of Murshidabad (West Bengal), Gaya (Bihar), Ranga Reddy (Andhra Pradesh), Udaipur and Jaipur (Rajasthan) have significantly larger number of schools in the range of 120-140. These districts have been identified as child-labour-endemic districts.

At the overall level, altogether 9,509 special schools have been sanctioned, of which

¹⁸ The NCLP in Pudukottai district has been closed down after mainstreaming of all children and the application of the PS for declaring the district as child-labour-free. This is under consideration by the Government.

¹⁹ However, the ground reality suggests that in some of the districts the NCLP have not been operationalised till the time of field work of this study during June-July 2007. In Bihar, for example, out of 24 districts, NCLP has not been operational in 4 districts, namely, West Champaran, Madhepura, Madhubani and Begusarai. Similar situation also holds true for some of the districts in other states. Hence, the data pertaining to 223 NCLP districts has been used for the purpose of analysis.

about 76.5 per cent (7,277 schools) are presently operational (see Appendix Table VI.1 for the number of sanctioned and operational schools in each district).²⁰ The difference between the sanctioned and operational schools mainly arises because of two reasons: (a) non-opening of all the schools as per sanction; (b) closing down of some schools. Some of the districts where the gap between operational and sanctioned schools is very large are Ananthpur, Nadia, Medak, Bhadohi, Coimbatore, Balasore, Guna and Shajapur. In Bargarh district, for instance, 50 per cent of the sanctioned schools are not running due to non-identification of working children in hazardous occupations.

As location (rural or urban) of the schools are not a criteria for sanctioning the project, disaggregated figures on rural-urban break-up of all schools are not available at the district and hence at the state or national level. However, some rough indication about the concentration of schools can be made from the data collected from 819 sample schools of 70 districts. The data suggest that nearly 54 per cent of schools were located in the rural areas and the rest are in the urban areas. Urban schools are largely located in and around the district headquarters in all the districts and the proportion of urban schools is higher than rural ones in big cities and industrial towns.

b. Gender & Location-wise Distribution of Enrolled Children

The total number of enrolled children at the all-India level is around 3.59 million, which is about 74.7 per cent of the total sanctioned strength of 4.82 million.²¹ In many districts,

there is a large gap between the sanctioned and enrolled number of children. Some of the districts where the proportions of enrolled children are less than half of the sanctioned strength are Ananthpur, Nadia, Gorakhpur, Coimbatore, Dharmapuri, Bargarh, Dhar, Guna, Khargone, Sangli, Rajnandgaon, and Nalanda. The difference between the sanctioned and enrolled children is primarily arising because of opening of less number of schools than the sanctioned number (as discussed above) and in some instances, all the operational schools are not running to their full capacity. Regarding the second issue, the data suggests that at the overall level, average number of enrolled children per operational school is around 49. However, in as many as 46 districts, the average number of enrolled children per operational school is less than the overall average. Some of the districts where the average number of enrolled children per school is very low (less than 30) are: South 24 Paraganas, Gorakhpur, Mandasore, and Khargone.

The gender break-up of the enrolled children suggests that the girl child constitutes about 44 per cent of the total enrolled children at the all-India level. In many districts of Uttar Pradesh, Madhya Pradesh, Chhattisgarh, Jharkhand, Bihar, and Maharashtra, the numbers of girls enrolled in NCLP schools are relatively less than the boys. Some of the districts where the proportion of girls to boys in the school is extremely low (less than 30 per cent) are Banda, Gorakhpur, Guna, and Hazaribagh.

The subsequent discussion in this chapter is based on a detailed survey of 819 special

²⁰ The number of sanctioned/operational schools and enrolment therein will be higher if one includes the data of all the NCLP districts which were operationalised towards the end of the 10th plan period.

²¹ This result should be viewed in the context of non-availability of data for a few districts.

schools in 70 sample districts of 15 states in the country. As has been mentioned earlier, these schools were selected on the basis of a stratified random sample. Of the total 819 schools surveyed, about 54 per cent were located in the rural areas. The plan-wise break-up suggests that 52 per cent of them were opened during the 9th plan and the rest 48 per cent started operating during the 10th plan. The district-wise number of sample schools with their rural-urban break-up is given in the Appendix Table VI.2.

6.2 Status of Special Schools in Districts

The following section provides a status of the special schools measured in terms of availability, type and quality of physical infrastructure and their position in terms of manpower resources.

6.2.1 Physical Infrastructure

It is important to have good physical infrastructure such as buildings, classrooms, proper sitting arrangement, drinking water, toilet, playground, electricity and other facilities in any type of school for creating a conducive environment for learning. This

section discusses the status of special schools in terms of extent and quality of key physical infrastructure inside the school premises.

a. School Building

The NCLP guidelines allow the PS to rent suitable buildings for special schools in various locations. The amount earmarked for rent, water and electricity is Rs. 1,000 per month per school. In cases/areas, where building and other infrastructure are not available on rent, it allows the special schools to use the buildings of regular schools after the normal school hours are over or to use government buildings wherever they are available. The evaluation result shows that nearly 84 per cent of surveyed schools are running in rented buildings (Table 6.1). The average amount of rent paid per month is around Rs. 1,072 and the rent in rural areas is lower as compared to urban areas, with some exception as in the case of some districts of Chhattisgarh. In urban areas, given the value of land and buildings, it is often difficult to hire a suitable building for running a special school within the stipulated budget. The rent in urban areas also varies to a great extent across various locations. The variation in rent amount across locations calls for raising the

Table 6.1: Percentage Distribution of Special Schools by Type of Premises

Locations	% of Schools Running from			
	Govt. Buildings	Rented Buildings	Others	Total
Rural	14.1	80.5	5.4	100.0 (441)
Urban	7.9	87.3	4.8	100.0 (378)
Combined	11.2	83.6	5.1	100.0 (819)

Note: Figure in parentheses shows the number of schools.

Source: Field Survey

stipulated budget for hiring a building in urban areas. Of the rest 16 per cent, 11 per cent are running in government buildings and 5 per cent are using other facilities.²² However, all the government premises are not freely available for opening special schools and in 25 per cent cases, rent is paid to hire such facilities on a monthly basis.

The rural-urban break-up shows that in both areas schools are primarily running in rented premises though in urban areas the proportion of schools running in rented buildings (87%) is slightly higher than that of rural areas (80%). In contrast, the proportion of schools running in government buildings is higher in rural (14%) than in urban areas (8%). Some of the districts where schools are running primarily in government school premises or using government buildings are Pakur, Sarguja and Maldah. Though in these districts schools are running in government school premises, special school children are not always fortunate to use all the available facilities. For instance in Maldah, it was reported that the concerned authorities allow the special school students to sit only in the abandoned rooms of the government schools or in *kuchcha* construction inside the school premises.

West Singhbhum is the only district in which the special school has its own building. Interestingly, in the district, all the 28 special schools were constructed through convergence with Jawahar Rozgar Yojana (JRY) and Sunishchit Rozgar Yojana (SRY) programmes of the rural development department in 1996. The amount sanctioned for constructing a school was Rs. 1.69 lakh.

Notwithstanding the type of building, it is found that the location and conditions of the school building/classrooms are in a poor state

more so in urban than in rural areas. For example, in Thane, Kolkata and other urban areas, schools are operated from garages or mezzanine floors of small houses with low ceiling and are located in unhygienic surroundings. The condition of some of the rural schools is also not satisfactory as they are operating from makeshift thatched houses and some of them are located in water-logged areas, which cannot withstand the vagaries of the monsoon. Rajdah special schools located in the Saraihat Block of Dumka district is a typical example, where the school building is almost on the verge of collapse. All the stakeholders such as school teachers, parents, NGO functionaries feel that some of the school buildings in the district require relocation on account of both lack of space and safety. Furthermore, classrooms in special schools are smaller than normal schools and children often sit in a cramped atmosphere. Due to lack of space inside the buildings, mid-day meals in many schools are cooked in open spaces and during rainy seasons, the meal is cooked inside the classroom or in the veranda. Bad location and poor condition of the schools have attracted the attention of the community members. During discussions with the community members, they raised this concern and demanded immediate improvement in the infrastructural facilities.

b. Classrooms

Number of classrooms in the school is an important factor for the effectiveness of the education imparted as the children belong to multiple age groups having different levels of aptitude. At the all-India level, nearly 65 per cent schools have more than one classroom and the average number of

²² Other facilities include: *Panchayat Bhawan*, community centres, club building, *Jan Jagaran Kendra*, part of Church/Masjid building, under open air, self-built hut etc.

classrooms per school is around two. The position regarding average number of classrooms is same in all states except Andhra Pradesh, Assam and West Bengal. In Andhra Pradesh, average number of classroom is three per school which is highest, whereas in Assam and West Bengal, the average number of classroom is only one per school.

At the district level, the average number of classrooms varies from five per school in two districts (Ananthpur and Ranga Reddy) to a low of one per school in 13 districts. The districts where the average number of classrooms is just one are Nagaon, Jamui, Dumka, Pakur, Solapur, Thane, Chennai, Mathura, Saharanpur, Sitapur, Kolkata, South 24 Paraganas and South Dinajpur. In these districts, students belonging to different classes sit back-to-back in the same room. Of the remaining 55 districts; in 9 districts, the average number of classrooms is three per school, whereas in the rest 46 districts the average number is two per school.

c. Seating Arrangements

To provide basic minimum facilities to the children in different weather conditions, proper sitting arrangements are of utmost importance. In a little more than 33 per cent of the NCLP schools cutting across rural and urban areas, children sit on the plain floor irrespective of weather conditions (Table 6.2). In many schools, the floor is often in a poor

condition. In about 56 per cent schools, children sit on mats (*durries*) provided by the school or they bring a 'bora' or sack with themselves. Only 8 per cent of the schools have proper sitting arrangements in the form of wooden benches and desks. The districts where some schools have wooden benches are Nagaon, Lucknow, Vijayanagaram, Khargone, Bangalore (Urban), Ludhiana, Ghaziabad and Malda. In these districts, wooden benches/desks have been provided as sitting arrangements on the initiative of the NGOs running the schools. These NGOs were of the opinion that such arrangements cannot be provided in all schools as it is quite expensive and cannot be met from the NCLP funds.

d. Drinking Water and Toilets

Availability of basic facilities such as drinking water and toilets in the school play an important role in maintaining hygiene and good health of the children. The survey results suggest that a large proportion of the NCLP schools do not have these two key basic facilities within the campus. On the whole, nearly 70 per cent and 53 per cent of the schools have potable drinking water and toilet facilities, respectively. The proportion of rural schools having these two facilities (drinking water: 65% and toilets: 40%) is relatively less as compared to urban schools (drinking water: 76% and toilets: 68%). The

Table 6.2: Percentage Distribution of Special Schools by Seating Arrangements

Location	Floor	School Mat	Personal Mat/Bora	Wooden Benches	Others	Total
Rural	34.8	40.4	17.2	5.8	1.8	100
Urban	34.9	50.1	3.4	10.8	0.7	100
Combined	34.9	44.8	10.9	8.1	1.3	100

Source: Field Survey

quality of the available drinking water is also an issue in states like Rajasthan where the drinking water is mostly untreated.

At the district level, all districts of Andhra Pradesh (except Karim Nagar), Madhya Pradesh, Maharashtra, Punjab, Rajasthan (except Bhilwara and Tonk) and Gujarat, the proportion of schools having drinking water facilities is in the range of 80-100 per cent. Some other districts which belong to these categories are Araria, Nalanda, Darbhanga, Rajnandgaon, Sarguja, Hazaribagh, Ludhiana, Banda, Fatehpur, Ghaziabad, Saharanpur and Dinajpur. In contrast, availability of drinking water is quite poor in Pakur, Bagalkot, Koraput, Nuapada, and Mirzapur; as in these districts, less than 30 per cent of schools have such facilities. So far as toilet facilities are concerned, in Vijayanagaram, Nalanda, Gwalior, Ujjain, and Ludhiana districts all the schools have toilets, whereas no or negligible number of schools in Purnia, Dumka, Pakur, West Singhbhum, Koraput, Mayurbhanj, Nuapada, and Sonbhadra has such facilities. In some districts where toilet facility is available, either enough water is not available or children do not have any access to this facility.

The situation regarding separate toilets for girls is further deplorable. More than 63 per cent of the surveyed schools do not have separate toilets for girls, and there is hardly any rural-urban differentiation in terms of availability of separate toilets for boys and girls. There are a few districts such as Nuapada, Krishna, Ranga Reddy, Vijayanagaram and Visakhapatnam, where 90-100 per cent of schools have toilet facilities for girls. Since girls enrolled in the special schools are in the age group of 9-14 years, the school authorities should provide separate toilets for girls, which is an important factor in retaining the girl child in the school.

e. Playground

Recreational facilities in the schools such as the availability of playground attract the children towards the school from the world of work. However, most of the school authorities did not consider availability of a playground as a necessary criterion before selecting the school building. This is reflected by the fact that only about 38 per cent of special schools have their own playgrounds. The rural-urban break-up shows that a higher proportion of urban schools (50%) have playgrounds in comparison to their rural counterparts (42%). In Sarguja, Barmer, and Siddhi; 80-90 per cent schools have playgrounds, whereas in Jamui, Pakur, Ganjam, Mayurbhanj, Ludhiana, Tirunelveli, Lucknow, and Mathura not a single school has a playground. It was observed during the field survey that most of the schools, did not have playgrounds of their own, but were using the unoccupied free space adjacent to the school as a playground.

f. Other Infrastructural Facilities

Among other facilities such as lighting and ventilation in the classrooms, the evaluation result shows that around 75 per cent schools had adequate ventilation and lighting in the classrooms with hardly any rural-urban differentiation. Electricity connection is available only in 60 per cent of the sample schools, with substantial rural-urban differentials. Around 43 per cent of the rural special schools have electricity connection; while in urban areas, more than 75 per cent of the schools had such connections. Further, many schools did not have functional fans. The average number of functional fans in the classrooms of rural schools is 1.2, and in urban schools the figure is 1.6. It was also informed by the students that due to frequent power cuts, they have to sit without fans during summer season. In few schools, students also

mentioned that sometimes school staff does not allow them to put on the fans to reduce electricity consumption.

On the whole, majority of the schools are running from rented premises. However, the issues such as quality of building, space inside classrooms and their location needs attention. Number of classrooms is more or less manageable given the total number of children in a school, but basic amenities are in poor condition in many districts. Neither the implementing agencies nor the district project authorities have made serious efforts to improve the infrastructural conditions in schools. In general, the implementing agencies (NGOs) are supposed to ensure the availability of basic infrastructure at the time of hiring the building as no separate fund is earmarked for this purpose. The usual practice has been to sanction a school on the basis of number of children enrolled without considering the condition of the building and facilities available inside of the building.

6.2.2 Manpower Resources

Manpower resources are of crucial importance for any institution to function properly. In an educational institution where there is a provision for imparting both formal and non-formal education, it is the number and quality of teachers/trainers which is key to the success of the institution. If teachers provide a better atmosphere and motivate the children for study, then retention and mainstreaming of the children become easier. In NCLP schools, there is a provision for appointing two educational teachers and one vocational trainer in each school from the local areas on contract with a fixed honorarium of Rs. 1,500 per month per teacher.

a. Average Number of Teachers per School

At the overall level, the average number of teachers (educational and vocational) per school is 3.5 which is a little more than the required provision with very negligible rural-urban differences. This is primarily due to appointment of more number of educational teachers per school in around 30 districts by the implementing NGOs out of their own funds to maintain the quality of teaching and to track the mainstreamed children.²³ In some districts such as South 24 Paraganas, Ranga Reddy and Ananthpur, two/three schools were merged into a single unit for the purpose of running residential pattern of schools, and in Nalanda the sanctioned capacity of each school is 100 students, thereby raising the average number of teachers per school to five. However, all sample districts do not have the required minimum number of three teachers per school. In at least 17 districts, the average number of teachers per school is less than three as some posts of teachers especially of vocational instructors are lying vacant, more so in rural schools. Some of the districts where average number of teachers per school is the lowest are Malda, South Dinajpur, Chennai and Tirunelveli. In the first three districts, all the posts of vocational instructors are lying vacant, whereas in Tirunelveli, 25 per cent of sanctioned posts of educational teachers are lying vacant.

If one analyses separately the average number of educational and vocational teacher per school, then it is 2.6 and 0.96 respectively with hardly any rural-urban difference. The average number of educational teachers per school seems to be higher at the overall level, primarily due to higher averages in most of the sample districts of Andhra Pradesh, Bihar,

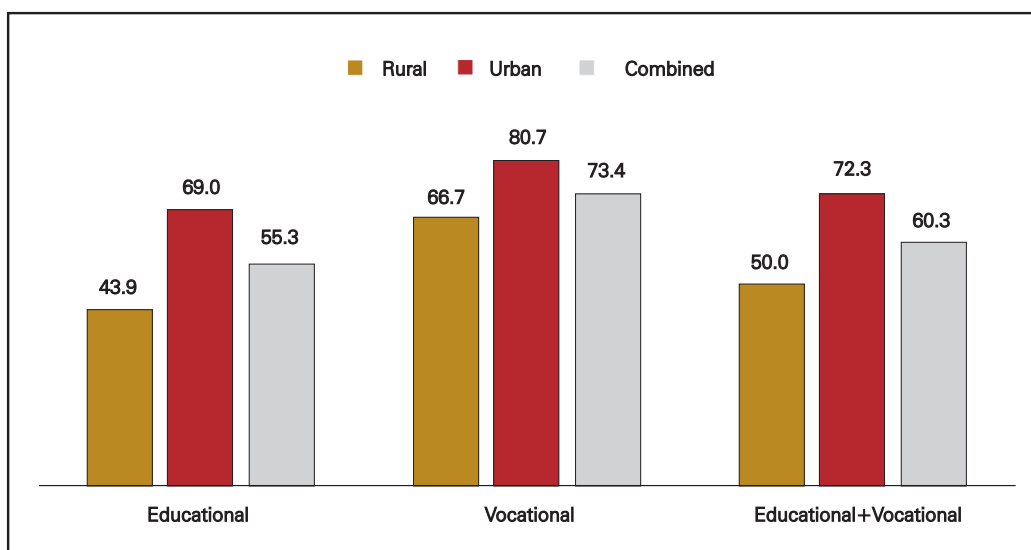
²³ Apart from teaching in some districts such as Lucknow, the teachers also work and participate in other activities of the implementing NGOs.

Chhattisgarh, Karnataka, Madhya Pradesh, and Rajasthan. As discussed in the preceding paragraphs, this is mainly taking place due to appointment of more number of educational teachers by the implementing NGOs and because of merging of the schools. In contrast, the average number of vocational teachers per school is marginally less than the required provision of one per school largely due to the vacant post in 15 per cent of the total 819 sample schools. At the district level, the post of vocational teacher is lying vacant in all sample schools of five districts (namely, Ananthpur, Bargarh, Chennai, South Dinajpur and Maldah) and further in all rural schools of 10 districts and urban schools of one district. The post lying vacant may be treated as an exception due to resignation or otherwise as all schools would like to show all the post with an incumbent rather than as vacant. Cases of posts lying vacant for a long duration due to negligence on the part of the project office or implementing agencies are few and far between.

b. Gender Distribution of Teachers

At the overall level, gender distribution of teachers suggests that a little more than 60 per cent of all the teachers are females (Figure 6.1). The proportion of female teachers is found to be higher in the case of both vocational and educational streams relative to their male counterparts. However, the relative proportion of female teachers in case of vocational stream (73%) is higher than the educational stream (55.3%). Across locations, it is observed that females constitute nearly half of the total teachers' strength of the rural schools. In contrast, in urban schools their proportion is as high as 73 per cent. Lastly, it is observed that the proportion of female teachers is less than their male counterparts only in the case of educational teachers of the rural schools. The above analysis suggests that there is a general tendency for preferring women as teachers vis-à-vis their male counterparts in many NCLP districts.

Figure 6.1: Percentage of Female Teachers in NCLP Schools



Source: Field Survey

At the district level, the proportion of female educational and vocational teachers taken together is lowest in the districts of Bihar, Jharkhand and Orissa. In Bihar, the project officials opined that it is difficult to find large number of female teachers owing to their lower educational qualifications as compared to their male counterparts. To remove the anomaly, they suggested relaxing the selection criteria for female teachers so that their appointment can be prioritised. However, in addition to relaxing the criteria of selection for female teachers, the district project officials are required to sensitise NGOs for recruiting female teachers on priority basis.

c. Class/Subject Specific Teachers

It is observed that all the special schools do not have class- or subject-specific teachers, and teachers often run classes concurrently for different levels/ages and even merge different classes into a single classroom by lumping together all children. Only 35 per cent of the total number of sample schools reported that they have a class-teacher for each class and there is a negligible rural-urban differentiation on this count. In Orissa and Tamil Nadu, the percentage of schools with a specific class-teacher is just about 2 per cent. One of the reasons for not having a specific class-teacher in a large number of schools is the type of education imparted and number of subjects taught in the special schools vis-à-vis number of sanctioned posts of educational teachers per school. In contrast, in some of the districts such as Ananthpur, Ranga Reddy, Vijayanagaram, Nalanda, Rewa, and Siddhi, about 80-100 per cent schools reportedly have class-specific teachers. This may be primarily due to merging of schools and appointment of more teachers than the sanctioned capacity by the implementing NGOs in these districts.

Apart from the lack of specific class-teachers, in some of the sample districts of Karnataka and in some centres of Ganjam district of Orissa, it was reported that there is a practice amongst the teachers to work on alternate days such that each of them has to work only for a limited number of days/hours in a week. However, this cannot be generalised, as majority of the parents interviewed reported that the teachers come to school regularly on time and teach properly in the school.

The discussion in this section has two major implications. As the enrolled children in schools belong to multiple age groups and levels, instead of lumping them together, it is better to separate the enrolled children in terms of their age and target level of mainstreaming and to impart education accordingly for mainstreaming them at the right time. This course of action should get priority over the process of unplanned mainstreaming as is being followed in many schools. This may lead to drop-outs after mainstreaming and re-joining the world of work. Secondly, the experience in Karnataka highlights the need for putting in place a proper monitoring mechanism for teachers.

d. Quality of Teachers and Teachers' Training

The quality of teachers in special schools measured in terms of their educational qualification at best can be rated as 'mixed'. At the lower end, teachers are found to be just 10th or 12th standard pass, which is the minimum eligibility criteria stipulated by the project office for selection of teachers in many districts. On the other end of the spectrum, one finds high quality teachers who have graduation, post-graduation, and even B.Ed/M.Ed degrees as in the case of sample districts of Thane, Solapur, Pakur and in some districts of West Bengal and Bihar.

However, one thing that is common amongst many teachers is that they have no formal training in education methodologies, pedagogic skills and for that matter, various ways of imparting joyful teaching and dealing with special school children. Keeping this fact in mind, the NCLP has budgetary provisions for two trainings of educational teachers during the 10th plan for improving the teaching quality in the schools. In the subsequent discussion, the performance of various districts on teachers' training front will be analysed.

In line with the guidelines, in 53 sample districts around 76 per cent of educational teachers were sent to attend the training programmes. However, of these 53 districts, teachers were sent twice to attend the training programme only in 37 districts. This in turn suggests that in a substantial number of districts, teachers' training was not given its due importance. At the overall level, the proportion of educational instructors who had received training stands out to be 50 per cent of the sanctioned strength and 56 per cent of the actual strength. Altogether, there are 13 districts which have done exceedingly well on the training front by sending all their educational teachers to attend training programme twice. These districts are Krishna, Ranga Reddy, Nagaon, Dumka, Pakur, Ganjam, Koraput, Ludhiana, Salem, Dharmapuri, Lucknow, North Dinajpur and South 24 Paraganas. In contrast to the above, 17 sample districts did not send a single educational teacher for training during the 10th plan period. The districts which have not taken up teachers' training programme at all are Ananthpur, Vijayanagaram, Araria, Katihar, Nalanda, Darbhanga, Raipur, Rajnandgaon, West Singhbhum, Bagalkot, Khargone, Mayurbhanj, Ganganagar, Ajmer, Barmer, South Dinajpur and Panchmahal.

Though the guidelines of the NCLP are silent on training of vocational instructors, in 19 districts it was reported that vocational teachers were also sent to attend training programmes. In the process, about 27 per cent of the total vocational teachers benefitted from the training programmes. Some of the districts which have taken the initiative are Krishna, Ranga Reddy, Nagaon, Sarguja, Dumka, Bangalore Rural, Salem, Ludhiana etc.

At present, in a majority of districts, teachers' training programmes are very generic in nature and are provided mostly by SSA, local NGOs, NCLP office, and in a few places, by the SLIs and UNICEF. Hence, the duration of the training programmes are very short; they range from 2-7 days. In 21 districts, where teachers were sent exclusively to attend in-depth training programmes of DIET, the duration of the training programme varied from 10–60 days. Some of the districts which have organized training only through DIET are all 11 sample districts of Uttar Pradesh, Karim Nagar, Sarguja, Rewa, Gwalior, Mandasur, Beed, Alwar, Bhilwara, Tonk, and Tirunelveli. In some of these districts, especially those in Tamil Nadu, teachers were exposed to new ideas and concepts in areas such as teaching methodology – especially multi-grade system, ABL card system, child psychology, preparation of teaching and learning material, child counselling, health education, etc. Exposure tours were also conducted to INDUS Project schools.

In general, training has a positive role in enhancing teaching capabilities of teachers. A large number of teachers viewed that training had increased their level of interest and involvement in the school apart from improving their teaching ability substantially. For instance, in the sample districts of Tamil

Nadu, training seems to have given the instructors the necessary confidence and exposure to deftly handle the social concerns of the children and has encouraged the teachers to undertake suitable improvement in the teaching material. Over time, the teachers also acquired the ability to provide basic counselling to members of the local community and parents of the children withdrawn from employment.

From the above analysis it is quite clear that in 17 districts teachers' training programmes have not been carried out at all. Of the remaining 53 districts, the frequency of teachers' training is at least two in 37 districts only. It has also been found that in a majority of districts, teachers' training is quite generic in nature, of very short duration and provided mostly by SSA or implementing NGOs, which has obvious implications on the quality of such training programmes. At least on teachers training front, funds are not a constraint as in many districts, funds are lying unutilised (as discussed in Chapter 3) because of lack of emphasis on the utility of such training programmes and absence of a concrete plan.

e. Honorarium to Teachers

As stated earlier, there is a provision of monthly honorarium of Rs. 1,500 per teacher. Most of the 819 teachers interviewed during the evaluation responded that they are receiving honorarium except in three cases. For instance, in Tirunelveli district, both educational and vocational teachers are receiving less honorarium as each school in the district has been split into two schools with a provision of one educational and one vocational teacher in each centre. As the implementing agency is hiring an extra vocational teacher for the second centre, they have reduced the monthly honorarium of the existing two educational and one

vocational teacher to meet the cost of the additional teacher. In the districts of Karnataka, many teachers after initial hesitation came out to admit that they are receiving much less than the prescribed amount, at times as low as Rs. 600-700 per month. However, every school had an appropriately maintained acquaintance register with legible signatures of the teachers as a mark of acknowledging the receipt of the prescribed salary which is countersigned by the competent authority. What was a matter of concern, however, is the fact that in most of the schools no vocational teacher was present, though salaries were supposedly paid in their names every successive month. Similarly, in South 24 Paraganas, one NGO running 11 schools in the district was found to provide less honorarium to the teachers than the sanctioned amount.

Regarding regularity of honorarium, about 88 per cent of interviewed teachers reported that they receive honorarium on a monthly basis and the rest 12 per cent reported that they receive it irregularly. Some of the districts where teachers are receiving honorarium irregularly are Araria, Ganjam, Hardoi, Banda, South 24 Paraganas and Sitapur, to name a few. In most of the sample districts of Jharkhand, teachers have not received honorarium since January 2007. The most prevalent mode of payment of honorarium is through cash and only 42 per cent teachers receive their honorarium through a cheque. Payment of honorarium in the form of cash is prevalent in almost all the districts except in 14 districts of Jamui, Nalanda, Rajnandgaon, Sarguja, Dumka, Pakur, Rewa, Gwalior, Siddhi, Ujjain, Bargarh, Dharmapuri, Mirzapur, and Sonbhadra.

Although most of the teachers are receiving the honorarium on a monthly basis, nearly 81 per cent interviewed teachers across various districts have expressed their gross

dissatisfaction with the quantum of monthly honorarium. Only in three districts of Krishna, Barmer and Bhilwara, the proportion of teachers satisfied with their monthly honorarium is higher than those who are dissatisfied. At many places, teachers opined that the present honorarium is lower than even the 'Minimum Wages' for casual workers in the state. In fact, the present rate of honorarium for teachers was fixed in 2002 and since then there has been no revision in the rates. At the district level, salary provisions for 'field officers' is Rs. 4,000 per month and that for 'clerk-cum-accountant' and 'steno' is Rs. 2,000 per month. As against this, teachers in special schools get Rs. 1,500 per month, which is equal to the salary of the helper/peon appointed in the district project office. This anomaly works as a serious demotivating factor among most of the teachers. Despite low honorarium, teachers are still teaching because of a combination of reasons such as high educational unemployment rate, neighbourhood connection, lack of proper educational qualification and most importantly, a large number of them are females- who prefer to work in the neighbourhood for lower wages.

f. Process of Teachers Appointment

There are two types of processes involved in the appointment of teachers/instructors. In 43 districts (around 61% of sample districts) such as Ananthpur, Beed, Cuttack, Nalanda and Mathura, the implementing agencies/NGOs directly select and appoint teachers in consultation with the DPO following the laid out norm of selection. However, instances of non-consultation even with DPO or community/Zilla Parishad members are also reported in some districts, such as Thane and Kolkata. In the rest 27 districts, mostly from the states of Bihar, Jharkhand, Chhattisgarh, Orissa, Tamil Nadu, and couple of districts

each from Andhra Pradesh, Uttar Pradesh and West Bengal, teachers are selected and appointed directly by the DPO but not always in consultation with community and/or Zilla Parishad members. Some of the districts in these states where the community played a proactive role in selection are Bargarh, Sonbhadra, Jamui, and all sample districts of Jharkhand. Thus, irrespective of the appointing agency, it is quite evident that community members are not always factored into the selection process.

Jharkhand is the only state where one finds most comprehensive and participatory institutional process for selection and appointment of teachers. The most notable among these is West Singhbhum where the selection and appointment process is worth noting (see Box 6.1). Usually, in the districts of Jharkhand, the EC of the NCLP fixes the minimum eligibility criteria and constitutes a selection committee consisting of prominent district level officials including PD, NCLP for selecting suitable candidates. The selection committee directs the concerned implementing agencies/NGOs to identify and prepare a list of suitable candidates from the catchment areas of the school and forward the list to the committee. In some districts, such as Hazaribagh and Dumka the selection committee advertised the post directly in the local newspaper. The selection committee interviews the identified/applied-shortlisted candidates and prepares a list of successful candidates for appointment. In Pakur, the interview was preceded even by a written test and candidates were selected on the basis of the marks of written tests and interview taken together. For overseeing the recruitment process and ensuring that the candidates identified are from local areas, block level committees are in place in districts such as Dumka and West Singhbhum.

Box 6.1:

Selection Process of Teachers in West Singhbhum District

In the West Singhbhum district of Jharkhand, a three-tier institutional structure has been put in place for selection of both educational and vocational teachers/instructors. The process starts at the PS level with the fixation of minimum eligibility criteria and constitution of block level selection committee by the EC. The minimum eligibility criteria are that the candidate should be 12th standard pass in science and must belong to the local area or from the same Panchayat where the schools are located. The block level selection committee is the most participatory in nature which comprises the Block Development Officer (BDO), or his/her representative, Child Development Project Officer (CDPO), Field Officer of NCLP, local village headman (called Munda) and Panchayat head (called Manjhi).

After its constitution, the block level committee convenes Aam Sabha of the villagers where the schools are located. In the meeting itself eligible candidates apply for the post and all applications are collected. Subsequently, from amongst the applicants, six candidates are screened in order of merit and the list is sent to the Project Director (PD), NCLP. After the screening process is over for all schools, the screened candidates are asked to appear for a written test at the district headquarters at Chaibasa. Based on the performance in the written test, a final merit list is prepared. Out of this list, top two candidates per school are selected as educational teachers subject to the final approval of the EC headed by the Deputy Commissioner-cum-Chairman, NCLP.

The selection process of the vocational teacher is almost similar to that of the educational teacher with one exception relating to the basic eligibility criteria. Unlike educational teacher, in case of vocational teacher, educational qualifications are not mandatory as more emphasis is laid on vocational skills that a candidate possesses and his/her ability to impart vocational training. Hence, in the meeting of Aam Sabha itself, the committee finalises the name of the candidates and recommends the same to the EC for approval. After approval, the PD, NCLP issues the appointment letters to the selected candidates.

The selection and appointment procedure is unique in the West Singhbhum district as it directly involves the Aam Sabha in identifying and selecting the most suitable candidates unlike in other NCLP districts of the state and elsewhere in the country.

Source: Field Survey and discussion with NCLP West Singhbhum

Lack of consultation with the immediate community has its impact on the profile of the teacher. It is therefore not surprising that about 53 per cent of interviewed teachers reported that they do not belong to the nearby towns or villages where the schools

are located. Some of the districts where not a single teacher has been selected from the nearby villages/towns were all the seven sample districts of Andhra Pradesh, Dumka, Pakur, Rewa, Siddhi, Nuapada and Salem. In Mayurbhanj district, teachers travel 30km to

reach the school largely due to transfer of experienced teachers as and when new centres are opened in the district, instead of appointing local teachers in the new schools. In contrast, 47 per cent teachers reported that they reside in the immediate catchment areas of the school.

6.3 Enrolment and Attendance

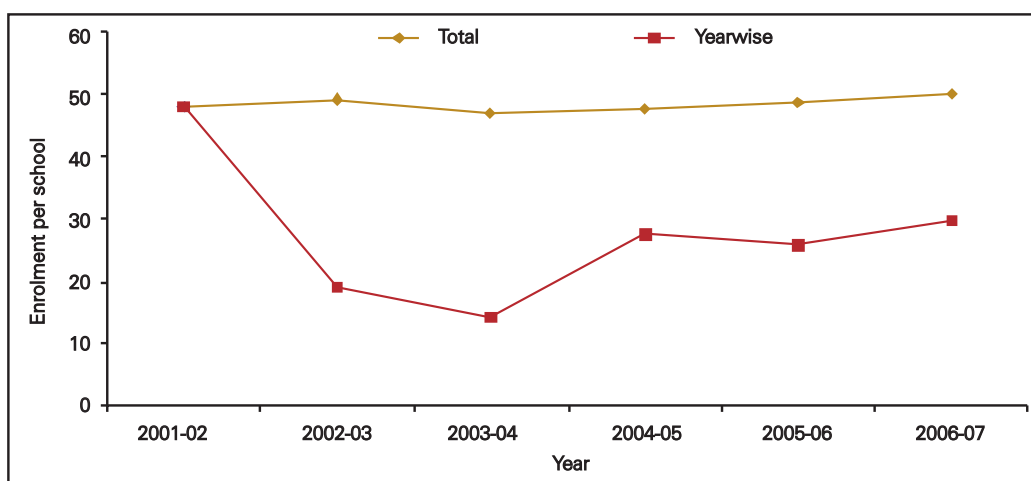
The enrolment of the children in special schools mainly depends on the incidence of child labour, particularly incidence of child labour in hazardous occupations. Hence, enrolment is expected to be done on the basis of different child labour surveys conducted in the districts. It is expected that though different child labour surveys in districts may be supplementary sources of information, final enrolment of the children in special schools must be solely based on the child labour survey specially conducted by district project offices of the NCLP. The child labour survey by the district project offices needs to be comprehensive on a periodic basis, so that the children of the age group of 8-14 years working in hazardous occupations

can be identified for rehabilitation/enrolment purposes.

As has been mentioned earlier, all the schools are running to full capacity and approximately 50 children per school are enrolled. In all, 119,461 children were enrolled in 2,456 schools across 70 sample districts in the year 2005-06. Although the total enrolment in schools is 50 on an average, the year-wise fresh enrolment varied widely, both across districts and years. The year-wise fresh enrolment mainly reflects and depends on the extent of mainstreaming of children in the previous years. Average number of year-wise fresh enrolment varied from 48 in the initial year of 2001-02 to as low as 15 in the year 2003-04 (Figure 6.2). This essentially implies that mainstreaming of children was the least in the year 2003-04.

The gap between the two lines in Figure 6.2 shows the year-wise extent of average number of children continuing in the special schools from previous years. Except for the initial year of 2001-02, when the fresh

Figure 6.2: Average per-School, Total and Year-wise Fresh Enrolment of Children



Source: Field Survey

enrolment was equal to the total enrolment in all the schools, the average number of fresh enrolment never exceeded 30 students per school. This also reflects that the maximum average number of mainstreaming per school has been to the extent of 20 per school. District-wise figures show that in some districts such as Lucknow, Thane, Ganjam, Saharanpur, West Singhbhum, Solapur, Mayurbhanj and Bangalore Urban, the year-wise fresh enrolment has been less than 15 children per school. In these districts, most of the children are retained in special schools for three years and fresh enrolment takes place only after their mainstreaming. Most of the districts which have high replacement rates of children in the special schools are mainly the 10th Plan districts. Appendix Table VI. 3 provides the average total and year-wise fresh enrolment in all the 70 sample districts.

As mentioned above, 119,461 children were enrolled in 2,456 schools across 70 sample districts in the year 2005-06. Out of these 42,806 children are enrolled in 819 sample schools from the 70 districts. In all, more than 50 per cent of the total enrolled children in the sample schools are girls. The proportion of girls to boys at the all-India level is higher implying higher proportion of girls' enrolment in comparison to boys' enrolment, both, in rural as well as urban areas (see Table 6.3).

Here, it is important to note that in many districts such as Jamui, Dumka, Pakur, Raichur, Thane, Beed, Koraput and many districts in Rajasthan, the whole process of enrolment has not been in the true spirit of the NCLP objectives. In these districts, the project society and the special schools consider the rehabilitation of children as a

Table 6.3: Enrolment and Attendance by Sex and Rural-Urban Locations

Enrolment and Attendance	Boys	Girls	Total	Proportion of Girls to Boys
Total Enrolment				
Rural	10876	11990	22856	1.10
Urban	9745	10202	19950	1.05
Total	20621	22192	42806	1.08
Attendance on the day of Visit				
Rural	7979	9274	17222	1.16
Urban	6623	7353	13976	1.11
Total	14602	16627	31198	1.14
Attendance rate on the day of Visit				
Rural	73.36	77.35	75.35	1.05
Urban	67.96	72.07	70.06	1.06
Total	70.81	74.92	72.88	1.06

Source: Field Survey

three-year course. This is evident from the fact that the NCLP schools enrol (and also mainstream) children only once in three years. As a result, the enrolment figures in these districts go down by one-third in comparison to that in other districts over a long period of time (five or ten years). This understanding of the special schools, and the enrolment and mainstreaming of children is certainly fallacious as the NCLP objective advocates a dynamic process of enrolment and mainstreaming on a yearly basis.

On an average, the attendance rate (on the day of the evaluation team's visit to the school) in special schools at the all-India level is 73 per cent. In general, the attendance rate is higher among girls (75%) than among boys (71%) and it is higher in rural areas (75%) than in urban areas (70%). The attendance rate is lowest among boys in urban areas (68%).

A similar trend is observed in the school register for the preceding month from the date of present survey, though the school registers show a higher attendance rate of both girl as well as boys during the same period. Here, it is important to note that the dates of the visit to schools were pre-announced and were made known to the district project office as well as the schools. There is a possibility that all the children present on the day of visits to the schools may not be regular in the schools and even the 70-75 per cent rate of attendance, as observed, was the result of some extra efforts made by the school authorities to contact the parents/children and ask them to attend the school on the day of the visit of the evaluation team. If such margins are allowed, the attendance rates will fall to somewhere around 65-70 per cent or even lower. This implies that in a school of 50 children, only 30-35 or fewer students are attending the schools on a regular basis.

Hence, though the schools are reported to be running to full capacity of children in terms of enrolment, the actual number of children attending the schools is far less than the total number of enrolment and attendance shown in school registers. However, in many districts, the attendance rates on the day of the visit were found to be very low. In at least 15 districts, the attendance rate was less than 60 per cent while in three districts, it was less than 50 per cent (see Appendix Table VI.4).

Although 65 to 70 per cent attendance rate is considered fairly good for a school in general, this kind of attendance rate is certainly not satisfactory for a 'special school' meant for rehabilitation of child labourers. Any shortfall in the attendance in these schools should be considered as a failure on the part of the district project authority and school management in locating the children and retaining them at schools. Interestingly, none of the school reported any significant drop-out of children before the point of their mainstreaming to the formal system of SSA. However, a major fraction of enrolled children who are perennially absent from schools may be largely considered as drop-out children as there is a high possibility that they will rejoin the labour markets.

Given the reality of high magnitude of drop-outs, it is very important for the project authority both at the district as well as school level to know whether the children absent from schools are perennially absent. It is important to understand who these children are and why they are absent. And if they are absent from school, what activities they are engaged in. This leads to the question of whether the children identified and enrolled in special schools belong to the target group of the NCLP. If yes, then to what extent? Answers to these questions are important

from the point of view of reaching out to the real target group and making the special school a rehabilitation centre in the true sense for the needy. In order to answer some of these questions, the following paragraphs discuss the quality of enrolment in these schools.

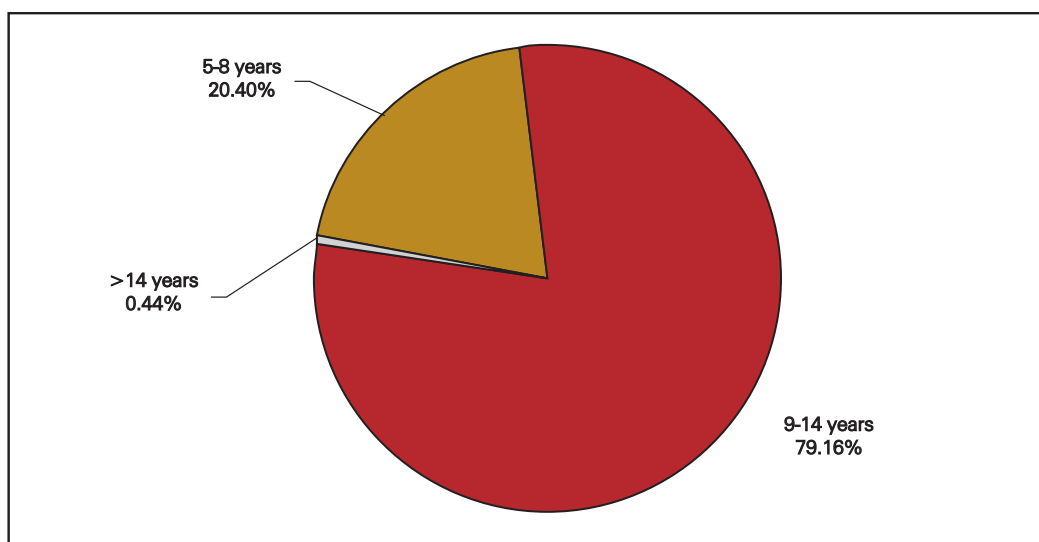
6.3.1 Age and Sex Distribution of Enrolled Children

The NCLP special schools are supposed to enrol children in the age group of 9-14 years who have been working as child labourers in hazardous occupations. A survey of the randomly selected 10 children from all the sample schools in sample districts suggests that this criterion of enrolment has been grossly neglected in almost all the schools. Although all the schools in the district in general and the sample schools in particular show full strength of enrolment, children belonging to the 9-14 years age group constitute only 79 per cent of the total enrolment (Figure 6.3). This proportion is

further low in rural areas. Approximately, 33 per cent of the enrolled children belong to the 5-8 years age group. These children, even if identified as child labourers, should have been mainstreamed directly to the SSA instead of being enrolled in special schools.

The level and pattern of contamination in terms of non-target age groups is almost the same across boys and girls, but widely differs across different districts. It is surprising to note that a higher number of the 9th Plan districts reported contamination at a higher level as compared to the 10th Plan districts. Among the districts, highest degree of such contamination was found in the district of Sarguja, where more than 40 per cent of the enrolled children were from the non-target age group (Table 6.4). Besides, Sarguja, another 11 districts such as Mayurbhanj, Cuttack, Rajnandgaon, Panchmahal, Nalanda, West Singhbhum, Nanded and Nagaon, all have more than 30 per cent of the children outside the target group. The best

Figure 6.3: Percentage Distribution of Enrolled Children by Age Group



Source: Field Survey

Table 6.4: Name and Number of Districts with Percentage of Children Outside the Target Age Group

% of Children outside the Target Age Group	Name and Number of Districts		
	9 th Plan Districts	10 th Plan Districts	Number of Districts
>40	Sarguja	-	1
30-40	Ananthpur, Nalanda, Rajnandgaon, West Singhbhum, Bangalore (U), Cuttack, Mayurbhanj	Nagaon, Panchmahal, Nanded, Bhilwara	11
20-30	Karim Nagar, Nellore, Vijayanagaram, Visakhapatnam, Jamui, Bangalore (R), Raichur, Mandasur, Ujjain, Thane, Ganjam, Ajmer, Alwar, Tonk, Saharanpur, South 24 Paraganas, South Dinajpur	Araria, Katihar, Raipur, Hazaribagh, Bagalkot Barmer, Khargone, Siddhi, Ganganagar, Hardoi, Sitapur	28
10-20	Ranga Reddy, Dumka, Pakur, Ludhiana, Salem, Tirunelveli, Varanasi, North Dinajpur	Krishna, Darbhanga, Purnia, Kolar, Rewa, Beed, Chennai, Banda, Ghaziabad, Lucknow, Mathura, Kolkata	20
5-10	Gwalior, Solapur, Bargarh, Dharmapuri,	Sonbhadra	5
<5	Koraput, Nuapara, Mirzapur,	Fatehpur, Malda	5
Total number of Districts	40	30	70

Source: Field Survey

performing districts in this regard are Gwalior, Dharmapuri, Bargarh, Sonbhadra, Koraput, Fatehpur, Malda, Nuapada and Mirzapur, where less than 10 per cent of the enrolled children belonged outside the target age group.

In addition to this, 28 districts reported contamination in the range of 20-30 per cent and 20 districts in the range of 10-20 per cent. Altogether in nearly 60 per cent districts, the proportion of total enrolment from the target groups was in the range of 70 per cent or less.

6.3.2 Child Labour Status of Enrolled Children

Apart from the fact that a significant proportion of enrolled children are not in the target age group of 9-14 years, interviews conducted with children and their parents revealed the fact that an astonishingly high proportion of enrolled children were not child labourers before their enrolment in the schools. The proportion of enrolment of non-child labourers at the national level is around 30 per cent (Table 6.5).

Table 6.5: Percentage of Child Labour to Total Enrolment in Different Districts

Classifications	Children working before enrolment	Parents reporting the work of children as hazardous	Parents reporting long working hours for children	Parents reporting the work as not suitable for children
Periodicity of NCLP				
9 th Plan	68.65	6.62	9.75	3.33
10 th Plan	71.31	8.26	6.49	6.90
Locations of Schools				
Rural	64.87	8.68	8.20	5.08
Urban	75.57	6.05	8.43	4.71
Sex of Children				
Boys	69.07	7.14	7.87	4.90
Girls	70.51	7.75	8.71	4.91
All	69.83	7.46	8.31	4.91

Source: Field Survey

If the situation with regard to child labourers from hazardous occupations is evaluated, the proportion is as low as just 7-8 per cent as per the perception of the parents of children. It is quite possible that the parents may not perceive all the occupations as hazardous as classified by the MoLE. However, even if the situation is evaluated by a flexible standard and the parents are asked if the work was suitable for their children, only 5 per cent parents report that the work was not suitable for their children. Similarly, only 8 per cent parents report that their children had long working hours at the workplace before their enrolment in the schools. In any case, even if the parents' and childrens perception is discounted by a big margin, it is certain that a significant proportion of enrolled children in the special schools were not child labourers in hazardous occupations before their

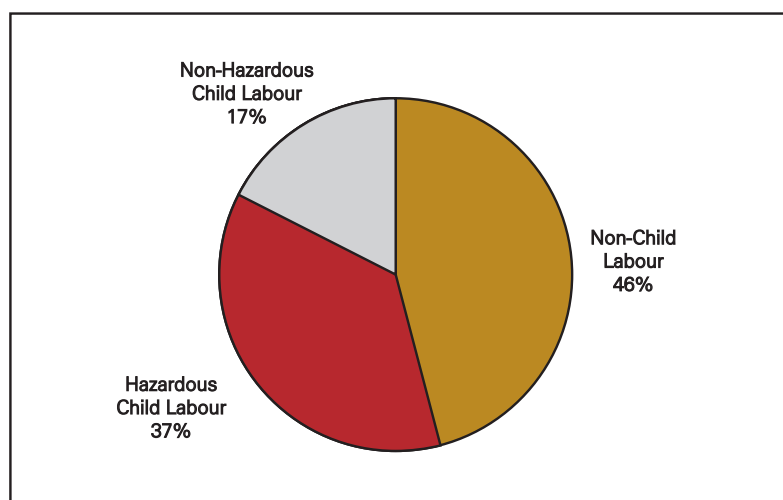
enrolment. Liberal estimates of percentage of children from hazardous occupations are seen to be around 25 per cent²⁴ of the total enrolled children in these schools. The situation certainly exhibits a serious flaw in targeting and the overall implementation of the programme.

The problem of targeting gets further compounded, if the situation is evaluated on the basis of age group and child labour status of the children taken together (Figure 6.4). It is estimated that less than 20 per cent of the total children belong to the 9-14 age group with working status in hazardous occupations.

The problem related to enrolment of children in the special schools from non-target groups arises mainly because of three reasons. a) The number of sanctioned schools and hence the

²⁴ This is based on identification of occupations and processes the children were engaged in before their enrolment to special schools.

Figure 6.4: Percentage of Total Enrolment by Child Labour Status within the Target Age Group



Source: Field survey

total capacity in the sanctioned schools is higher as compared to the number of child labourers identified in the districts through the child labour survey. b) Even if the districts claim to have identified sufficient number of child labourers to feed the sanctioned schools, the list may be contaminated in terms of age of children. c) The child labour survey may have identified sufficient number of children but all the identified children might not be working in hazardous occupations. As regards the first problem, some of the district project officials also claim that since there has been significant time gap between the child labour survey and enrolment of children, many child labourers identified in the survey migrate while some other grow up in the age groups of more than 14 years in the interim period. Ultimately, it becomes very difficult to identify sufficient number of child labourers at the time of actual enrolment.

This first problem as mentioned in the above paragraph can be tackled through a dynamic

process of child labour survey and/or updating the list on a yearly basis. The second and third problems can be tackled only by significantly improving the quality of the survey. The methods of conducting scientific child labour survey must lay sufficient emphasis on a scientifically designed DCF and a scientific sample design. Such a survey may concentrate on identifying the children in a sequential manner going down from high concentration to low concentration areas. Further, sufficient attention should be paid on training of investigators and project officials at different levels. A small research team constituted at district levels with members from some research backgrounds may be of immense help in this regard.

6.3.3 Targeting Vulnerable Groups

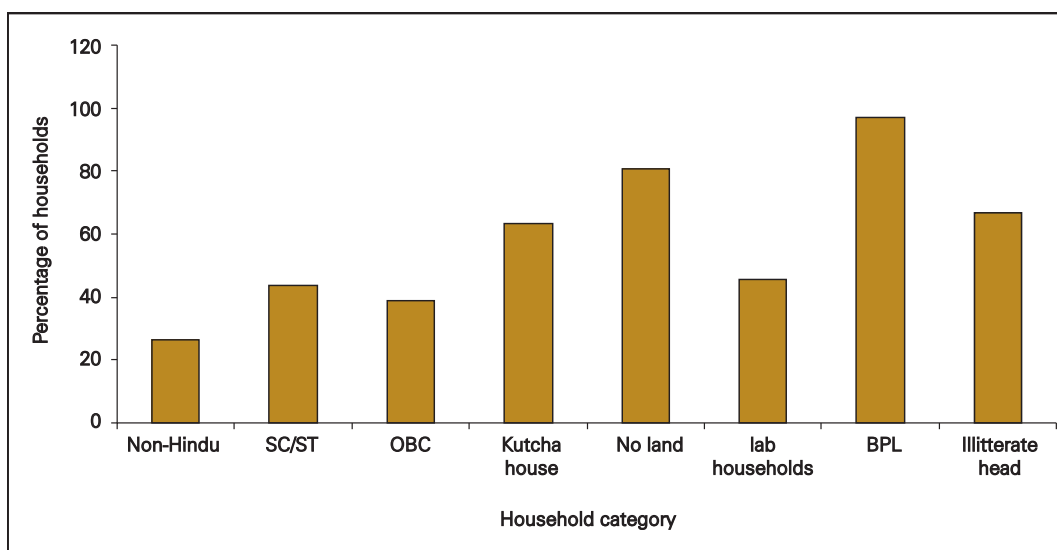
Targeting of enrolment in terms of reaching vulnerable groups has been fairly satisfactory in almost all the districts. Most of the enrolled children belong to some of the most vulnerable groups of the society. Among all

the children enrolled, approximately 26 per cent belonged to non-Hindu families, while approximately 44 per cent children belonged to SC/ST families alone (Figure 6.5).

An additional 39 per cent of the enrolled children belonged to OBC households. In addition to religion and caste affiliation of the

good. However, it is evident from the data that approximately 10 per cent households belonged to some better-off categories. Juxtaposing this fact with the age group and child labourer status of the children (as discussed in the above paragraphs), it is quite possible that many of the enrolled children not belonging to child labourers category

Figure 6.5: Percentage of Households Whose Children are Enrolled in Special Schools, Categorised on the basis of Socio-economic Parameters



Source: Field Survey

households, the targeting is also satisfactory in terms of many economic parameters. Approximately, 63 per cent households owned a kachcha house and more than 80 per cent households are landless. Fathers of more than 46 per cent children are manual and casual labourers and approximately 97 per cent of the household belonged to BPL category. Similarly, 67 per cent of fathers of the enrolled children were illiterate or having only non-formal education.

The socio-economic conditions of the households of the enrolled children clearly indicate that the targeting has been fairly

may have come from these better-off households. In fact, the provision of stipend and some other facilities in the special schools has attracted many poor parents to send their children to these schools. However, given the high incidence of enrolment of children from the non-target age group and non-child labourer status, many children from the lower socio-economic status may also belong to the non-target group. In both the cases, enrolment of children belonging to non-target group is nothing but deprivation of the real target group of the opportunity to be rehabilitated.

6.4 Mainstreaming and Follow up

Mainstreaming of enrolled children in special schools to the formal education system, particularly to SSA, is one of the prime objectives of the NCLP. In addition to this, the children after attaining the age of 14 years are supposed to be mainstreamed into formal labour markets either as wage labourers or self-employed. So far, the data available on mainstreaming shows that the children have been more or less mainstreamed only to SSA.

Data collected from the MoLE shows that up to March 2007, approximately 450,000 children from the special schools have been

mainstreamed at the all-India level. No detailed break-up of this information is available. However, some detailed information on mainstreaming was collected by the evaluation team from the district project offices and it was found that out of 70 sample districts, so far mainstreaming of children has taken place only in 50 districts. Rest of the 20 districts have started NCLP project only during 2006-07 and no mainstreaming has yet taken place in these districts. These 50 schools mainstreamed approximately 128,000 children during the 10th Plan period. The average annual mainstreaming rate comes to 14 children per school for the 10th Plan Period, which varies from a low of 5 children per school in 2006-07 to 20 children per school in 2003-04 (Table 6.6).

Table 6.6: Total Enrolment of Children and Different Estimates of Mainstreaming Rates

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Total
Total Children Mainstreamed	17561	23393	27756	27429	27607	4073	127819
All 70 districts							
Number of schools	1317	1406	1391	1700	2456	785	9055
Number of children enrolled	63366	69142	65348	80822	119461	39353	437492
Number of yearly additional enrolment	63366	26930	20136	46993	63511	23308	244244
Schools where any mainstreaming has taken place							
Number of schools	967	1204	1211	1406	1649	390	6827
Number of children enrolled	44624	57764	58512	66154	78587	20014	325655
Number of yearly additional enrolment	44624	25312	20316	36209	35496	9543	171500
Mainstreaming rates for all 70 districts							
Per school	13.33	16.64	19.95	16.13	11.24	5.19	14.12
% mainstreamed to total enrolment capacity	27.71	33.83	42.47	33.94	23.11	10.35	29.22
% mainstreamed to yearly additional enrolment	27.71	86.87	137.84	58.37	43.47	17.47	52.33
Mainstreaming rates for school reporting any mainstreaming							
Per school	18.16	19.43	22.92	19.51	16.74	10.44	18.72
% mainstreamed to total enrolment capacity	39.35	40.50	47.44	41.46	35.13	20.35	39.25
% mainstreamed to yearly additional enrolment	39.35	92.42	136.62	75.75	77.77	42.68	74.53

Source: Field Survey

Since all the schools do not enrol fresh children every year, the mainstreaming rate comes to be 52 per cent for the total additional enrolment in all the 70 schools. However, this figure is misleading in the sense that a large number of schools retain the children for three continuous years before mainstreaming them only at the end of three years. This practice reduces the yearly enrolment capacity of the schools and raises the mainstreaming rates in a particular year to the extent of 100 per cent. If the total enrolment figures are considered on a cumulative basis, the real mainstreaming rate comes down significantly to 29 per cent. Mainstreaming rate as a percentage of mainstreamed children to total enrolment in the schools varies from 10 per cent in 2006-07 to 42 per cent in 2003-04.

As has been mentioned earlier, 20 out of 70 schools did not report a single mainstreaming as they have started NCLP only during 2006-07. Hence, the mainstreaming has taken place only from the rest 50 districts. For these districts, the mainstreaming rate comes to be 19 children per school, which is equal to approximately 39 per cent of total cumulative enrolment during the 10th Plan.

However, all-India figures do not hold true for all the districts. There is a great deal of variation in mainstreaming rates across districts. First of all, apart from 25 districts which did not report any mainstreaming, 8 districts viz. Siddhi, Nagaon, Thane, Mathura Beed Ghaziabad, Raipur and Saharanpur reported less than 10 per cent of mainstreaming. The mainstreaming rate is less than 20 per cent in 10 districts (see Appendix Table VI.5). In contrast to these, districts such as 24 South Paraganas, Visakhapatnam, Vijayanagram, Mayurbhanj and Ananthpur reported more than 80 per cent of mainstreaming to total enrolled

children. For many other districts, the mainstreaming rates to total fresh enrolment is much higher, but considering the year-wise cumulative figures of total enrolment capacity during the 10th Plan, the actual mainstreaming in these districts comes to a modest rate of 25-40 per cent or so.

6.5 Functioning of NCLP schools

The NCLP guidelines clearly mention that the special schools are not just an educational centre for the children but these should function as a rehabilitation centre for child workers. Keeping this as the prime objective, the NCLP aims at providing opportunities to children who have been deprived of their childhood because of various socio-economic factors. Among such efforts, provision of food & nutrition, health check-ups, conducive environment to study, learn and play, and skill development are important. The special schools are supposed to carry out these activities in coordination with and support from the community. Implementing agencies at the grassroots levels play an important role in meeting these objectives effectively. The present section tries to evaluate the functioning of special schools on a day-to-day basis.

6.5.1 Basic Carapace of the Functioning of Schools

This section evaluates the basic requirements of the schools such as curriculum being followed, timing of schools, and maintenance of different records.

a. Curriculum

The curriculum of special schools assumes importance for the purpose of smooth transition to formal schools. As per the guidelines, the special schools are supposed

to follow a mixture of both formal and non-formal pattern of education taking into account the diverse background and skill sets of the enrolled children. Accordingly, the onus lies on the district level project authority and implementing agencies to develop an appropriate curriculum by associating state and/or district level agencies with an aim to mainstream the children into formal education system as soon as they are ready

or within a maximum period of three years. In contrast to above, it is observed that most of the special schools (66%) in the country are following the formal curriculum of standard I to V aimed at matching with the requirements of the SSA or government primary schools. Of the remaining 34 per cent schools, 24 per cent follow only non-formal curriculum and 10 per cent follow a mixture of both formal and non-formal curriculum (Table 6.7).

Table 6.7: Distribution of Special Schools by Curriculum and Agency

Particulars of Curriculum	Rural	Urban	Total
% of Schools			
Following formal Curriculum	73.5	58.2	66.4
Following Non-formal Curriculum	18.1	30.4	23.8
Following both formal and Non-formal Curriculum	8.4	11.4	9.8
Having developed Curriculum By			
State Level Agencies	69.6	67.5	68.6
District Education Department	20.9	19.6	20.3
Others	9.5	13.0	11.1

Source: Field Survey

District level scenario suggests that a formal curriculum was widely followed in a majority of districts (Appendix Table VI.6). However, a few districts do follow both formal and non-formal curricula as per NCLP guidelines either in all or in a majority of schools. Some of these districts are Vijayanagaram, Nagaon, Gwalior, Solapur, Dharmapuri, Chennai, Bangalore Urban, Mandasur, Ujjain, Salem and Kolkata. There are still some districts such as Panchmahal, Krishna, Karim Nagar and Visakhapatnam where emphasis is primarily on non-formal curriculum.

As most of the schools are following the formal curriculum, the course contents of the curriculum are similar to that of SSA schools

or primary schools. The subjects taught in the special schools are English, Hindi, Mathematics, Science, Social Sciences, Geography and the Vernacular Language. Some of the schools arrange to teach Environmental Education, General Knowledge, Behavioural/Moral Education and Conduct, Physical Training and Yoga. Another interesting aspect which emerged during evaluation is that children are enrolled often in the same class i.e., in class I without giving any attention to either age of the children or the class to which they were being targeted for mainstreaming.

As far as designing of curriculum is concerned, it was reported that for nearly 70

per cent of the special schools, the curricula were designed and developed by state level agencies such as SCERT, SSA, and State Education Board, etc. In the remaining 30 per cent of the special schools, the districts level agencies such as DIET, DRU, education department, etc. were involved in developing the school curriculum.

On an average, most of the schools do not want any experimentation with the existing pattern of formal curriculum being followed in their respective schools, as in their view, it facilitates smooth mainstreaming of the children to class VI. This is evident as majority of the teachers in schools (55%) responded that formal curriculum is most ideal from the perspective of better education and mainstreaming. Only 31 per cent of the teachers responded that a mix of both formal and non-formal education is ideal. According to them, while a formal curriculum is important for preparing the children for a formal schooling system, activity based non-formal curriculum is very important for the overall development of the children.

The above discussion and interviews with children and teachers revealed that no systematic curriculum is being followed across all the NCLP schools at present. Further several types of agencies are also involved in the preparation of curriculum. Thus, it is of utmost priority to evolve a standardized curriculum and syllabus for special schools keeping in view the local situation in mind. The standardised curriculum thus developed should necessarily be a mix of formal and non-formal curricula. This implies following a formal curriculum in an informal way so that the fifth level standard could be attained by the enrolled children in a varied time period depending upon the learning capacity of the children. The curriculum should necessarily

be aimed at mainstreaming the children in Class VI and exposing them to some basic vocational skills.

b. Maintenance of Records

Record maintenance at the school level is important from the point of view of understanding the functioning of the schools and also for monitoring purpose. These records show the frequency of visits by the monitoring authority, attendance of children, regularity of staff, interaction of teachers with parents and community, etc. In addition, these records also give a good idea of the quantity, quality and regularity of deliverables on the one hand, and indicate the scope of improvement in the functioning of the schools, on the other.

All the special schools in the sample districts, however, do not seem to be serious on this front. Although almost all the schools maintain attendance register and staff register, not all the schools maintain admission registers, visitors' registers, medical registers, parent-teacher meeting registers and mid-day meal registers. Percentage of the schools maintaining medical register (record of health check-ups of children) is as low as 52 per cent with only 46 per cent in rural areas. This again shows that health check-up of children is not undertaken at all in as high as 48 per cent of the schools. Similarly, maintenance of records and registers related to admission of children, visitors, parent-teacher meetings, and even mid-day-meal is also poor (Table 6.8).

Another issue is that in some of the schools though records are maintained they are not updated regularly or shows inconsistent entries. Some of these districts are Ananthpur, Raipur, Fatehpur and all the sample districts of Karnataka. In Karnataka,

Table 6.8: Percentage of Schools Maintaining Different Registers of Records

% of Schools Maintaining	Rural	Urban	Total
Attendance register	99.5	98.9	99.3
Staff register	99.5	98.7	99.1
Admission register	86.8	82.4	84.8
Visitors' register	83.6	84.6	84.1
Medical register	45.7	59.0	51.8
Parent -teacher meeting register	64.1	69.4	66.5
Mid-day-Meal register	72.3	83.0	77.2

Source: Field Survey

lack of proper maintenance of records can be linked to two important factors: (a) absence of proper facts which needed to be recorded in order to support the claims made for reimbursement of the costs, (b) absence of facts could be in turn due to presence of many invisible children claiming to have been identified and enrolled in special schools. In most of the districts in Karnataka, improper record maintenance is also linked to the practice of the DPO to disburse the costs and salaries once in three months. In most of the cases, a sense of urgency to update all the records arises only prior to the three-monthly deadlines for encashment.

Although maintenance of all these registers and records are important from the point of view of functioning of the schools, failure in maintaining 'admission and visitors' registers, 'parent-teacher meeting' registers and 'mid-day-meal' registers can be considered as an utter neglect of duties on the part of the school authority as well as implementing agencies. This concern has also not been taken care of during normal monitoring carried out by the project officials. Maintenance of these four registers is relatively satisfactory in older (9th Plan)

districts vis-à-vis newer (10th Plan) districts (Appendix Table VI.8). Since the 10th plan districts are comparatively new in running the schools, it is expected that they will gradually develop the system of recording and reporting.

Despite the above problem, some districts such as Jamui, Sarguja, Dumka, Singhbhum, Nuapada and Solapur nevertheless maintain updated and consistent records of their activities. In Solapur, it was pointed out, that the record maintenance is excellent because of rigorous supervision and guidance by the DPO. Thus, for better maintenance of records, active monitoring of the project official is necessary and the DPO should ensure that not a single implementing agency is lacking on this front.

c. Timing of school

The NCLP allows some amount of flexibility in terms of timing and duration of schools to the project societies/implementing agencies. The NCLP guidelines clearly mention that "the timing of the schools should be adjusted to suit the convenience of the children who are the target of the project". At the implementation level, in the case of nearly

70 per cent of the schools, the DPO decides the timing of the schools, whereas in 30 per cent of the schools the implementing agency decides the school timing depending on local situation.

In general, schools are supposed to be open throughout the year except on Sundays and public holidays.²⁵ Usually, the schools follow two types of time table – one during the summer season and the other during the winter season. In general, school timing during summer is from 6.30/7.00 am to 11.30/12.30 am and in winter, it is 10 am to 4 pm. However, in some places, the winter time is from 8.00/9.00 am. to 1.00/2.00 pm. This includes the half an hour break for mid-day meals. In general, the school timings throughout the country follow a typical working hour pattern rather than following any innovative approach to suit specially the erstwhile child labour i.e. the target group of the project. For any improvement on this front, it is essential to discuss the timing pattern with parents of the enrolled children, particularly during the parent-teacher meetings.

6.5.2 Delivering Facilities and Services to Children

Since the special schools of NCLP are considered as complete rehabilitation centres, the schools are supposed to deliver an array of basic facilities and services to the enrolled children. These facilities and services are related to formal/informal education, provision of reading and learning materials, food and nutrition, stipend, regular health check-up, vocational training etc. Some of these facilities are supposed to be available

at the school levels to benefit all the children collectively while the others have to be delivered to the children on individual basis. The current section evaluates the availability of these facilities and services both in terms of quantity as well as quality.

a. Teaching and Learning Materials

Different kinds of teaching and learning materials are the most basic facilities which schools are supposed to provide. These include sufficient number of good quality black boards, chalk and dusters, wall posters, educational and vocational kits and the likes. Among these, availability of blackboards and educational kits are of crucial importance as the same impacts the quality of education in schools in a significant manner. The following paragraphs provide an account of availability of these facilities in the sample schools.

Average number of blackboards per school is approximately two with a slightly higher number in the schools located in urban areas. In the urban areas, the average number is 2.18 as against 1.98 blackboards per school in rural areas. This essentially implies that lesser number of schools located in rural areas have at least two blackboards as compared to that in urban areas. In urban areas, the percentage of schools having at least two blackboards is 70 per cent as against only 66 per cent in the rural areas. It was found that in many schools, blackboards are not of good quality. Altogether, only 29 per cent per cent schools reported that the blackboards in the schools are of good quality. Approximately 56 per cent schools reported satisfactory quality of the blackboards (Table 6.9). Further, in many schools, there is a mismatch between the number of classrooms and the number of blackboards.

²⁵ In a few districts, such as Ranga Reddy, Hazaribagh, and Cuttack; schools are closed during summer vacation as per the decision of the project authorities.

Table 6.9: Details about Schools with Different Teaching and Learning Materials

Teaching and Learning Material	Rural	Urban	Total
Average number of blackboards	1.98	2.18	2.07
% of Schools having			
Two or more blackboards	66.67	70.63	68.5
Good quality blackboard	26.37	32.80	29.40
Satisfactory quality	58.67	53.06	56.03
Chalk/duster with sufficient quantity	89.07	93.07	90.95
Wall poster for display	58.05	72.22	64.59
Equipment required for vocational education	51.93	72.75	61.54
Educational kits	51.25	61.38	55.92

Source: Field Survey

The survey data clearly indicates that more than 15 per cent schools (with a slightly higher proportion in rural areas) have very poor quality of blackboards. These schools are located mainly in the districts of Banda, Raichur, Kolar, Dumka, Mayurbhanj, West Singhbhum, South Dinajpur, Nanded, Jamui and a few other districts. Even in a few 9th Plan districts such as Dumka in Jharkhand and Jamui in Bihar, blackboards in most of the schools were found to be of extremely poor quality. This obviously indicates that in these districts blackboards have not been replaced as frequently as required to maintain the quality.

Other teaching materials such as wall posters and educational kits are available only in 60-65 per cent schools. Schools located in urban areas have better access to both of these two types of teaching materials as compared to the rural schools. Similarly, urban schools are better equipped with chalk and dusters than the rural schools. Vocational kits are available in more than 70 per cent of the urban schools, while rural schools have significantly less

access to these materials. Even in urban schools vocational materials are very basic in nature like thread, cloth, needle, sewing machine (in few schools), material for chair and mat making, etc. For instance, in Jamui instead of vocational material, the DPO provides a fixed amount of Rs. 300 per month per school to NGOs for purchasing vocational material. There is also some difference observed in the quality of the vocational kit across rural and urban areas.

On an average, the schools are not fully equipped with basic teaching and learning materials (Box 6.2). Moreover, there is a clear-cut divide between the rural and urban schools in terms of availability of these materials. Teachers are particularly dissatisfied with the availability of blackboards and vocational kits.

Box 6.2 illustrates how non-availability of learning materials regularly creates a sense of frustration among the special school children and leads to ineffective mainstreaming process.

Box 6.2:

Lack of Learning Materials leads to Ineffective Mainstreaming

Reshma was mainstreamed from Balshramik School of Biharsharif in Nalanda during 2006. Both her parents are casual labourers who work normally for 15 days in a month. Both are illiterates. Reshma used to work in a *dhaba* (tea shop) before her parents sent her to the school. Her family income is barely Rs. 2000 a month or sometimes even lesser. When working at *dhaba*, she contributed Rs. 300-350 to her family income with no expenditure of her own for food and clothing. Presently, she is 15 years old and doing almost nothing after dropping out from the local elementary school.

She was admitted to the NCLP school during 2004. After sometime, she was provided with two books and some writing materials from the school. After that she did not receive any new learning materials. She carried these teaching and learning materials to the school for three years. She told the research team "hum ye kitaben padh chuke hain aur hame sab jabani yad tha, parantu school se hume nai kitaben nahin milee. Hum apne baba ko bhi bole the par use bhi kitaben nahin Kharade the" (I read and learnt these books quite well but got no new books from the school, I also told my father to purchase new books but he also did not buy any).

She was mainstreamed to the local elementary school in Class V. However, she was not able to understand the formal syllabus and course materials. Reshma mentioned that she could not read all that was being taught in the school. After attending the school for about 10 months, she stopped going to school. Such an instance definitely warrants a renewed emphasis on the provision of teaching and learning materials for the special school children.

Source: Field Survey

b. Vocational Skills

Vocational training in special schools assumes importance mainly because of two reasons. First, the children enrolled in the schools are in the grown-up age group of 9-14 years and a number of these children might join the labour market after mainstreaming. In such circumstances, training taken in the special schools may be very useful for them. Second, since the special schools are primarily meant for the withdrawn child labourers, many children might have previous experience and could further pursue the same for increasing their prospect of getting employment. Hence, these children may take interest in vocational training which could be quite

useful to them once they are mainstreamed into the labour market directly. In order to take care of this, NCLP provides one master trainer at each district project office and one vocational instructor at each school.

As has been discussed above, 85 per cent of the schools have appointed the required vocational teachers, though only 18 districts have appointed a master trainer so far. However, presently only 78 per cent schools (85% in urban and 71% in rural) are able to provide vocational training to students (Table 6.10). Approximately, 33 per cent of the schools, both in rural as well as urban areas report that the course content of the vocational training was decided by the district

Table 6.10: Details of Vocational Training in Special Schools

% of Schools	Rural	Urban	Total
Currently imparting vocational training	71.42	84.92	77.65
Reporting vocational training relevant for market	82.05	85.27	83.67
Having trained teachers for vocational training	65.07	73.52	69.34
Where the curriculum is decided by the project society	32.7	30.31	31.5
Reporting at least a quarterly visit of master trainer	22.54	39.25	30.97
Per school average number of children benefitted during 2001-2006	32.54	63.21	45.17

Source: Field Survey

project office, while others managed to develop some course with the help of the implementing agencies and vocational teachers. Average number of children per school benefitted by vocational training during the 10th Plan has been only 45 (33 in rural and 63 in urban).

At present, in a large number of schools tailoring-stitching-sewing-embroidery is the most prevalent vocational training being imparted. Some other vocations in which trainings is being imparted are handicrafts, drawing, painting, *mehendi*, *dona* making, candle making, jute work, weaving, coir-mat making, envelope making, book binding, soft toy making, ornament and jewellery making, appliqué work, cycle repairing, etc. More girls than boys join in the tailoring and related vocation classes across most districts. The most important reason for opting for tailoring related vocations seems to be the non-availability of adequate vocational material and vocational equipments, skill level of the vocational instructor and the absence of a master trainer for other vocations. It has been observed that, barring a few cases, in most

of the schools, choice of trade for imparting vocation has absolutely no linkage with the market demand and emerging skill requirements. As a result of this, hardly any notable mainstreaming to the labour market has happened from the special schools.

A few districts however have come up with innovative ideas and successfully organised different kinds of vocational training in schools. In Nanded, for example, schools have made some arrangements with Maharashtra Industrial and Technical Consultancy (MITCON) and are providing good vocational training to the children at very low costs (see Box 6.3). Similar examples are available from a few other districts as well. Although these kinds of initiatives largely depend on personal initiatives from the PD and the school authorities, these examples need to be popularised and replicated in other districts.

In fact, all the children benefitted by vocational training so far belong to only 25 sample districts where some mainstreaming has taken place during the 10th Plan. All other districts are yet to launch any noteworthy

Box 6.3:

Selection of a Master Trainer makes the Difference in Vocational Training Programmes

The project society in Nanded adopted an innovative idea to provide vocational training to the children in NCLP schools. The society realised the limitations of an individual master trainer who will not be able to provide need-based training in all occupations and trades. Hence, instead of appointing one person as a Master Trainer, it contracted the Maharashtra Industrial and Technical Consultancy (MITCON), a reputed organisation for training and consultancy services, for providing diverse skills training to the vocational teachers and the children through its well experienced and highly committed pool of trainers.

The present master trainer provided by MITCON is highly committed and adopts a very systematic approach with a great deal of confidence. Apart from working at prestigious organizations, he has experience of providing training at the university level and has also offered rehabilitation training to about 200 textile employees who had to opt for VRS (Voluntary Retirement Scheme).

He says that the strategy under vocational training was to develop skills for the future. If the children opt for self-employment, it will help them in maximizing revenues from minimum investment. He maintains that the idea of a minimum investment is achieved by recycling the waste materials like used saris and wood pieces scrap. The idea here is also 'to make the best of waste'. For example, from one sari, he says, 24 fine bags with attractive design can be made. Apart from the use of waste materials, he also teaches making other products with small investments such as chalk pieces, candles, plastic garlands, greeting cards, etc.

Apart from the vocational training programmes, the instructors provided by MITCON also provide guidance on marketing skills to the vocational teachers and the children, and motivate them by using simple and suitable day-to-day examples of the successes achieved. Certainly, the arrangement of Master Trainer through MITCON makes the vocational training programme more effective and successful in these special schools.

Source: Field Survey

vocational training programme in the schools. In addition to this, only 27 per cent of vocational teachers have been imparted training. Most of the teachers' training programmes have been organised for educational teachers and except in case of 19 districts, no formal training programme has ever been organised for the vocational trainers by the district authorities. In addition, schools have complained that they do not have vocational kits in the schools. Many times teachers in the schools bring some vocational kits for imparting training to

children and sometimes children are asked to bring some tools and implements with them if they want to learn something.

On the whole, vocational training programmes in the schools of almost all the districts have not been properly addressed. The problems related to vocational training in almost all the districts are mainly of two types. First, in most of the districts, master trainers are not appointed and if appointed in some districts, their visits to the schools have not been regular. Second, there has

been an acute shortage of learning materials and equipments for vocational training at the school level. Although NCLP makes financial provisions for the learning materials even for vocational trainings, usually funds allocated to the implementing agencies are spent only for procuring teaching and learning materials related to general education. Moreover, the track record of funds allocated for the teaching and learning materials itself has been quite poor across the districts. As a result of these problems, hardly any noteworthy mainstreaming to the labour market is happening at the school level.

c. Mid-Day Meal (MDM)

Children in the special schools need to be served a cooked nutritious meal on a daily basis. For this NCLP provides Rs. 5 per child per day. Although, the present level of financial allocation is not sufficient to provide a respectable nutritional level for the children, the PSs in the districts are expected to converge with other developmental programmes being implemented in the district and raise the nutritional level of the children, which is not possible otherwise.

The responsibility of providing mid-day-meal (MDM) to the children enrolled in the schools solely lies with the implementing agencies and the school authorities as the fund earmarked for this purpose is transferred to implementing agencies on a regular basis. On the basis of an objective assessment, it was found that all the schools are providing mid-day-meal to all the children enrolled in special schools. There were only 2 schools in rural and 8 schools in urban areas, which had some problem in providing mid-day-meal at the time of the survey. Out of these 10 schools 3 are located in Banda district of Uttar Pradesh and 4 are in Panchmahal district of Gujarat. In fact, all the sanctioned special schools were not fully operational in Panchmahal at

the time of survey. These 4 schools in the district had some arrangements with the local primary school to arrange for meal for the children. In Banda, irregular supply of fuel and absence of a helper had caused interruption in the supply of MDM in some schools. Districts as well as school authorities in both the districts shared with the evaluation team that it was just a temporary phase and regularity of mid-day-meal will soon be resumed. Though MDM has a positive influence in attracting and retaining the children in almost all the special schools, there are however a lot of discrepancies in terms of regularity, timing, quantity and quality of the meals across districts (Box:6.4).

Usually the meal menu is fixed by the implementing agencies in consultation with the DPO. Menu is decided mainly on the basis of food habits of the local population with supplementary items such as eggs, sweets, milk products, meats, etc. once in a week or fortnightly. However, the district project officials have not been regular in checking the quality of the meals. Only 70 per cent schools reported that the quality of the meal is checked regularly by the project officials. The frequency of monitoring by the district project officials has been higher in urban schools than in rural schools. The percentage of schools where meals have been checked by the district officials in rural areas is 66 per cent as against 76 per cent in urban areas (Table 6.11).

The meal is usually cooked inside the premises of the schools with a helper specially appointed for the preparation of food. However, in approximately 14 per cent schools in rural and 20 per cent schools in urban areas, meals are not cooked inside the premises. Most of these schools are located in Katihar district of Bihar; Ghaziabad, Hardoi, Mathura, and Saharanpur in Uttar Pradesh;

Table 6.11: Details about Mid-Day-Meal in Special Schools

% of Schools	Rural	Urban	Total
Providing regular mid-day-meal	99.54	97.88	98.78
Having quality of meal monitored/checked/ inspected	66.20	75.75	70.57
Cook food inside the school premises	86.10	80.54	83.56
Appointed helper for the preparation of food	76.64	72.22	74.60

Source: Field Survey

Salem in Tamil Nadu and Malda, North Dinajpur, South 24 Paraganas in Kolkata, Bhilwara in Rajasthan, and all the four sample districts of Maharashtra. In these districts, local private vendors were mostly given the contract of supplying food. Here, it is important to note that it becomes difficult to ensure the hygienic aspect of the food cooked outside the school premises. Even when meals are cooked inside the premises, proper hygiene is not maintained. Due to lack of proper space, food is cooked usually under the sunlight or in a thatched space with no surrounding walls. Under this condition, many

schools reported that in rainy season cooking food is extremely difficult for them.

Similarly, a helper for food preparation is appointed in 75 per cent schools only. The districts which have failed to appoint a helper for cooking the mid-day meal in most schools are Karimnagar in Andhra Pradesh, Katihar in Bihar, Cuttack and Ganjam in Orissa, Nanded and Solapur in Maharashtra, Salem in Tamil Nadu, Ghaziabad, Mathura and Saharanpur in Uttar Pradesh, almost all the sample districts in West Bengal and Panchmahal in Gujarat. In some of the schools in these districts,

Box 6.4 :
The Impact of Quality MDM

Many tribal households toil hard to provide two square meals a day to their children. Failing to achieve this, many times the poor tribal parents send their children to the unorganised labour market. For them, education even in a state-sponsored formal school becomes a distant dream. To minimise this gap, in Mayurbhanj district of Orissa, the project society started one NCLP centre at Mahubhandar village of Bisoi block.

In spite of the absence of various basic facilities, children regularly attend school mainly because of the mid-day-meals. During the focus group discussions (FGDs) in the village, it was understood that the community members are aware of the provision of mid-day-meal in the special school; however, none of them appreciated the provisioning from the point of view of quantity and quality. The teachers when asked about the MDM replied negatively and maintained that the implementing agency is dealing with these activities directly and they are instructed not to put their mind into this aspect. The students when asked about the quality, many did not respond, while a few demanded fry of drumstick leaves along with rice. The evaluation team also noticed that the MDM is not being provided according to the pre-decided menu and the quality, quantity, regularity and hygienic considerations have not been adhered to properly. Interestingly, the implementing agency also accepts the lacunas with regard to the provisioning of MDM and feels the need for an improvement in this regard.

Nevertheless, the bottom line is that since MDM influences the attendance and retention in the special schools, especially in the hunger prone districts, its provisioning needs to be improved in every dimension.

Source: Field Survey

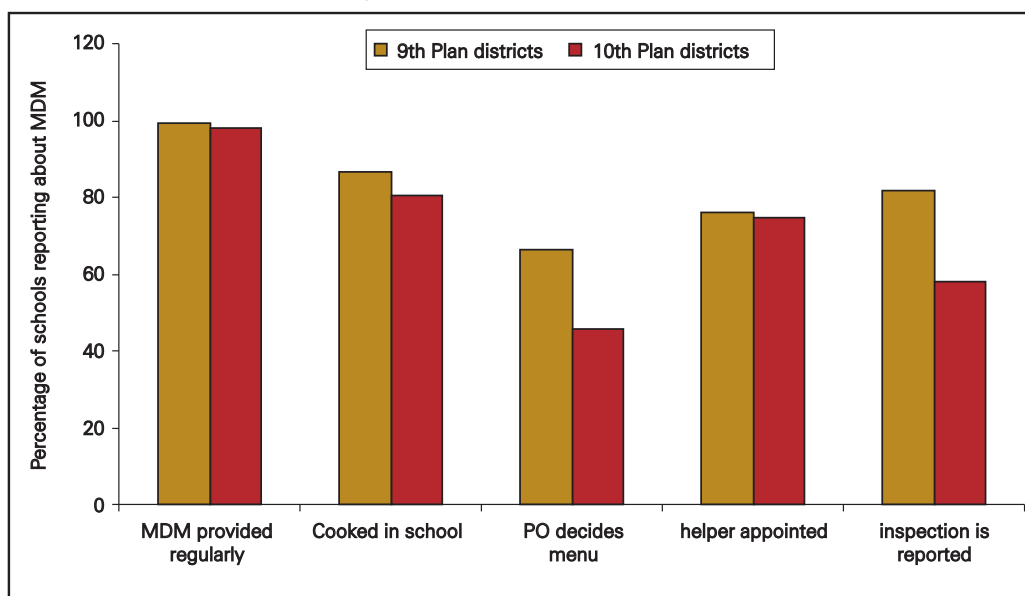
teachers cook the food with the help of students and parents. However, in Ghaziabad and Bhilwara, women SHGs were given the responsibility of cooking food which is an interesting development and needs to be encouraged in other districts.

Box 6.4 below provides an example of the importance of cooked meals in attracting and retaining tribal children in the special schools in a backward and hunger prone district of South Orissa.

As far as other dimensions of MDM are concerned, there seems to be a clear

difference across the 9th Plan and 10th Plan districts particularly with regard to aspects such as ‘whether meal is cooked within the school premises’, ‘DPO deciding about the meal menu’ and most importantly ‘regular monitoring of the menu and meal by the DPO’ (see Appendix Table VI.7). Percentage of schools reporting positive on these three aspects is markedly higher in the 9th Plan than in the 10th Plan districts. In general, the 9th Plan districts seem to have a better track record than the newer districts sanctioned under the 10th Plan (Figure 6.6).

Figure 6.6: Percentage of Schools Reporting about Different Aspects of MDM across 9th Plan and 10th Plan Districts



Source: Field Survey

It is quite possible that the older districts sanctioned under the 9th Plan have improved the performance on MDM over the years and the newer districts are yet to implement and execute their plans and learn from the experiences. The Collector-cum-Chairperson of NCLP in Beed district reported that there

is a need to bring some amount of uniformity in the MDM menu, so that quality and quantity can be maintained. Similarly, project officials from districts such as Fatehpur and Krishna reported, "we are yet to evolve a proper mechanism of monitoring of quality of MDM being served in different schools".

Regularity and timing of the MDM varied very widely across the districts. For example, in Araria district of Bihar and Tonk in Rajasthan, meals are provided at the closing time of the school. The evaluation team observed that at many places children go to their house during the lunch-break to eat something as they cannot remain hungry continuously for 5-6 hours. The incidents were brought to the notice of the district administration by the evaluation team, and the authorities assured the team that they will correct this anomaly with immediate effect. In contrast to this, there is one school in Araria town (being run by Nehru Yuva Kendra) which provides biscuits to the students during the break time and lunch at the closing time. As regards the quantity and quality of meal, these were also not found satisfactory across the districts. For example, in majority of the schools in the districts of Beed, Ganjam, Saharanpur, Varanasi, Fatehpur, Sri Ganga Nagar, South 24 Paraganas, Mayurbhanj and Katihar, snacks such as bread and butter, *samosa*, *kachori*, banana, biscuits, *poha* and *namkins* are given as the main meal largely due to non-availability of sufficient budget as informed by the implementing agencies. In Katihar, however, provision of snacks (*alpahar*) is mentioned explicitly in the contract of DPO with the implementing agencies. After persuasion by the evaluation team, the DM-cum-Chairperson of the NCLP society and the PD assured the team that the term “*alpahar*” will be replaced by ‘mid-day-meal’ in the contract. However, the district authority should take note that this is not only a matter of replacing the word from the contract, but it has more to do with the quantity of food being served to the children. This is the reason why approximately 30 per cent students in Katihar reported that quantity of the meal is not sufficient for them (this has

been discussed in detail in Chapter 8 on Community Response). The insufficiency in the quantity is not confined to the above districts only but also applies equally to other districts as well.

Also, there are several complaints about the quality of meal across the districts. A large proportion of parents and children complained that the quality of meal is not good. In general, urban parents and children were more frequently complaining about the quality of meals. For example, in Katihar 22 per cent students in rural areas reported bad quality of the meal as compared to 60 per cent in urban areas (more on this in Chapter 8). Similarly, in Mathura, where the contractor supplies food to all schools; the implementing agencies, teachers, and students vehemently complained regarding the poor quality of food supplied by the contractor. Similar views about the quantity and quality of food were also expressed in other districts such as Koraput, Mandasore, Raipur, and Bargarh.

Many problems related to quantity and quality of food arises mainly because of the amount of funds allocated for this purpose. As has been mentioned earlier, NCLP provides Rs. 5 per child per day for this purpose. In several instances, the amount may not be sufficient for good quantity and quality of mid-day-meal. For example, in Purnia, Raipur, Mandasore, Gwalior, Ganjam and Katihar; almost all the stakeholders such as parents, teachers, community members, implementing agencies and the PD are of the opinion that with such a paltry sum, adequate calories and nutritional contents cannot be provided. Realising this, the NCLP guidelines proposes convergence with other developmental programmes to provide better nutrition to the children. A few

districts such as Hazaribagh, Koraput, Bargarh, Ajmer, Bhilwara, and Alwar have taken some efforts in this regard. In Hazaribagh, convergence with SSA has raised the nutritional level and enabled the PS to run the special schools in a residential pattern. In the remaining districts, convergence with the education and welfare departments has enabled the schools to provide either two meals (Ajmer, Bhilwara, and Alwar) or one breakfast and one meal (Koraput and Bargarh).

The project has been in operation for 10-12 years in a large number of districts but hardly any effort has been made so far in a large number of districts. It is to be noted that the problem related to quantity and quality of meal will certainly get further aggravated in the coming years due to a continuous price rise of food items. This can be tackled either by soliciting active participation of other developmental programmes in the district or by enhancing the budget under the head of nutrition or both.

The problem is also related to some extent with untimely and irregular transfer of funds from the DPO to the implementing agencies. Many a time implementing agencies have to purchase ration on credit from local shopkeepers and are required to pay higher prices for that. Such kind of instances were brought to the notice of the evaluation team in the districts of Araria and Jamui in Bihar, Hazaribagh in Jharkhand, Khargone in Madhya Pradesh, Ludhiana in Punjab and Banda in Uttar Pradesh. In Jamui for instance, the implementing agencies have not received funds for nutrition and other components since November 2006. A similar situation may prevail in other districts at some time or the other. In any case, the district project officials are required to focus their attention on all these facts and frequently check on the quantity and quality of the mid-

day-meal being served to the children. In addition to this, the district project officials as well as NGO personnel should make efforts for convergence with SSA and the Welfare department in order to tackle the problems as mentioned above.

d. Stipend

Provision of stipend is yet another important component of the project which has to be implemented by the district project office with the help of the implementing agencies. As per the provision of the NCLP, all the enrolled children have to be given a stipend of Rs. 100 per month till the time they continue in the special schools. The stipend money should be deposited in their bank/post office account to be withdrawn only after successful mainstreaming of the child.

As compared to the MDM, the delivery on this front has been less regular at the school level. Altogether only 76 per cent schools reported that they have opened children's bank/post office account (Table 6.12). The remaining schools have not opened the account primarily due to reasons such as lack of required documents, non-opening of zero balance accounts by the bank and/or DPO, use of stipend money for mid-day-meals and ignorance about the stipend component.

Among all the 70 sample districts, 8 reported that the bank accounts have not been opened so far (till the time of field-work of the present study) for a number of children enrolled. These districts are Ananthpur and Ranga Reddy in Andhra Pradesh, Katihar and Darbhanga in Bihar, Chennai in Tamil Nadu, Panchmahal in Gujarat, Banda in Uttar Pradesh and Malda in West Bengal. Approximately 10 per cent of all the 819 schools in the sample districts reported opening of bank accounts for some children but not for all the enrolled children. These

schools are mainly located in five districts viz. Araria, Barmer, Vijayanagaram, Khargone and Kolkata. Bank accounts for children enrolled in schools in these districts (except Ananthpur, Ranga Reddy and Vijayanagram) were not opened till the time of this study mainly because, the project was sanctioned to these districts only towards the end of the 10th Plan, and district project officials and implementing agencies were trying hard to regularise the situation very soon. Many of these children are new entrants to special schools and it is hoped that implementing agencies will take up necessary steps to open their bank account as soon as possible.

However, most disheartening situation was found in the case of a few 9th Plan districts such as Ananthpur and Ranga Reddy, where none of the enrolled children have their bank account opened till date as stipend amount is utilised for providing three meals per child per day in the residential schools. Similar is the situation in some schools of Vijayanagaram districts which are running in a residential mode. Apart from this, there are some other problems involved in the opening of bank account at right time as discussed above, and these problems are primarily encountered by the 10th plan districts. Usually, bank/post office asks for initial deposits and documents such as residence

proof, ration card/identity card to open an account. Many parents are not in a position to deposit the initial amount and furnish document proof required for opening an account. For instance, in Araria, the parents mentioned that they were asked to deposit Rs. 100 in the school for opening an account and Rs. 25 for photograph. Similarly, an NGO in Panchmahal district mentioned that, 'We have not given any stipend to the student and no bank account has so far been opened for any student. We tried to open accounts for students and had discussions with the bank manager. To open an account a minimum deposit is required and also residence proof, a photograph and the birth certificate. The amount is not affordable for a child or parents and other documents were also not available with them'. In such a situation opening of the account gets delayed until some workable arrangement is completed. Any effort made by the DPO and implementing agencies towards arranging for opening zero balance account will certainly improve the situation.

In addition to this, what is more disquieting to note is that only 27 per cent schools reported that they have been depositing stipend to the children's account regularly. The proportion is further low at 24 per cent in rural schools (Table 6.12). The situation is a

Table 6.12: Details about Delivery of Stipend to Students of Special Schools

% of Schools reporting	Rural	Urban	Total
Opened bank/post office account for children	74.83	78.31	76.43
Depositing stipend in the children's account every month	24.29	37.50	26.74
Pass Book kept with the family (parents)	9.76	4.10	7.09
Allows withdrawing of stipend money before mainstreaming	14.95	12.29	13.68
Present system helped in checking drop out of children	83.06	77.82	80.56

Source: Field Survey

little better in urban schools – 38 per cent urban schools are regular in depositing money in the childrens account. Irregular deposit of stipend is happening in a large number of districts irrespective of whether the schools were started during the 9th plan or 10th plan period. In some districts such as Sarguja, Ajmer, Alwar, Varanasi, and Nuapada, stipends are even deposited bi-annually or annually.

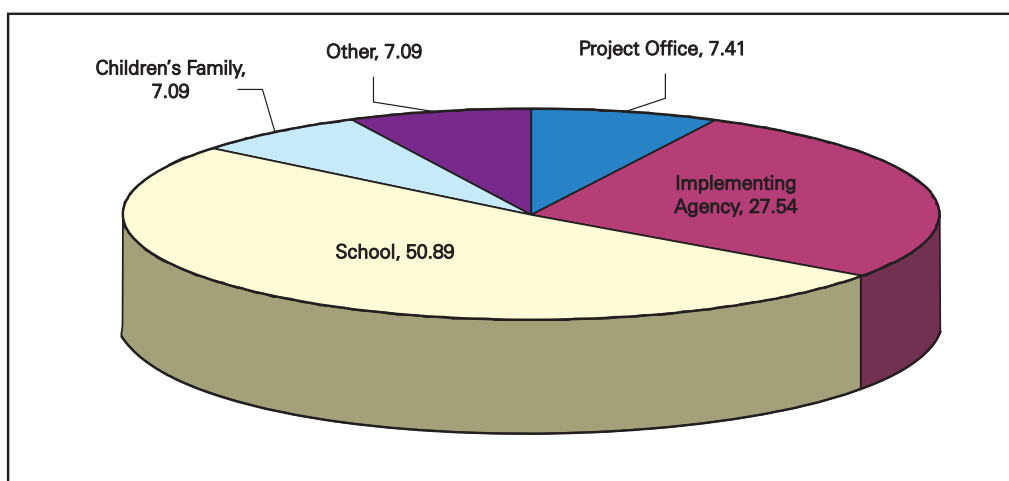
Three types of problems have been observed as reasons for non-payment of timely stipend to children. Firstly, untimely and irregular fund transfer from the DPO to implementing agencies. This has been a long noticed problem even in the 9th Plan districts. The Project Implementation Manual of the NCLP (p. 27) notes that: “Delay in the disbursement of the stipend amount has been noticed despite the availability of adequate funds with the project society. This needs to be addressed on priority”. However, despite repeated instructions passed on to the PSs at the district level no serious efforts have been made to correct this anomaly resulting in persistent delay and irregularity in stipend payment to the children. Some of the districts where these kinds of delays were reported are Chennai, Araria, Ajmer, Bhilwara, Khargone, Hazaribagh and Rajnandgaon. Secondly, even if the DPO is transferring the stipend fund on time, the implementing agencies further delay the process of transferring the same to individual child’s account. This has been the case in the district such as Katihar. Thirdly, many implementing agencies, particularly in the districts where functioning of schools has started recently, have not been able to open bank/post office accounts for the children. Implementing agencies complain that banks/post offices charge Rs. 50-100 for opening an account,

which many times parents of the enrolled children are unable to pay. Account-opening fees have been a real problem for many parents particularly in rural areas across all the districts. Many parents expressed their inability to pay the amount in time. All these processes are time-consuming and hence the delay in the account opening.

These are the main reasons why most of the schools preferred to keep the bank/post office pass book with themselves. Only 7 per cent schools reported that parents of children enrolled have kept the pass book with themselves. Some schools in the districts where pass books are kept with parents are Krishna, Jamui, Dumka, West Singhbhum, Bangalore Rural, Siddhi, Ghaziabad, Hardoi, Mathura, North and South Dinajpur. In fact, there is no set pattern across the districts with regard to keeping the pass book. Altogether approximately 51 per cent schools reported that the pass book is kept with the schools, and only 7 per cent schools reported that the passbook is kept by the parents of the children (Figure 6.7).

The district project office and administrative authorities are required to pay adequate attention on correcting the anomalies in stipend payment. On the one hand, the fund transfer to the implementing agencies has to be smoothed, and on the other hand, some interventions are required at the time of account opening of the children. Either an additional amount of Rs. 50-100, required for account opening, can be adjusted in the stipend amount to be sanctioned only once, or the banks/post offices may be requested to open the children’s account with zero balance. Alternatively, bank accounts of the children can be opened with the first instalment of the stipend. Further, implementing agencies have to be strictly

Figure 6.7: Percentage of Schools reporting about the Possession of the Pass Book



Source: Field Survey

instructed to deposit the stipend amount immediately after receiving the fund from the DPO on a monthly basis failing which they should be made liable to pay interest foregone on account of delay in transfer, as is prevalent in Tonk district. Another solution to reduce the delay in transfer of stipend could be direct transfer of the stipend amount to the child's account by the DPO instead of routing it through implementing agencies, as is prevalent in Ludhiana and some other districts.

Though keeping the pass book with implementing agencies and/or schools may help the parents in getting the pass book updated at regular intervals, it is advisable that the pass book be kept only with the parents of the enrolled children. Schools and implementing agencies can help parents in getting the pass book updated from time to time.

The NCLP guidelines suggest the withdrawal of accumulated stipend amount only at the time of mainstreaming of the child. This system of disbursing the accumulated stipend amount helps in two ways. First, it

prevents drop-outs from special schools, and second, the accumulated money helps the students in continuing their future study. Notwithstanding the guidelines, in nearly 14 per cent of the surveyed schools spread across 25 districts, stipends were withdrawn before mainstreaming. The districts where withdrawal happened in some schools before mainstreaming are Krishna, Karim Nagar, Jamui, Katihar, Raipur, Rajnandgaon, Dumka, Mandasore, Bangalore rural, Raichur, Bagalkot, Kolar, Siddhi, Beed, Saharanpur, Varanasi, Mathura, Ludhiana, Salem, Dharmapuri, South 24 Paraganas, South Dinajpur, Ajmer, Tonk, and Barmer. Among these districts, the problem of withdrawal is very acute in South 24 Paraganas, Varanasi, South Dinajpur, Bagalkot, and Saharanpur where 50 to 90 per cent of the schools reported withdrawal of stipend. In some cases, the withdrawals were justified on grounds of 'emergency situation'. For instance in Katihar, few NCLP schools located in Kadwan and Azamnagar block allowed withdrawal of stipend money of three months after taking permission of the DM-cum-Chairman of NCLP, as the houses of children were gutted by fire.

e. Health Check-Ups

Regular health check-up of the enrolled children and provision of some basic health services is a relatively new but very important component of the NCLP. The scheme provides for hiring one doctor for every 20 schools of 50 children each. The doctors are expected to visit the schools periodically on a rotation basis for regular health check-up and to record his/her observations about each enrolled child in the health-card maintained at the school level. In case, doctors are not appointed in the DPOs, the children should not be deprived of basic health-care facilities and the required health-care services should be mobilised through local health centres. It was further

emphasised that the nature of health check-up should include normal growth-related aspects of the child including weight, height, etc.

Contrary to the NCLP guidelines and expectations, the special schools have not been able to deliver the health-care facilities to the children. In 17 per cent of the 819 sample schools not a single health check-up of the children has been done. Out of the remaining schools, only in less than 42 per cent schools, regular health check-up facilities are provided to the children. The situation is a little better in urban areas where a little more than 50 per cent of the urban schools have been regular in providing the health check-up facilities (Table 6.13).

Table 6.13: Details about Health Check-ups in Special Schools

% of Schools	Rural	Urban	Total
Providing regular health facilities to children*	30.61	54.49	41.63
Health check-up by doctors appointed at DPO	22.22	31.10	26.74
Government doctor(s) visiting schools for health check-ups of children **	50.75	44.19	47.42
Health check-up arranged by implementing agencies	24.32	20.16	22.16
Located within 1-3 km of PHC/CHC/Health Centre/Hospitals	63.38	90.43	75.74
Having emergency medical facility	33.33	43.65	38.10
Maintaining health-card	34.92	40.48	37.48

Note :


* Regular health check-up at least on monthly basis

** Government doctors of nearby PHC/CHC visiting schools on the request of DPO

Source: Field Survey

At present, health check-ups in many schools are irregular as only 27 per cent schools reported that doctors appointed at DPO levels visit the schools. Although the proportion is higher (31%) in urban areas, only 22 per cent of rural schools have had such

visits from doctors. In fact, it is only in a few districts sanctioned under 9th Plan that schools were visited by doctors appointed at DPO. Some of these districts are Jamui, Ajmer, Solapur, Saharanpur, Varanasi, Ludhiana, Dharmapuri, and North Dinajpur.



Among the 10th plan districts, only Mathura reported that doctors have been appointed. In other districts no appointment of doctors has been done at DPO largely due to non-availability of doctors or unwillingness on the part of doctors to work at such a low honorarium. For instance, in Alwar the project officials shared that “despite several advertisements in the local print media, they could not receive a single application from any doctor because of low salary”.

In case doctors are not appointed at the DPO for the purpose of visiting schools, the health component of the project is expected to be carried on by taking the services of government doctors of local health centres. For this purpose, the DPO has to take initiatives by forging convergence with the district health centres and the honorarium amount available with the DPO is to be utilized for paying fee to doctors on a per visit basis. In 47 per cent schools, health check-up is carried out by local government doctors by visiting schools. The proportion of such check-ups by government doctors is higher in rural schools (51%) than in urban schools (44%). Some districts have established relation with these health centres, and doctors visited the schools a couple of times. This was possible as nearly 63 per cent rural and 90 per cent urban special schools are within the reach of local health centres in different towns and villages. However, no clear trend of this effort was observed across districts. There have been some perceptible official correspondences in this regard. For example, in many districts, the DM-cum-Chairperson of the NCLP society has written letters to the Chief District Medical Officer (CDMO) to arrange for the health check-up facilities of the students of the NCLP schools. The POs in Purnia, Thane, Salem, Alwar, etc. have arranged to provide these services

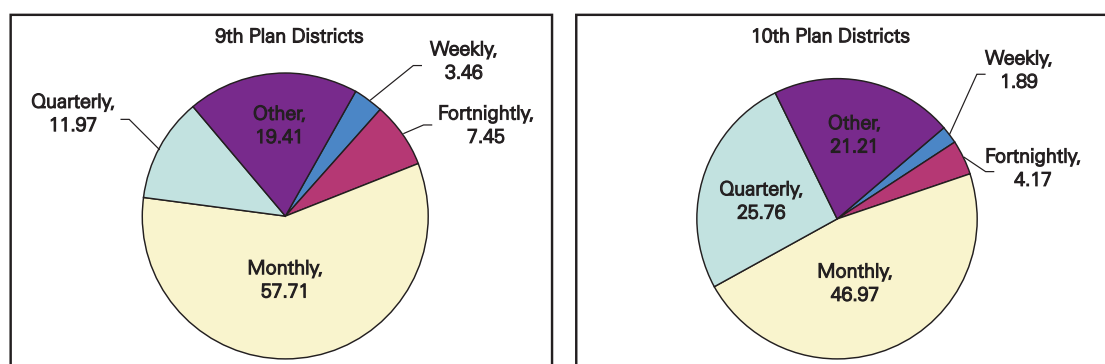
through government hospitals at various levels. In Chennai, the DPO is utilising the health centres of the Chennai Municipal Corporation for health check-up of the children. Similarly, in Alwar, the DM has issued orders to the CDMO to arrange for doctors from the nearest PHCs and CHCs for health check-up. In Koraput and Nuapada districts of Orissa, through convergence with district health centres, mobile health units (MHU) equipped with doctors, pharmacists, paramedical staff and equipments are visiting the schools twice in a month for health check-up of the students. In Nuapada, even the first-aid boxes and medicines are supplied free of costs to schools by the Zilla Swasthya Samiti. However, all these efforts are yet to take any formal shape at the ground level as these have not been institutionalised so far and remain ad-hoc in nature.

There are some schools where neither the project doctors nor the government doctors could make a visit, but the implementing NGOs themselves had taken up the matter by arranging for doctors or by organising health camps. About 22 per cent of schools reported such initiatives by the NGOs. Some of the districts where NGOs have taken proactive steps in this regard are Ajmer, Fatehpur, Lucknow, Gwalior, and Vijayanagaram. Representative of the Gareeb Nawaz Mahila Evam Bal Bikas Samiti, Ajmer reported that they organise health camps with the help of the Lions Club once in a year for all enrolled children and also call lady doctors for health check-up of girl children. In Lucknow, the head of an NGO who is a doctor, has formed a group consisting of doctors for conducting health camps for the students. In other schools, implementing agencies arrange for health check-up through local government or private health centres.

Interestingly, marked difference was observed across the 9th Plan and the 10th Plan districts with regard to visits of doctors to schools. The 9th Plan districts clearly indicate a better frequency of doctors' visits to schools as compared to the 10th Plan districts. In the newer districts sanctioned during the 10th Plan, frequency of doctors' visit to schools

has been largely on quarterly basis or otherwise. Regular visit of doctors on at least a monthly basis has been less visible in these districts. In contrast to this in the 9th Plan districts, approximately 68 per cent schools providing any kind of health facilities to children reported that the visit of doctors has been at least on a monthly basis (Figure 6.8).

Figure 6.8: Percentage of Schools reporting about the Frequency of Doctors' Visits across the 9th and the 10th Plan Districts



Source: Field Survey

Emergency medical facilities in the form of availability of first-aid box, essential medicines and provision of taking sick children to hospital is available with only 38 per cent of schools with much lower proportion in rural areas. Very few schools across the districts maintain health-card of the children. Given the state of affairs regarding the availability of health services at the school level, non-maintenance of the health-card is not surprising. It is also important to note that almost 25 per cent of the schools reported that no health centre is available within a 3 km. radius of the school. The situation is worse in rural areas where 63 per cent schools reported that they do not have access to any health centre within 3 kms.

On the whole, provision of health services to the enrolled children is not in very good shape in many districts. Even in those districts

where doctors are appointed exclusively for this purpose, doctors' visits to schools have been negligible. Other districts are either in the process of appointing doctors or have some form of arrangement with local health centres or both. However, any actual outcome in this regard is yet to be realised.

f. Any other initiatives (such as provision of uniform, sports kits etc.)

In addition to the above mentioned deliverables, the PS and implementing agencies are also expected to take some initiative for providing better services to the enrolled children. For example, provision of school uniform for children in NCLP schools is considered essential for inculcating discipline as well as raising self-esteem amongst the children, who are coming from the economically deprived section of the society. It also helps them to overcome the

sense of discrimination that such children suffer from, while comparing themselves with those studying in regular schools.

Many districts have taken such initiatives from time to time. Altogether, approximately 32 per cent children reported that they received a uniform at one or the other point of time. These children belong to 60 out of 70 sample districts. Although distribution of uniform to children has not been an integral part of the NCLP, such benefits to children have been provided mainly because of convergence efforts by the district as well as school/NGO officials. As discussed in Chapter 5, in Hazaribagh district, SSA is providing Rs. 250 for two sets of uniform per child per year through convergence with the district PS. In some districts such as Jamui, Lucknow and Ajmer, the local level industrial houses have come forward to supply uniforms free of cost

to the children as a part of corporate social responsibility (CSR) initiative. However, such efforts were not observed in districts viz. Pakur, Saharanpur and South Dinajpur from the 9th Plan district group and Araria, Darbhanga, Purnia, Panchamahar, Banda, Fatehpur, Hardoi, Mathura, Sitapur and Malda from the 10th Plan districts group. It is interesting to note that the 9th Plan districts have been proactive in this effort as more than 30 per cent of the 9th Plan districts have reported distribution of uniform to more than 50 per cent of all children enrolled in the special schools. However, even from the 10th Plan group of districts 5 out of 30 sample districts reported distribution of uniform to more than 50 per cent of the enrolled children. In addition to this, there are also many districts which distributed uniform in some schools covering less than 50 per cent of enrolled children (Table 6.14).

Table 6.14: Percentage of Special School Children in Different Districts who have received Uniform

% of Children	9 th Plan Districts		10 th Plan Districts		Total Number
	Name	Number	Name	Number	
Nil	Pakur, Saharanpur, South Dinajpur	3	Araria, Darbhanga, Purnia, Panchamahar, Banda, Fatehpur, Hardoi, Mathura, Sitapur, Malda	10	13
5-10	Nalanda, Bargarh, North Dinajpur, Mayurbhanj, Dumka, Ujjain, Mirzapur, Nuapada	8	Katihar, Siddhi, Sonbhadra, Lucknow, Barmer, Kolkata	6	15
10-25	Gwalior, Vijayanagram, West Singhbhum, Rajnandgaon, Ajmer, Ludhiana, Tonk, Jamui	8	Ganganagar, Khargone, Ghaziabad	3	11
25-50	Thane, Cuttack, Nellore, Visakhapatnam, South 24 Paraganas, Ganjam, Bangalore Urban	7	Raipur, Bhilwara, Krishna, Nagaon, Hazaribagh, Bagalkot	6	13
50 and above	Alwar, Varanasi, Bangalore rural, Karim Nagar, Ananthpur, Raichur, Mandasur, Sarguja, Ranga Reddy, Dharmapuri, Solapur, Koraput, Salem, Tirunelveli	14	Kolar, Rewa, Nanded, Beed, Chennai	5	19
Total		40		30	70

Source: Field Survey

In addition to distributing uniform to children, there have been many other initiatives taken by the different district project offices as well as NGOs. Provision of games and sports in schools has been one such initiative in many schools. For example, in Katihar, Araria, Purnia, Dumka, Raichur, Fatehpur, Solapur, and Lucknow almost all schools have provision for indoor games like carrom board, ludo, etc. Some schools also provide kits for outdoor games such as cricket bat and balls, football, handball, skipping ropes, rings, etc. to the students. A few districts also reported that they organise picnics, excursion to nearby places and made other efforts to expose the children to society. Although such efforts are very negligible so far, these should be popularised across the districts. One interesting step in this direction could be organizing inter-school sports competitions and cultural programmes. Such efforts will not only enhance the confidence level of the children but also the district project officials and school authorities will get chance to get together and share their experiences.

6.5.3 Quality of Education

Other than the course curriculum, quality of education imparted to children in schools is of crucial importance. Since the children in special schools belong to a different background as compared to those in general schools, they need a proper orientation towards education and schooling first. Quality of education in schools, first of all, depends on regularity of schools and classes, availability of teachers in each class, and homework given to the children and checked, etc.

Most of the schools have reported to be performing well on the front of quality of education. It has already been discussed that more than 90 per cent of the schools are open all the days in a year except Sundays and announced public holidays. Out of the rest 10 per cent schools, some declared summer vacation particularly in the districts of Ranga Reddy, Hazaribagh and Cuttack. Similarly, almost all the schools also report that they run the classes regularly. Approximately 35 per cent of schools report that they have subject/class-specific teachers (Table 6.15).

Table 6.15: Regularity of Classes, Availability of Teachers and Homework Given to Children

% of Schools Reporting	Rural	Urban	Total
Regularity of schools	92.74	89.85	91.08
Regularity of classes	99.54	98.41	99.02
Separate teachers for each subjects taught	32.77	32.27	33.58
Joyful teaching methods	96.60	95.24	95.97
Students given homework every day	88.43	88.34	88.40
% of children who complete their homework everyday	64.52	63.12	63.87

Source: Field Survey

Although most of the schools reported that they are regular in both opening the schools and taking classes, physical verification by the evaluation team and interaction with other stakeholders revealed that the schools maintain the regularity largely in paper but in practice school timings are either very short or many teachers are not available for the entire duration (school timings). For example, in some districts such as Thane and Ganjam, delay of 30 minutes to one hour in opening the schools seems to be a common phenomenon as teachers do not reach school on time. In Ghaziabad and in sample districts of Karnataka, it was found that teachers either take classes on rotation basis or attend school on alternate days. Interview and discussion with parents also indicated a similar view.

Teachers from almost all the schools report that they resort to joyful teaching methods to attract children towards education. Some of the teachers also reported that they introduced innovative techniques of teaching. Some schools from Chennai need special mention here as these schools are regularly working on improving the teaching methods – they resort to activity-based learning methods for imparting teaching. Similarly, in Jamui and Ganjam districts, interactions with teachers and implementing agencies reflect that the children are taught their lessons with the help of drawing, sketching, recreation, group learning, educational games, etc. on a day-to-day basis. In Fatehpur, songs and poetry recitation are common across all schools, and teachers also use innovative techniques to teach alphabets and basic mathematics. Teachers in these schools responded that training in teaching methodologies has especially improved their teaching ability in general and imparting joyful education in particular. Regularity and quality of teaching can also be assessed by frequency of homework given to children.

More than 88 per cent schools report that children are given homework on a regular basis. It is important to note that approximately 64 per cent children are prompt in completing their homework, with interestingly higher proportion in rural areas than in urban areas.

However, in addition to the joyful techniques as indicated by different schools, children should also be gradually and regularly exposed to the society in general. In order to make this happen, the schools should chalk out proper programmes to take children out of school and enable them to mix with society. Organising activities such as cultural programmes, social works, participation of the children in social functions, sports, etc. are likely to improve their rapport with society in general. These activities will not only provide children the opportunities to mingle with the society, but also help them in getting out of the psychological barriers, if any, of self-esteem.

To make learning a joyful experience for children, it is essential for the teachers to be well trained and motivated to take challenges. These teachers have a major responsibility of nurturing the children and developing confidence in them to join the mainstream education. Periodic training of the teachers in joyful and multi-grade teaching techniques and sensitising them on specific requirements of the working children would largely help the teachers to contribute their best. The teachers should be adequately sensitized to work with these children with patience, sincerity, and courage.

6.6 Role of Implementing Agencies

The implementing agencies are the only vital link between the project office at the district level and students, parents and the community at the lowest level. Hence their

role, relationship and the way of working (both forward and backward) require proper assessment. The NCLP guidelines assign a varied role to implementing agencies starting from hiring suitable space with requisite infrastructure for setting up of special schools to appointment and payment of honorarium to the teaching and non-teaching staff, enrolment, retention, mainstreaming and tracking of children, monitoring the regularity of schools and staffs, maintaining different kinds of registers and records, imparting joyful education and need-based vocational training to the children, implementing crucial components of the project such as regular mid-day meal for children, opening up of bank account, deposit of monthly stipend and its disbursal after mainstreaming, distribution of reading and learning material, conducting parent-teacher meeting, generating awareness among community members and involving the community in the running of the schools and most importantly, in selection of teaching volunteers. The implementing agencies have to co-ordinate with the PS for ensuring training of teachers and availing the services of master trainers and doctors from time to time. As the implementing agencies are solely funded by the PS, therefore, they are accountable directly to the PS and hence have to submit periodic financial and physical reports, and attend meetings regarding functioning of the project at the project office.

Notwithstanding the varied role of the implementing agencies, the field reality reflects somewhat mixed scenario wherein, both good and bad NGOs co-exist side by side. It was observed that many NGOs are very small in nature, NCLP-centric and lack requisite manpower for managing and

monitoring the day-to-day functioning of the schools. As a result, schools at many places are managed in a mechanical way by the NGOs, giving scant attention to physical infrastructure and basic facilities, ensuring attendance and punctuality, timely payment of honorarium and deposit of stipend, checking quality and quantity of mid-day-meals, mainstreaming and tracking, awareness generation, etc. It was observed that in all the five sample districts of Karnataka, more than 90 per cent of the total number of operational schools had received show-cause notices more than once from the PS because of improper mainstreaming, low attendance, teachers absenteeism, and problems relating to stipend payment. Similarly, ranking of all operational schools in the state by the project officials in terms of parameters such as quality of performance, enrolment and attendance, mainstreaming and physical features of the schools shows that a relatively higher number of schools are ranked either below average or very poor. This indirectly indicates that these schools are not functioning more or less to the satisfaction of the project official and as per NCLP norms. However, no success could be achieved even after issuing show-cause notices or threats to remove such schools from the project because of close connection of implementing NGOs with the local power structure.

The situation in Karnataka may be extreme but not an isolated case. This sort of situation exists in other parts of the country as well. Contrary to the well-established pattern of operation by the NGOs, the community is hardly visible in the functioning of the schools. For instance, in Ananthpur, Ranga Reddy, and Ghaziabad because of lack of manpower with the implementing agencies,

awareness generation and interaction with the neighbourhood community is severely hampered resulting in non-involvement of the community in the functioning and management of the schools. As discussed earlier, the implementing agencies do not involve the community and PRI members in the selection of teaching volunteers in many districts. The instance of withdrawal of stipend money before mainstreaming was also reported in schools of some districts such as Beed and Katihar. The stipend money which needs to be deposited in the account every month is usually deposited after a time gap of 2-3 months or in some cases, after three months by the implementing agencies. In Khargone district, it was observed that the concerned implementing agencies have not yet opened the stipend account of many children resulting in non-deposit of stipend amount.

Regular monitoring of schools and self-awareness about the NCLP is lacking in many districts. Interaction with teachers and staff of Rohenpadar Child Labour Special Schools in the Khariar block of Nuapada managed by ASHA (Association for Social and Humanitarian Action) revealed that the functioning of the schools has not been inspected since the last few months (previous to the evaluation visit). The major weakness is that most implementing agencies have not re-visited the project guidelines given to them. For instance in Dumka, a discussion with the functionaries of Bharat Seva Shram Sangh revealed non-awareness of the key components of NCLP such as provision of master trainers, doctors, awareness generation, and surveys.

However, despite all the above problems, some implementing agencies are doing well in the field which needs to be recognised.

For example, Ashwaling Sewa Bhavi Sanstha at Barshi Naka of Beed district was found to be well managed due to the individual efforts of a person who runs the special school. Vocational training, nutrition, drinking water and other facilities provided are worthy of appreciation, indicating that committed efforts by implementing agencies do show results.

Similarly, to ensure efficient running of the schools; in Lucknow, Krishna, Cuttack, Katihar and Vijayanagaram district, implementing NGOs monitor school functioning regularly in terms of provision such as MDM, vocational training, attendance, regularity of the teachers, records, etc by conducting surprise checks. They often take feedback from parents and the community and sensitise them to continue their children's education after mainstreaming. In addition to NCLP intervention on health check-up, some of these agencies also organise health camps for students and parents.

The efforts of Sri Ramakrishna Ashram and the Vivekananda Education Society in South 24 Paraganas are also laudable in terms of implementation of all the components of NCLP quite effectively. The latter organisation has also taken initiative to create employment opportunities for the parents of the enrolled children. Prakash Shikshan Samajsewi Sansthan of Lucknow and Gareeb Nawaz Mahila Evam Bal Vikas Samiti, of Ajmer could obtain financial help from the local industry and from their internal resources for providing school uniforms, bags, and other reading and learning materials free of cost to the school children. In Katihar and in some other districts, implementing NGOs have provided wooden desks and benches out of their own fund, which is quite praiseworthy.

Similarly, the effort of Venus Vikas Sansthan (VSS) in improving the livelihood options of

child labour households is quite noteworthy (see Box 6.5)

Box 6.5:

Better Livelihood Options for Parents breaks Child Labour Option

Venus Vikas Sansthan (VSS), one of the implementing agencies of the special schools in Lucknow, took the initiative to assist families which had withdrawn their children from work and enrolled in special schools.

In February 2006, VSS formed a Self Help Group (SHG) comprising of women members of 15 families, mostly belonging to the minority community. These women were mainly engaged as domestic help or roadside vendors and had meagre earnings. To supplement the earnings, VSS with the support of Alpsankhyak Vit Vikas Nigam (AVVN), provided a one-year training in stitching and embroidery (Jari Zardozi) skills to SHG members. Initially, women were little hesitant to join the training programme as they felt it would be of no help but perseverance on the part of VSS helped the women to take interest in the programme. According to the VSS representative, the training has raised the confidence level and a feeling among these women that they have the skill to contribute significantly in their families' income.

Now, these women produce embroidered bedsheets, cushions, saris, suits and blouses. On an average, they earn Rs 1200-1500 per month. For them it is an additional income, as they are now earning from their daily wage work as well as through this stitching and embroidery work. To get more work, the members of this SHG have now started taking initiative on their own.

VSS and AVVN are also making an effort to help them. To promote and market the items made by these women, two agencies entered the Lucknow Mohotsava held in November-December 2007 to sell the finished products.

The good work being put in by the VSS and members of this SHG started making an impact among similarly placed families. As the representatives of the implementing agency shared the good results of the effort with such families to make women self-reliant, women belonging to other communities began requesting VSS to involve them also. With this, another chapter started for VSS and it partnered with NYK to organise similar training programmes. What was begun as a livelihood improvement programme had other positive spillover effects. It was noticed that the SHG members and their families slowly realised the need and importance of education for their children. They strongly felt that 'each child should go to school'.

Source: Chairperson, Venus Vikas Sansthan & Project Director, NCLP Lucknow

On the vocational training front, the initiative of Setu Charitable Trust in Beed district is quite praiseworthy. In the schools run by this organization, majority of the enrolled children are girls and vocational training imparted to them are appropriate to their interests, e.g. sewing, handicrafts, *mehendi*, *tikliwork*, *zardozi*, embroidery, etc. Two girls from this school have utilised this training and started self-employment ventures. In Thane

district, Yuvak Mandal, Vangani, in the absence of a trainer, had appointed three trade-specific master trainers for giving training to the vocational instructors out of their own resources.

Incidentally, initiatives taken up by some of these NGOs have become successful, primarily due to individual efforts and commitment of the top managers of the organisations and also due to past experience

of running schools and educational programmes. However, for bringing an overall change, there is a need to organise sensitisation and capacity-building training for the implementing agencies for proper organisation of the schools and better management of its day-to-day functioning. Exposure to successful cases through visiting them and sharing of successful experience can also be planned in this regard. Lastly, and most importantly, there is a need to ensure selection of good implementing agencies by giving due emphasis on their past track record and examining the efficiency and commitment of the management.

6.7 Summary and Emerging Issues

NCLP special schools are supposed to provide a variety of basic services to the children enrolled in the schools aimed at enhancing self-esteem in them. The spread and coverage of NCLP have been quite significant, and at present, the project is operational in 250 districts of 20 states. The number of sanctioned schools has increased over time and, at present, the total sanctioned strength of schools is around 9,509. Total number of sanctioned schools varies according to the incidence of child labour in a particular district. However, there has been a large gap between the sanctioned and operational schools mainly because of non-opening of all the sanctioned schools in time and closing down of some schools. Similarly, it was also observed that there is a gap between the sanctioned and actual enrolment of children. Lastly, the coverage of NCLP in terms of schools and enrolled children is relatively higher in rural than in urban areas.

On the whole, majority of the schools are running from rented premises. However, issues relating to location and quality of

building and space inside classrooms are of concern especially in urban areas, which needs attention. Basic amenities in many schools are in poor condition. Many schools do not have proper sitting arrangements, toilets, electricity and functional fans. 30 per cent schools do not have even potable drinking water inside the school premises. There is an urgent need to improve these basic infrastructural facilities in the school and the DPO should ensure that premises hired by the implementing agencies are equipped with basic amenities.

In terms of manpower resources, most of the schools have appointed sanctioned number of educational teachers but the posts of vocational teachers are lying vacant in almost 15 per cent of the sample schools. All the special schools do not have class-teachers and/or subject-specific teachers. Usually, a single teacher runs classes with a group of children belonging to different levels/ages. The gender distribution of teachers shows that females outnumber male teachers both in educational and vocational stream and in urban schools. In rural schools, female and male teachers are largely in equal numbers. Adequate number of training sessions for the teachers have not been conducted in a large number of districts, leading to low quality of education being imparted in those schools. In most of the schools, teachers are regularly receiving the stipulated monthly honorarium, but expressed their gross dissatisfaction with the amount. Thus, teachers' training and an increase in honorarium need prior attention to improve the quality of teaching and to motivate the teachers to work dedicatedly.

Almost all the schools are running to full capacity of enrolment and 119,461 children were enrolled in 2,456 schools across 70 sample districts in the year 2005-06. The

proportion of girls to boys at the all-India level is higher. However, some districts are not following the true spirit of enrolment as they enrol children in special schools on a 3-year course basis. This process is fallacious as the enrolment process should follow a dynamic schedule of yearly enrolment and replacement policy.

On an average, attendance rate in the schools is 70 per cent with a marginally higher rate for girls and in rural areas. Although, in general, 65 to 70 per cent attendance rate is considered fairly good for a school in general, this kind of attendance rate is certainly not satisfactory for a special school meant for rehabilitation of child labourers. Any shortfall in attendance in these schools should be considered a failure on the part of the district project authority and school management in locating the children and retaining them in the schools.


Targeting of the children belonging to the 9-14 years age group with child labourer status has been extremely poor. However, targeting in terms of reaching to marginalized families has been more or less satisfactory. Targeting related problems can be solved by following a qualitative and dynamic process of child labour survey and/or updating the list on a yearly basis.

Mainstreaming of enrolled children in special schools to formal education system particularly to SSA and to labour markets is one of the prime objectives of the NCLP. Approximately, 450,000 children from special schools have been mainstreamed at the all-India level. Out of 70 sample districts, so far mainstreaming of children has taken place only in 50 districts. These 50 districts mainstreamed approximately 128,000 children during the 10th Plan period. The

average mainstreaming rate comes to be approximately 14 children per school annually for the 10th Plan Period, which varies from a low of 5 children per school in 2006-07 to a high of 20 children per school in 2003-04. Since all the schools do not enrol fresh children every year, the mainstreaming rate comes to about 52 per cent for the total additional enrolment in all the 70 schools. However, if the total enrolment figures are considered on a cumulative basis, the real mainstreaming rate comes down significantly to 29 per cent of the total sanctioned capacity. The mainstreaming rate as the percentage of mainstreamed children to total enrolment in the schools varies from 10 per cent in 2006-07 to 42 per cent in 2003-04.

There is a great deal of variations in mainstreaming rates across districts. Apart from 25 districts which do not report any mainstreaming, 8 districts such as Siddhi, Nagaon, Thane, Mathura Beed, Ghaziabad, Raipur and Saharanpur report less than 10 per cent mainstreaming. Further, mainstreaming rate is less than 20 per cent in 10 districts. In contrast to this, districts such as South 24 Paraganas, Visakhapatnam, Vijayanagaram, Mayurbhanj and Ananthpur report more than 80 per cent mainstreaming to total enrolled children. For many other districts, the mainstreaming rates to total fresh enrolment is higher but considering the year-wise cumulative figures of total enrolment, the actual mainstreaming in these districts comes to a modest rate of 25-40 per cent or so.

All the special schools across districts are not following a systematic and uniform curriculum, a majority of them are following formal curriculum. Several types of agencies are also involved in the preparation of curriculum. Hence, it is of utmost priority to evolve a basic standardised curriculum and



syllabus to match with that of the SSA. It should be further supplemented by some non-formal teaching modules depending on local specificity.

Another problem at the school administration level has been related to poor maintenance of records. Although almost all the schools maintain attendance register and staff register but not all the schools maintain register related to admission, visitors, medical check-ups, parent-teacher meeting and mid-day-meal. This reflects an utter neglect of duties on the part of implementing agencies and the DPO should ensure a proper and regular record maintenance for normal monitoring processes.

Special schools are severely lacking on the front of delivering different facilities and services. Though quality of education measured in terms of regularity of schools, classes, teachers and imparting of joyful education is more or less satisfactory, schools are lacking in delivering the teaching and learning materials especially vocational kits, good quality blackboards, vocational training, mid-day-meals, stipend, and health check-ups. The vocational training programme is largely affected by non-appointment of master trainer in a large number of districts, non-availability of vocational kits and low skill level of the existing vocational trainers. The combination of these factors has restricted the special schools to opt for traditional skills such as tailoring-stitching-sewing-embroidery rather than venturing into the emerging locale-specific marketable skills. As an obvious consequence, hardly any notable mainstreaming to labour market is happening.

With regard to the availability of mid-day meals, it was found that almost all the schools

are providing cooked meals to children but there are serious concerns about the regularity, timing, quantity and quality of food served which needs to be addressed urgently.

As compared to the mid-day-meal, delivery of stipend has been irregular and unsatisfactory. Non-opening of bank account in some districts, utilisation of stipend amount for MDM, irregular and untimely fund transfer from DPO and subsequently by the implementing agencies to stipend account are some of the maladies associated with delivery of stipend. In addition, instances of withdrawal of stipend money before mainstreaming have also been in practice in some districts.

Provision of health check-up was found to be equally poor in majority of districts. In a little less than 20 per cent of the schools, not a single health check-up has been done and in more than 50 per cent of the special schools, regular health check-up facility is not in existence. This is primarily due to non-appointment of doctors in a large number of districts and/or irregular visits of project doctors to schools. Whatever health check-up is provided at the school level is largely because of the arrangement with local health centres or initiatives of some of the dedicated implementing agencies or both. Though these efforts are praiseworthy, they clearly fall short of the massive requirement of health services at the school level. Thus, any real outcome in this regard is yet to be reached.

Lastly, on other deliverables front, such as teaching and learning materials, vocational skills and health check-ups, there is a clear-cut divide between rural and urban schools, as rural schools lag behind their urban counterparts.

At present, special schools are primarily run and managed by the NGOs with a negligible presence of PRIs, SHGs, trade unions and other local institutions. The PS is also managing fully or partially some schools in 16 districts. In most of the districts, selection process and criteria for selecting NGOs have been laid down. However, instances of non-adherence of the same were also reported in some districts. Due to a large number of NGOs competing for running the schools, number of schools per NGO is as low as two in some districts. Prima facie, this does not seem to be viable both on the part of NGOs as well as

DPO. The viability is further undermined, as a large number of selected NGOs are very small with a low capacity to manage schools. However, in a few districts, all the schools are being managed by a single NGO. This has limited the broad participation of the society. The findings also suggest the need to broaden the nature and type of implementing agencies by giving preference to non-NGO based voluntary organisation and institutions. In fact, during the 11th plan, MoLE may suggest the ideal number of schools to be allotted to a single implementing agency apart from clearly mentioning the minimum criteria for selection.



Role of Central and State Governments



As labour is a concurrent list subject, child labour as an issue requires adequate attention at the Central and the State government levels. NCLP is a timely and noble intervention by the Central government in this regard. However, the success of NCLP critically depends on active participation of state governments in the programme. In fact, the state governments have a major stake in the implementation of the NCLP, despite the initiative, funding and technical assistance from the Central government. Nevertheless, the Central government is also expected to develop adequate guidelines and give necessary instructions and support to the state governments in a proper framework and institutionalized structure. Hence, it becomes imperative to have an overview of the existing institutional mechanism at the central as well as state levels and evaluate their respective roles in the effective implementation of the NCLP. Against this background the present chapter discusses the available evidence on the role of the Central and the State governments in the implementation of the NCLP, the existing gaps and suggestions for improvement. Since, the implementation of the project at the ground level is carried on mainly by state level government officials, most of the

analysis and suggestions in this chapter are centred around the role of the State governments. However, to start with there is a brief overview of the existing structure, emerging gaps and suggestions at the Central level.

7.1 Role of Central Government

7.1.1 Existing Institutional Structure

The Government of India (GoI) has been making concerted efforts to follow a proactive policy for tackling the problem of child labour through Constitutional, Statutory and Development measures. The formulation of the NCLP scheme involved consultation with all the concerned Ministries/Departments. At the National level the programme is being monitored by the Central Monitoring Committee (CMC) headed by the Secretary, MoLE. A core group has also been set up for active convergence on a sustained basis among various Ministries at the central level, for rehabilitation of child labourers and their families. This core group is headed by the Secretary, MoLE comprising representatives from various Ministries such as Women and Child Development, Human Resource Development, Social Justice and

Empowerment, Rural Development, Urban Housing and Poverty Alleviation.

In view of the importance of the NCLP, the Child Labour Division (CLD) has been set up in the MoLE. The CLD is headed by an officer at the level of Joint Secretary of the GoI who is assisted by two officers of the rank of Directors / Deputy Secretary and two Under Secretaries. This division is also supported by a section working exclusively on child labour with four Section Officers and four Assistants, one Upper Division Clerk (UDC) and a Peon. A professional has also been appointed for monitoring the NCLP and reporting the progress of its implementation to MoLE on a regular basis.

7.1.2 Functions of Child Labour Division (CLD)

Various activities relating to the NCLP are carried out by the CLD at the national level. In addition to variety of day-to-day routine tasks, some of the main activities performed by the CLD are as follows:

a. Selection of Districts for Approval of Project

The CLD carries out the background work for selection of districts for sanctioning and locating the NCLP. The work involves analyzing the Census and NSSO data for locating contiguous districts having concentration of child labour in hazardous occupations / processes, and districts having higher incidence of child labour as compared to the state average following the cluster based approach.

b. Release of Funds to Districts

The CLD releases funds to districts after assessing the progress in the implementation

of the NCLP, based on quarterly and annual progress reports (QPR and APR) of officials carrying out monitoring visits to the concerned districts, inspection visits as and when they are carried out by the district / state administration and systematic scrutinizing of the audited statement of accounts.

c. Review the Progress at District Levels

The CLD carries out district-wise review of NCLP in various states vis-à-vis various components of the scheme.

d. Monitoring

With regard to monitoring of the NCLP, the CLD provides all secretarial assistance to the periodical meetings of the Central Advisory Board on Child Labour (CABCL) and the National Authority on Elimination of Child Labour (NAECL). This Authority was constituted by the GoI in 2004 and its functions include monitoring the progress of implementation of programmes, projects and schemes of elimination of child labour and to coordinate implementation of the child labour project. In addition, the CLD takes necessary initiatives for constituting State Project Steering Committees (SPSCs) for effective monitoring of the NCLP.

e. Co-ordination with State governments through Periodic Meetings

The CLD is also responsible for sensitizing officials of the government through consultations held at national and regional levels. It also conducts periodic meetings to emphasise on the setting-up of core committees on child labour and preparation of state action plans for elimination of child labour and their implementation. This division also ensures that child labour concerns are

integrated and mainstreamed in development agendas/programmes and budgets of state governments.

f. Follow-up with State-level Labour Department

The Labour Department being a nodal agency at the state-level on labour issues, the MoLE through its CLD ensures that the objectives of the NCLP are realized by putting in place interfaces and mechanisms so that there is coordination in identification of beneficiaries, delivery of services and monitoring.

g. Promote and Fund Sensitization and Training Programmes

CLD contributes towards strengthening institutional capacities, undertaking research, raising awareness, mobilizing social support and demonstrating models of interventions for withdrawals, prevention and rehabilitation of child labour, thereby creating an environment wherein the root causes of child labour are addressed in a comprehensive manner with multi-sectoral efforts that involve many partners who take ownership and responsibility for their respective parts.

h. Helping Enforcement of Child Labour Act and other Labour Acts

With the realization of the fact that a focused and effective enforcement of the Child Labour Act needs to be put in place in the districts, the CLD issues notifications imposing ban on employment of children in prohibited occupations and processes from time to time, launches national-level awareness generation campaigns through various media and conducts zonal conferences all over the country to sensitise state governments.

In addition to the above primary functions, the CLD carries out various other activities such as providing technical advisory services for legislative review and revision of child labour legislation to help bring it in line with international conventions, organizes the meeting of Technical Advisory Committee under CLP&R Act, 1986, work relating to Grants-in-Aid Scheme for financial assistance to voluntary agencies and NGOs for taking up action programmes/projects for the benefit of child labour and so on.

7.2 Role of State Governments

The issue of child labour needs to be fully integrated into the policy framework of the state, and all State governments need to formulate effective policies for elimination of child labour and to define immediate action in this direction. The State governments are expected to locate child labour issues in the State and be instrumental in the coordination of the developmental programmes for the benefit of child labourers, which is an essential part of the NCLP. Over the years different structures have been formed and strategies adopted by various state governments in this regard.

7.2.1 Existing Institutional Mechanisms at State Levels

Unlike the existence of the CLD at the Centre, most State governments do not have an exclusive institutional agency dealing with the problem of child labour. Instead, different departments and institutions of the state governments have been involved in dealing with the problem at different levels. Accordingly, efficient and effective functioning of these institutions is crucial for the overall success of NCLP. The following

paragraphs discuss the existing institutional structure at the state level.

State Labour Departments have been the nodal agencies for anchoring most of the programmes related to child labour. Except in one state (Andhra Pradesh), the labour department of state governments own the responsibility of implementing NCLP in different child labour endemic districts of their respective states. In Andhra Pradesh the Education Department of the State Government has anchored the project.

Offices of the Labour Minister, Labour Secretary and Labour Commissioner are the three components of the Labour Department of the State Government. While the office of the Labour Secretary is concerned with policy issues, the office of the Labour Commissioner performs the duty of translating the policies into action. The office of the Labour Commissioner constitutes distinct organizational entities headed by the Labour Commissioner who is assisted by Additional Labour Commissioners, Joint Labour Commissioners (in some states), Deputy Labour Commissioners and Assistant Labour Commissioners. These officers perform multifarious duties in their territorial / administrative jurisdiction including enforcement of various labour laws, performing the quasi judicial functions and conciliation duties under these laws and holding discussions with trade unions and managements to maintain industrial harmony.

Given the administrative structure of Labour Departments, some states, especially the states where the INDUS project²⁶ is being implemented, evolved specific institutional structures, mainly to implement different child labour projects. Some of the state governments have constituted a new registered society, registered under the Societies Registration Act, at the state level to deal with the issue of child labour. The office bearers of these societies include the Commissioner of Labour, Additional and Joint Commissioners of Labour, etc. Some of the states have also formulated State Action Plan (SAP) for elimination of child labour and a few states have allotted specific grant for its implementation. To review and monitor the convergence of various state level departments, high power committees have been set-up in a few other states. In Tamil Nadu, Maharashtra, Uttar Pradesh and Madhya Pradesh, State Resource Cells (SRCs) have been formed to provide support to state-level committees which review and monitor child labour eradication in these states. The organisational structures, functions and personnel of these centres vary from state to state. While some of these centres are managed with the existing staff of the labour department, some others have hired temporary staff.

7.2.2 State-specific Institutional Structure and Functions

In order to understand the difference in the institutional arrangements across different states, the following paragraphs briefly

²⁶ INDUS is a joint Government of India - US Department of Labour Child Labour Project implemented by the ILO with the objective to contribute to the elimination of hazardous child labour and to support the creation of an enabling environment for the elimination of hazardous child labour and to implement targeted interventions aimed at child and adolescent workers in identified areas in the selected districts.

present some of these structures and functioning of a few state labour departments.

a. Tamil Nadu

The Government of Tamil Nadu has formed a State Child Labour Rehabilitation cum Welfare Society with the Commissioner of Labour as the Chairman of the Society and Additional Commissioner of Labour as the Member Secretary. The state has also formulated an SAP for eradication of child labour and allotted a specific grant for its implementation. Enforcement is one of the strategies of the SAP. Special squads have been formed in all the districts of the states to organize frequent joint raids. To review and monitor the performance of concerned departments with regard to convergence of services, a State Authority on Eradication of Child Labour (SAECL) has been set up with the Chief Secretary as the Chairperson. Periodic state-level workshops are conducted to emphasize convergence among various social partners, etc. The SRC has been formed to provide secretarial support to the SAECL, SPSC, and State Level Monitoring Committee (SLMC). Additional Labour Commissioner of the state is the coordinator of the SRC.


A child labour monitoring system has been evolved in Tamil Nadu to identify and withdraw children from labour and refer them to schools and continuously track their attendance and progress. Complaint cells have been formed in the office of the District Collectors, and the Revenue Divisional Officers have been made responsible for rescue and rehabilitation of child labourers. A “Child Line” to locate and rehabilitate child labourers is being operationalised by the

Social Welfare Department. The State Government has also issued orders for supply of free school uniforms for all special school children and bus passes for the children who commute to the special school by bus. The State Education Department has issued instructions to the school authorities to admit the special school children into the appropriate standard in formal schools thereby facilitating mainstreaming of these children.

b. Karnataka

The Government of Karnataka has taken up a comprehensive action plan for elimination of child labour specifying the role and responsibilities of each department towards elimination of child labour. At the state level, a high power committee under the Chairmanship of the Chief Minister has been set up in order to monitor and provide policy directions. Similarly, Coordination Committees have also been set up at the state, district, block and village levels. The State-level Coordination Committee is under the Chairmanship of the Additional Chief Secretary of the Government of Karnataka, with the Labour Commissioner as the nodal officer to coordinate various government departments and NGOs. The district-level Coordination Committee is chaired by the Deputy Commissioner.

Various decisions of these committees have led the Government of Karnataka to issue appropriate internal circulars for convergence to the concerned departments. Circulars have been issued to a) The Social Welfare department with regard to preferential admission to children passing out of NCLP Special Schools in SC/ST/OBC Hostels, b) The Rural Development Department with regard to preferential selection of Child Labour families in poverty



alleviation programmes such as skill, wage/self-employment, housing, c) The Education Department with regard to removing direct/indirect cost for mainstreaming and for sensitization of regular teachers, d) The Police Department with regard to providing assistance to the Labour Law enforcement authorities, and e) The Health and Family Welfare Department to assist in enforcement with regard to determination of age and in providing health services to the child labour families.

c. Andhra Pradesh

The Government of Andhra Pradesh has established a State Level Monitoring Committee (SLMC) for elimination of child labour. It is an apex body that focuses on convergence and coordination among Departments in implementing programmes for elimination of child labour. In addition, an SRC has also been established in the office of the Commissioner of Labour and it functions as a Secretariat to the SLMC. The Department of Labour, Employment, Training and Factories (LET&F) is the nodal agency for coordinating all the activities/programmes for the elimination of child labour.

Through these institutions the Government of Andhra Pradesh has been making continuous efforts to bring about a desirable change in social attitudes and the approach towards the multi-dimensional problem of child labour. Such an approach envisages strengthening the formal schooling system, strict enforcement of all laws prohibiting child labour, child abuse and other violations of child rights. The state government has introduced an innovative tool of open courts

under the Minimum Wages Act for generating awareness among different sections of the society including parents and employers of child labourers. The implementation of NCLP and INDUS is being closely monitored through periodical reports, frequent visits and meetings with District and State Government officials.

d. Maharashtra

The Government of Maharashtra has constituted a special taskforce under the chairmanship of the Labour Commissioner. It consists of officers from the departments of Police, Labour, Education, Women and Child Welfare, Shop Inspectors, and NGOs. This taskforce helps the government in enforcing Child Labour Laws and implementing regulations on child labour. This Task Force is authorized to keep a check on the instances of child labour by organizing weekly raids and to take action against those employing children. The task force also ensures constituting Child Labour Rehabilitation cum Welfare Societies in various districts under the Chairmanship of District Collectors. These societies have been made responsible for implementing the SAP for elimination of child labour at district-levels and for rescue of child labourers and their rehabilitation (including their families). These task forces comprise of representatives of the Police and the Zila Parishad, District Women and Child Development Officer, District Education Officer (Primary), District Health Officer, Municipal Commissioner, Government Officer of the Labour Department and NGOs. The Government of Maharashtra has made a specific financial provision of Rs. 18.65 crore in the state budget of 2007-08.

Apart from other functions, the SAP for Elimination of Child Labour converges with Sarva Shiksha Abhiyan (SSA) and much emphasis is given to quality schooling and educational improvement of children withdrawn from work. The task force members are imparted regular training with regard to the precautions to be taken at the time of rescue operations, taking physical possession of children and presenting rescued children to Child Welfare Committee.

e. Orissa


The Government of Orissa has constituted a State Level Task Force on Child Labour. A State-level Co-ordination committee on child labour headed by the Additional Chief secretary has also been constituted in which Secretaries of line departments are members. The Chief Secretary takes up the review meetings of this Committee periodically. Besides conducting workshops and training programme on Child Labour, the State Labour Institute (SLI), Orissa supports the various activities of the State-level Co-ordination Committee on child labour and the Task Force. The Government of Orissa has formulated a draft SAP for Elimination of Child Labour and has made a separate budgetary provision for it under the Labour Department. The Social Welfare Department has sanctioned 125 grams of rice per student per day for 26 days for the mid-day meal at the special schools. The Tribal Welfare Department has taken special steps to admit the children of NCLP special schools who belong to SC/ST categories in the Residential Ashram/ Kanyashram schools and the general category students into the general schools on priority basis so that they can continue

their studies after mainstreaming. Many students who have passed out from the Special Schools have been admitted in Jawahar Navodaya Vidyalaya. District Rural Development Authority (DRDA) has taken an initiative to target all the parents of child labourers for anti-poverty programmes of the state/central government.

f. Gujarat

The Government of Gujarat has set-up a Core Committee on child labour headed by the Chief Secretary, an SLMC headed by the Principal Secretary, Labour & Employment, a Monitoring Cell headed by the Labour Commissioner, and has constituted a Task Force headed by the DC in all the districts. The child labour elimination efforts are linked with the SSA and periodical health check-up of the children attending Special Schools is carried out in convergence with Arogya Tapasani Karyakram. The State Government has provided a budgetary support of Rs. 12 lakh to the NCLP Schools for meeting additional needs like school bags, uniforms, sports equipments, educational and vocational kits, etc.

Similarly in other states, Child Labour Monitoring Cells have been either constituted or are in the process of being constituted. As mentioned earlier, most of these Monitoring Cells are located within the Labour Department of the State Governments. However, what is important to note that despite all concerns about the problem of child labour, no state government has an exclusive programme implementation unit with full time working professionals at the state level, which could take care of an action oriented child labour project such as



NCLP. Different components of the NCLP require active participation from state level officials, which in turn, requires an overarching motivation and efforts from state level officials.

7.3 Extent of Participation by State Governments in NCLP

Different institutional mechanisms at the state levels have emerged over time as and when they were required for participating in the NCLP activities. NCLP, being one of the largest action based programme of the GoI for eradication of child labour, the role of states becomes very important for a few key activities (components). Some of the main activities required to be properly addressed at the state levels and the extent of actual participation of state governments in these activities are covered in the following paragraphs.

7.3.1 Monitoring of NCLP

As has been mentioned in Chapter 3, monitoring is an essential and integral part of the NCLP. In order to reap the benefits of the project, apart from monitoring by MoLE, State Governments should also have an efficient, effective and sustainable system of monitoring. Regular observations on the functioning of the project by making periodic visits and documentation of various activities of the project at the state level helps in early identification of deviations from the set norms and enables corrective actions to be taken. Such a system will ensure that workplaces are free from child labour and that various social protection measures benefit children and their families. A monitoring system at the state-level will also facilitate

mobilizing government officials and civil society members to contribute effectively to the rehabilitation of enrolled children in the special schools and guard against the continuation and emergence of new child labour and hazardous child labour sectors.

Despite the realization of effective roles of monitoring at various levels, presently, barring a few states, monitoring of the NCLP activities at the state-level is by and large non-existent. Given a large number of districts already covered under the NCLP, it is practically not feasible for the Central Government officials alone to conduct monitoring visits in all the districts frequently. It is only the state level officials who are best placed for making such visits frequently. However, evidence shows that during 2006-07 only 40 of the 70 sample districts under evaluation, reported at least one monitoring visit of state level officials either to district project offices or special schools. Only four to five districts had any top state level officials (such as State Project Director, SSA and Labour Secretary) visits during 2007-07. Similarly, Labour Commissioners had monitoring visits in about 11 districts while the monitoring visits to districts or special schools by other state level officials is almost negligible (Table 7.1).

The visits of central level officials have instead been more frequent in districts. During 2006-07, central level officials made monitoring visits to at least 13 districts project offices and special schools.

Discussions with both Central as well as State levels officials indicated that there has been absolutely no co-ordination between the two as far as monitoring visits are concerned.

Table 7.1: Monitoring Visits to Special Schools by State and Central Government Officials (2006-07)

State-Level Officials	9 th Plan Districts		10 th Plan Districts	
	Name of Districts	Number of Districts	Name of Districts	Number of Districts
State Project Director, SSA	Visakhapatnam	1	-	-
State Labour Secretary	Gwalior, Nanded, Ajmer, Alwar	4	Ghaziabad	1
Labour Commissioner	Nalanda, West Singhbhum, Bangalore Urban, Ujjain, Koraput, Tirunavelli, Salem, Varanasi	9	Fatehpur, Mathura	2
Assistant Joint Director	Dharmapuri	1	Hardoi, Sitapur	2
Assistant Labour Commissioner	Thane, Nuapara	2	Banda, Lucknow, Sonbhadra	3
Director, Vigilance	Nellore	1		
District Observer SSA	Ananthpur	1		
Central-Level Officials				
Consultant and Officials of MoLE	Ludhiana, Ajmer, Salem, Dharmapuri, Visakhapatnam, Sarguja, Bangalore Urban, Raichur, Thane, Ananthpur	10	Krishna, Beed, Nanded	3
Total		29		11

Source: Field Survey

Officers at both the levels have not been aware of the monitoring visits and/or other monitoring activities by one another. All these essentially indicate lack of proper mechanism of monitoring visits.

In most of the districts evaluated, monitoring at the district-level by and large is confined to visits to the schools by the PD and field officers. The field officers conducted more monitoring visits to the NCLP schools as

compared to those by the PD. Compared to 10 districts which reported frequent visits by the PD, 23 districts reported frequent visits by the field officers. In Nagaon, Bangalore Urban, Thane, Mayurbhanj, South 24 Paraganas and some of the districts of Madhya Pradesh, Rajasthan, Uttar Pradesh

even field officers visited the schools for monitoring only once a month. In Nellore, Rajnandgaon, Bangalore Urban, Gwalior, Siddhi, Thane, Ganganagar, South 24 Paraganas, South Dinajpur PDs visited the schools once in three months only (Table 7.2). From the above discussion, it emerges that

Table 7.2: Periodicity of Visit to Special Schools by the NCLP District Field Officer (2006-07)

Periodicity of Visit	9 th Plan Districts		10 th Plan Districts	
	Name of Districts	Number of Districts	Name of Districts	Number of Districts
Frequently	Ranga Reddy, Nalanda, Sarguja, Dumka, Pakur, Solapur, Ganjam, Dharmapuri, Varanasi, South Dinajpur	10	Krishna, Araria, Katihar, Purnia, Darbhanga, Raipur, Hazaribagh, Bagalkot, Nanded, Chennai, Lucknow, Fatehpur, Panchamahals	13
Weekly	Rajnandgaon, West Singhbhum, Cuttack, Ludhiana, Tirunavelli, Salem	6	Hardoi	1
Fortnightly	Ananthpur, Karimnagar, Nellore, Vijayanagram, Visakhapatnam, Jamui, Bangalore Rural, Raichur, Mandsaur, Ujjain, Bargarh, Koraput, Nuapada, Alwar, Mirzapur, Saharanpur, North Dinajpur	17	Kolar, Rewa, Siddhi, Beed	4
Monthly	Bangalore Urban, Khargaone, Thane, Mayurbhanj, Ajmer, Tonk, South 24 Paraganas	7	Nagaon, Gwalior, Ganganagar, Barmer, Bhilwara, Banda, Ghaziabad, Mathura, Sitapur, Sonbhadra	10
As and when required	-		Kolkata, Malda	2
Total Number of Districts		40		30

Source: Field Survey

there is a need for sharing the responsibility of monitoring by the both state-level officials and project officers at the district level. A state-level centralized structure of monitoring officers is essential towards achieving effective monitoring of the implementation of NCLP.

7.3.2 Enforcement and Rehabilitation

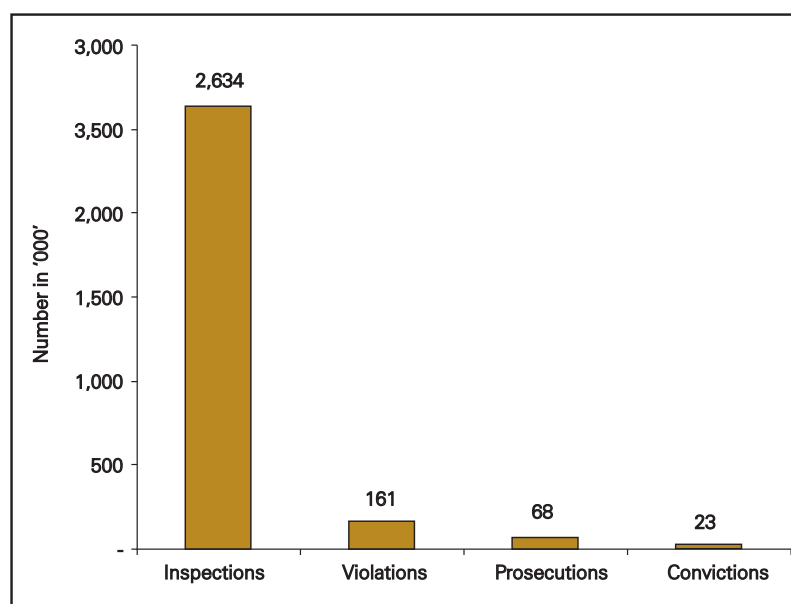
Enforcement of the relevant labour laws pertaining to child labour is an important objective of NCLP and the role of state governments is of crucial importance. Rigorous enforcement of the child labour legislations and prosecution of offenders go a long way in curbing children from entering the labour market at a tender age and in facilitating overall efforts for elimination of child labour from the NCLP districts.

The Labour Department plays an important role in implementing legal provisions relating


to child labour. The notified officers under concerned labour laws inspect establishments to detect violations and ensure compliance of the legal provisions by the employers. In case of continuous engagement of child labour in hazardous process or violation of any provisions, recovery is imposed and prosecution is launched against the employers.

State-wise on the implementation of the CLP&R Act shows that, during 1997 to 2006 Labour Departments of different states conducted more than 2.6 million inspections across different shops, establishments and industries. Out of these 2.6 million inspections conducted at the All-India level approximately 161,000 cases of violations were detected. However, only 67,691 prosecutions were launched during the same period (Figure 7.1).

Figure 7.1: Number of Inspections, Violations Detected, Prosecution Launched and Convicted during 1997-2006, All India.



Source: MoLE, GOI



The number of prosecutions which resulted in convictions again reflects a dismal picture. During 1997 to 2006, of the 67,691 prosecutions launched, only 22,588 resulted in convictions. The final acquittal figure is even lower at less than 7000. State-wise data on enforcement shows that enforcement has been vigorous in the past few years in some states like Andhra Pradesh, Bihar, Tamil Nadu, Maharashtra and Karnataka with the general trend of movement against child labour. Though serious efforts are taken towards inspections in these states, the legal process takes its own toll with very less convictions and many cases are still pending in the court (Appendix Table VII.2).

The field survey in different parts of the country highlights the need for an effective linkage between enforcement of child labour laws and enrolment of withdrawn children into special schools for rehabilitation. Analysis of secondary data suggest that vigorous enforcement is concentrated only in certain pockets and not widespread and has negligible impact on the incidence or magnitude of child labour (Appendix Table VII.1).

For example, despite high level of urbanization and relatively better transport/communication facilities in some of the NCLP districts, the enforcement status of labour laws seems to be discouraging in Maharashtra. Though there is an increasing trend in the number of inspections conducted under the CLP&R Act during the past three years, the violations detected, prosecutions and the acquitted cases show a decreasing trend. It is not surprising, therefore, that the reporting of any of the cases of rehabilitation of the child labourers

withdrawn during the process of enforcement is rather insignificant as compared to the size of the problem.

In Uttar Pradesh, a number of cases were registered under the CLP&R Act, 1986 followed by the Shops and Establishment Act. However, most of cases registered were pending till the date of survey in the 11 districts that were visited. It is important to note that in Uttar Pradesh, the state of highest number of child labourers, only 14,000 inspections have been conducted during the 9-year period of 1997-2006. Across the state, only 8,369 violations have been detected during 1997-2006 and most of the cases are still pending in the Courts of Law. (Appendix Table VII.2). Moreover, the Juvenile court is also not very active in the state. According to state officials, the Action Plan for elimination of child labour in the state is yet to be approved by the state government. In most of the districts, the department either did not have the information or were not able to share the information.

Similarly, although 0.22 million inspections have been carried out under the CLP&R Act across the state of Bihar during 1997-2006, only 3 cases have resulted in convictions during this period. This very low rate of prosecution and even fewer convictions send a wrong signal to the society. On the one hand, employers continue to employ children with impunity and on the other, parents of the children also start colluding with employers. Barring a few districts, records of enforcement are neither maintained nor accessible.

The above analysis reveals that among the reasons for high incidence of child labour in different NCLP districts, ineffective

implementation of the Child Labour Act stands out as the prime reason. The existing enforcement machinery very often does not have proper orientation or inclination to deal with the problems of child labour which results in ineffective implementation. Effective rehabilitation measures, therefore, must be supplemented with strong enforcement measures to prevent further entry of children into the work force.

7.3.3 Challenges for States

a. Training and Awareness Generation


One of the reasons for the continued existence of child labour is the social acceptance of this practice. The situation of child labour is seen as inevitable or unchangeable and therefore, something that has to be endured. While in many places the problem of child labour persists, in some pockets of the country, child labour has disappeared due to change in attitude towards child labour and as a result of an understanding that child labour is morally abhorrent and socially reprehensible. Change in collective thinking has led to such a social change. Though attitudinal change can be brought about in different ways, some of the effective means are generating awareness, sensitization and orientation of influential groups and thereafter, encouraging and capacitating them to be the change agents. In order to have effective implementation of laws, programmes and projects relating to child labour, it is essential to have heightened bureaucratic sensitivity and capacities on the issue. The role of the state government in this regard is of immense importance as the state can organize a variety of

training and sensitization programmes at different levels.

Officials of the Labour Department, especially those who are vested with powers to enforce child labour laws, have not only to be sensitized on the issue of child labour but also to be imparted the knowledge and skills to use their powers, coercive as well as persuasive, to implement the laws and discourage employers from employing children. Police Officials have a leading role in rehabilitating children especially those who are working in various occupations of the urban informal sector such as rag picking, shoe shining, automobile garages and workshops. Sensitization of the police across the state would be an effective strategy to reach out these most difficult groups of children.

Children, especially those who belong to the lower rungs of the socio-economic ladder, drop out because of the unattractiveness of the schools, curriculum and the teaching methodology. These children subsequently join the labour force which results in the increasing incidence and magnitude of child labour. It is important to train and sensitise the teachers and officials of the education department so that they can help in identification of the out-of-school children and child labourers, and their subsequent enrolment and retention in schools, as well as the mainstreaming of children of the special schools into the formal schools.

Political will can go a long way to end child labour. This can however be achieved only if there is increased understanding on the subject of child labour at the highest echelons of the government to formulate and implement the policies and programmes on



child labour to realize any vision set by the government. Enhancing the capacities of key persons holding high offices in the government is the requirement.

In the light of the above, the Central and State governments have to evolve a policy framework for building capacities of key government agencies and civil society partners and changing attitudes on child labour through a series of well-designed training and sensitisation programmes. The sensitisation and capacity building strategy can follow a 'cascade' model by creating a cadre of trainers and resource persons starting at the national level which could extend downwards to the state, district, municipal, tehsil and village levels. Trainers could be developed from key target groups so that they could undertake capacity building and sensitisation programmes for their peers at all levels. Training agencies in the state could conduct programmes at the state, district and municipal level. The block level programmes could be conducted by training agencies and NGOs located in the district. NCLP societies can be capacitated to conduct various programmes through the field officials and teachers at the village level.

b. Convergence of Services with different Departments

To make the implementation of NCLP easier and more effective, the involvement of various social partners and stakeholders as well as the integration of services of various government departments, both, are expected. Convergence of the efforts, schemes, activities and services of different departments of the government, particularly, education, health, social welfare, police, rural

development, social justice and empowerment, revenue and SC/ST/OBC Welfare, would not only serve to minimize the total expenditure but would also yield the desired result for elimination of child labour. It also requires a multi-pronged approach with understanding between converging partners to allocate resources, manpower and time for the common goal.

Information collected from sample districts indicates that efforts to convergence services have been made in different states. The field-level infrastructure for publicity and out-door programmes of DAVP of the Ministry of Information and Broadcasting are being utilised in different districts of Madhya Pradesh for generating awareness against the system of child labour and the Department of Public Relations sensitizes the public through Posters, Banners, Radio Jingles, T.V. Advertisements and Displays, Cinema Slides and mobilization of media, etc. In Karnataka, while children of the NCLP Special schools are given preferential admission in Hostels run by the Social Welfare Department, the Department of Health & Family Welfare provides health services and the parents of these children are given preferential selection in poverty alleviation programmes by the Rural Development department.

Nonetheless, the convergence efforts in different states, so far, have been far from satisfactory. It is disquieting to note that in a large number of districts no records are maintained related to convergence efforts while in other districts the convergence efforts have been limited to the extent of organizing meetings with different Departments of state governments.

Different states adopt different strategies to address the issue of child labour through convergence as a single strategy may not be applicable across all states, without some modifications. Moreover, the effectiveness of the convergence approach, by and large depends on the initiative, effort and enthusiasm of the officials who are heading the Departments or the District administration.

7.4 Need for a New Institutional Structure

It is evident from the foregoing discussions that although presently there exist some institutional mechanisms, both, at the centre as well as state levels, the present institutional structure is not adequate enough to handle the increasing responsibilities of monitoring, technical support and other forms of participation. Given the crucial roles of the central as well as state governments in different components and overall functioning of NCLP, there is an urgent need to expand the existing institutional capacity by establishing an exclusive programme implementation unit with full time working experts and professionals, both, at the central as well as state levels.

Given the increasing workload over the years, due to the expansion in the NCLPs from 12 districts during the 8th Plan to 250 districts in the 10th Plan, and the likelihood of further expansion of the projects during the 11th Plan, and also the different complexities involved at district-level, it is an appropriate time for the MoLE to think of establishing a full-fledged, adequately equipped programme implementation unit at the centre as well as state levels. This unit could be known as the

National Programme Implementation Unit (NPIU) and the State Programme Implementation Unit (SPIU), and they could function within the overall structure of the existing CLD, thereby enabling the division to become more professional and systematic in delivering the output. The possible structure, functioning and the roles of these implementation units have been discussed in details in the following paragraphs.

7.4.1 National Programme Implementation Unit

The proposed NPIU would be expected to carry out all the activities of monitoring, data analysis, reporting, innovations and management of the NCLP at the national level. NPIU would be expected to feed evidence based facts and figures into the entire policy framework of child labour along with suggestions to improve the functioning of NCLP from time to time. The NPIU would be in direct contact with the state level SPIUs and the district project societies and work towards building their capacity for efficient and effective implementation of the project. It would also provide appropriate solutions to the problems faced by SPIUs in data management at local levels. In addition, the NPIU would scrutinize the data and reports received from the SPIUs and would form a decision-support system for the MoLE. This unit would be the information hub of the entire project. Thus the NPIU would enable the MoLE not only in policy making, professional planning and effective and efficient implementation but also in facilitating continuous coordination and monitoring of the projects all over the country.

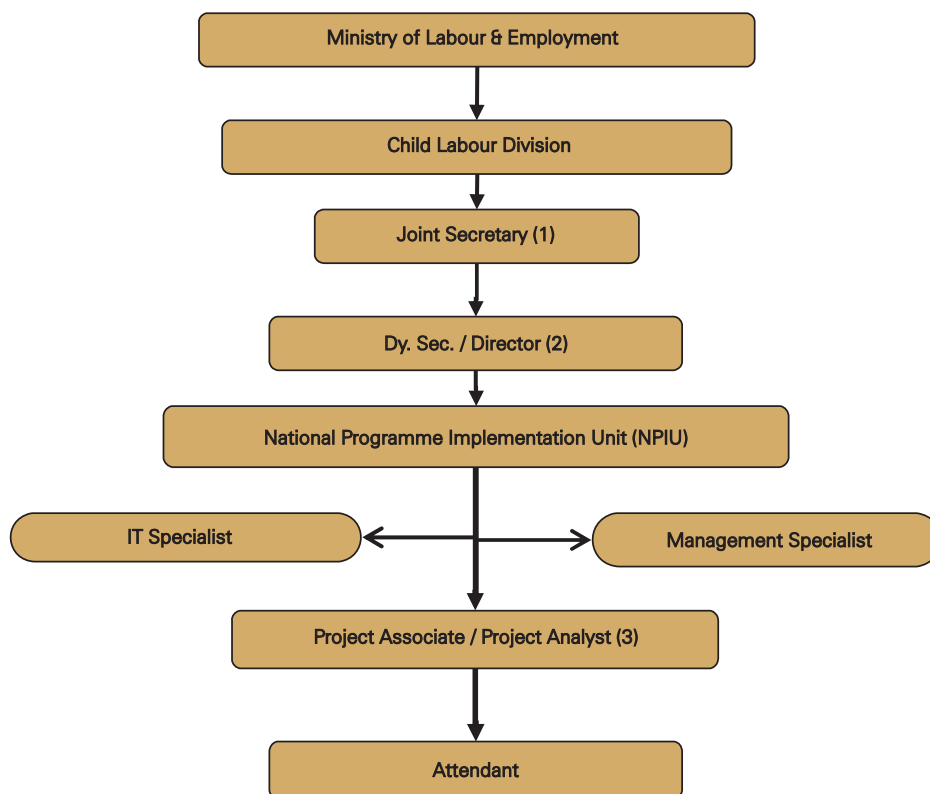
The NPIU should be an independent and highly professional entity comprising of two professionals with IT and management specialization, three Project Associates/ Analysts with advanced computer skills and an attendant. While the financial implications are discussed in the recommendation chapter, the detailed organization structure of the NPIU is provided in Chart 7.1.

The IT Specialist would primarily be responsible for all work related to the database. Assisted by the Programme Analyst, the IT Specialist would be responsible for administering software installation and application, planning, preparing and maintaining database and

analysis of data for providing inputs to policy making and project implementation. S/he would provide solutions to the technical problem of SPIUs arising out of day to day activities. The specific responsibilities include providing technical support to the SPIUs in conducting child labour surveys and data management. The IT Specialist would comply with the data related queries made by the government officials and Social Partners and make the data available to all concerned.

Presently, the data storage and management is not being proposed as an online MIS. Given the various types of initiatives and interventions in the country aiming at elimination of child labour by addressing the

Chart 7.1 Organizational Structure of the NPIU



educational needs of out-of-school children, the project like NCLP should be ever contracting in nature. Therefore developing online MIS may go against the spirit of elimination of child labour. An online MIS is essential for projects related to labour market information, formal education, skill development, etc. and not for a project targeting a continuous and gradual contraction within a stipulated time period. Due to various administrative and implementation problems, a project like NCLP is not presently contracting as envisaged. But this would not suffice for establishment of a full-fledged online MIS in the project. Rather an off-line data management and periodical monitoring by different stakeholders through access to the database on request may be a good step towards helping the administration in the implementation of NCLP. Moreover, compared to online MIS maintaining the off-line system is less expensive and less complicated.

The Management Specialist would be responsible for initiating and implementing

the work /programme of the NPIU with the help of other personnel of the unit. S/he would be responsible for facilitating consultation and coordination with various Ministries of the Government of India, State Governments and District Administration to ensure convergence of services at various levels. The Management Specialist would develop tools for monitoring and reporting and periodically visit the projects for monitoring and to produce necessary reports. These reports would provide information on the status of implementation of the project and would also highlight the gaps and document innovative successful practices. S/he would also act as the resource person for training workshops at the national and state-level and would coordinate all activities related to training programmes. Assisted by the Project Associate, the Management Specialist would submit state-wise quarterly and bi-annual reports to the MoLE on the progress of implementation of NCLP Societies in various districts.

The proposed remuneration of the NPIU personnel can be as follows (Table 7.3):

Table 7.3: Proposed Remuneration for NPIU Personnel

Sl. No.	Personnel	Remuneration per Month (Consolidated)
1	IT Specialist	Rs. 40,000/-
2	Management Specialist	Rs. 40,000/-
3	Programme Analyst / Associate	Rs. 12,000/-
4	Programme Analyst / Associate	Rs. 12,000/-
5	Programme Analyst / Associate	Rs. 12,000/-
6	Attendant	Rs. 5,000/-

Source: Proposed on the basis of evaluation

7.4.2 State Programme Implementation Unit

For monitoring and providing policy directions on the issue of child labour there should be a high power coordination committee at the State level. For the implementation of NCLP and to forge convergence among various government departments, this Committee should be assisted by a state-level unit which should periodically review the implementation of the NCLP and make appropriate recommendations to achieve the objectives of the NCLP. This state-level agency would comprise of officials with different expertise and would act as the nodal body for regular monitoring of the functioning of the NCLP societies and special schools. Visits of officials from government departments, such as SSA, Education, CBWE, etc, to the schools, and their regular interaction with the members of the NCLP society would further strengthen the implementation of the NCLP. Monitoring of the functioning of the project is required at two levels. First, monitoring of the overall administration at the district levels, and second, monitoring of the special schools and the quantity and quality of the facilities being delivered to children. While state level agencies could be assigned with the responsibility of the monitoring at the first level, the monitoring at the second level could be the responsibility of the district project offices. For the State Governments to play an effective role in the implementation and monitoring of the NCLP, there should be a state-level unit providing technical support to the state government in this regard. Though SRCs are existing in some of the states where the INDUS project is

operational, it is important to establish at the state-level a State Programme Implementation Unit (SPIU) with the labour department.

The SPIU should be an independent and highly professional entity comprising of officials with different expertise to act as the nodal body for coordinating child labour survey, regular monitoring of the functioning of NCLP societies and special schools. The SPIU would be carrying out a range of functions such as mapping implementation progress, monitoring efficiency in resource usage and providing vital inputs to conducting child labour survey in the districts. Some of the general responsibilities of the SPIU with regard to conducting child labour survey would be developing the complete plan for conducting child labour survey, developing the survey format, and imparting training to staff identified for administering the survey format and those who coordinate the survey at different levels.

Detailed database containing basic information on each of the NCLP projects in the state would be maintained and analyzed by the SPIU. The data would be generated at various levels of project operation through a suitable DCF. The information would be generated and initially stored and managed at the district level. The basic function of the data management would be to ensure timely flow of information from the bottom level to the top which would serve as a decision-support system.

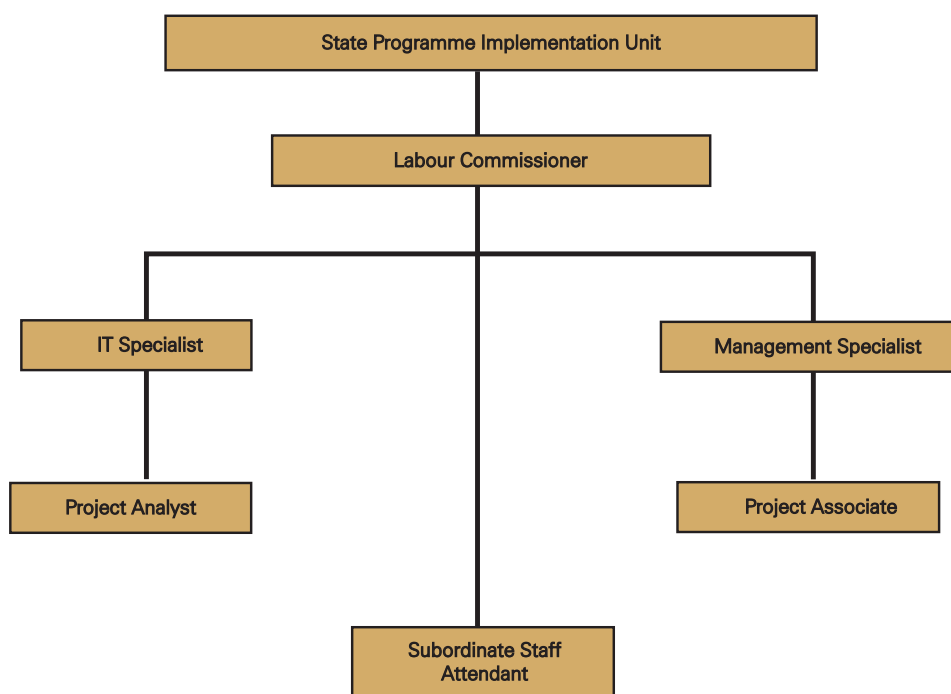
The SPIU would consist of at least five personnel, two specialized professionals (one each from Management and IT),

two Assistants (one for dealing with Accounts and the other for providing secretarial services) and an attendant. (Chart 7.2).

The IT Specialist would primarily be responsible for all work related to the database. The specific responsibilities would

include developing, field testing, modifying and firming up of the survey format, preparation of detailed instruction manuals to fill up the survey format, sampling designing and overseeing and monitoring fieldwork during the survey. Planning and

Chart 7.2: Organizational Structure of SPIU



preparing, maintaining and updating district-wise detailed databases of each of the NCLP projects, upgrading the application software from time to time would also be the responsibilities of the IT Specialist. Assisted by the Programme Analyst, the IT Specialist would be responsible for administrating software installation, backup and recovery, performance tuning, trouble shooting, keeping track record of the maintenance of

data at the district level, providing help and support for data management at the district level, collating the data of all the districts in proper database format and complying to the data related queries made by the professionals of the NPIU, officials of the State Government and the MoLE, research scholars, different stakeholders and social partners. It would be of utmost importance that the database thus generated and

managed is made available to different stakeholders and social partners so that periodical monitoring is made possible. It would also be essential to continuously strengthen the database based on the feedback received.

The Management Specialist would be responsible for initiating and implementing the work programme of the SPIU with the help of other personnel of the unit. S/he would be responsible for coordinating with district administration, state administration, NPIU and MoLE and would facilitate convergence of services of various departments. The management specialist would also act as the resource person for training workshops at the state level and would coordinate all activities related to training programmes. Tracking of all participants and generation of training reports would also be his/her responsibility. Assisted by the Project Associate, the Management Specialist would submit quarterly and bi-annual reports to the State Government and the MoLE. S/he would also be responsible for maintaining accounts for the expenses on various activities of the SPIU.

The remuneration of the SPIU Personnel can be as follows (Table 7.4):

The continuously updated central database on child labour maintained by the SPIU would facilitate monitoring of the implementation of NCLPs in different districts of the state by both the State Government and the MoLE and encourage a participatory monitoring system. A participatory monitoring system at the ground level is an effective way of building capacity and ownership of the issue of child labour. The monitoring system would provide a vital and comprehensive information base for locating focal agencies and points for decision making at various levels, to evolve a method for referral and resolution of policy matters and implementation issues, and understanding the degree of involvement of stakeholders at various levels. Thus the monitoring system would not only be an active tool for stopping child labour in the state but would also create synergy, enhance effectiveness and efficiency, and result in sustainability of the benefits of the project.

With regard to the monitoring of the implementation of the project, the units work would include monitoring, utilization of resources in the light of fund allocation for various components, essentially to ensure that project guidelines are complied with. The

Table 7.4: Proposed Remuneration for SPIU Personnel

Sl. No.	Personnel	Remuneration per Month (Consolidated)
1	IT Specialist	Rs. 30,000/-
2	Management Specialist	Rs. 30,000/-
3	Programme Analyst	Rs. 10,000/-
4	Project Associate	Rs. 10,000/-
5	Attendant	Rs. 4,000/-

Source: Proposed on the basis of evaluation

SPIU would also be responsible for preparing periodic reports and documents and making them available to the NPIU to help them access information on the operationalisation of the projects in general, identifying good practices and problem areas in particular and to facilitate release of funds.

7.5 Summary, Emerging Issues and Suggestions

Invariably, some of the states in India have evolved and designed certain systems to monitor the NCLP project at the state level. However, neither are the structure and function uniform across these states, nor are the role and responsibilities specified clearly. Moreover, in most of the states, presently, there is no systematic mechanism in place at the state level for facilitating convergence and monitoring of the projects at the district level. Apart from regular monitoring of the projects, periodic evaluations are required to be undertaken to take mid-course corrective measures and to also assess the overall efficacy of the projects. It is also significant to ensure timely submission of audited accounts and Utilization Certificates by the project societies by having regular interaction with them. In addition to reviewing the progress in the implementation of the child labour programme on a periodic basis, State Governments need to evolve concrete mechanisms for forging convergence with concerned departments towards addressing the root causes perpetuating the problem of child labour. In the light of the discussion above, some component-wise specific suggestions and the detail structure and functions of the nodal agency at the state

level to address the existing gaps are prescribed below.

a. Identification and Targeting


Better targeting of child labourers for rehabilitation can be achieved only through state-specific methods of operation and functions detailing out ways of identification of child labourers, strengthening enforcement of child labour legislation, release of children from work place and their rehabilitation.

b. Enrolment

The Education Guarantee Centres, Kasturba Gandhi Balika Vidyalaya, Residential and Non-residential Bridge Schools of SSA of the MHRD can be utilized for enrolling children withdrawn from work in places where there is no NCLP Special School. The services and facilities of the children homes under the Social Defence department should be extended to the child labourers who are destitute, orphans and the children of disabled parents or single parents. Depending on the local-specific need the State Government can take steps to convert the special schools into Special Residential Schools-cum-Rehabilitation Centres with residential facilities and educational inputs by providing additional funds.

c. Mainstreaming

The Education Department has to play a crucial role in facilitating mainstreaming of children passing out of the special schools into the formal education system. The task of the Education Department should also be to certify the education given to child labourers in special schools. The SC/ST/OBC



Welfare Department can provide scholarships and hostel facilities to the children belonging to the SC/ST/OBC categories after their mainstreaming into the formal schools from the special schools. They should also target these children for benefiting from the Book Bank Scheme, Bicycle Scheme, etc.

d. Awareness Generation

The issue of child labour should be included as a component in all the programmes of the Education Department. Making use of its vast network and infrastructure, the Continuing Education Department should take the initiative to sensitize the society on eradication of child labour through mass campaigns. The Information and Public Relations Departments can play a pivotal role with the active support of the media and other resource groups and social partners, to generate social mobilization for successful implementation of the NCLP. This department can also help in articulating the issue of child labour, creating awareness about the government schemes meant for rehabilitation of child labourers and in highlighting the success stories of rehabilitation of child labourers.

e. Raising the Economic level of Child Labour Families

The State Government should ensure that parents of rescued child labourers are given priority in the poverty alleviation, self-employment and skill training programmes. The child labour families should be given

various documents needed by them by the Revenue Department to avail public distribution, housing facilities, etc.

f. Monitoring

The PRIs and other peoples' institutions should be given the responsibility of monitoring of day-to-day activities and the adequacy and appropriateness of the facilities being delivered by special schools. For this a village level committee, with members from different peoples' organizations, could be constituted under the chairmanship of the Sarpanch of the PRI. This would also ensure greater participation of the community in the project. This will help in tracking the children mainstreamed in formal schools and ensuring that children, who have joined formal schools should not dropout and go back to work. The proposed NPIU and SPIU are expected to take up the task and perform professionally on this count.

g. Management and Updating of the Database

Managing and continuous updating of data and other information both on physical and financial targets and achievements is extremely important for the success of any programme like NCLP. The management of the database is required at different levels such as national, state and district levels. The role of central and state governments assumes immense importance in this entire effort. Establishing a new professional institutional structure NPIU/SPIU would certainly prove helpful in this regard.

Participation and Response of Community and other Stakeholders



The success of any well-conceived intervention programme like NCLP largely depends on the nature and extent of participation of different stakeholders and their response to key deliverables. From identification to mainstreaming and eventually elimination of the child labour problem, various stakeholders of NCLP play a significant role. District Project Officials, Officials of the state labour departments, NGOs, Community, PRIs, Trade Unions, Employers, and Parents are some of the major stakeholders of the project. Individually, they contribute differently but their joint contribution goes a long way in eliminating the problem of child labour.

An assessment of the extent of participation and responses of different stakeholders is an important aspect of the evaluation of NCLP. With these intentions, this chapter has been divided into six major sections. The first section discusses the extent of stakeholders' participation. The second section deals with their perception about the functioning of the NCLP, while the third and the fourth sections deal with their responses with regard to the deliverables and state of physical infrastructure in special schools, respectively. The fifth section outlines few suggestions of the stakeholders towards improvements in the functioning of NCLP. Finally, the entire discussion has been summarised and

emerging issues have been highlighted in the last section. The assessment of stakeholders' participation and responses to the aforementioned dimensions has been done on the basis of qualitative and quantitative information garnered through personal interaction, focus group discussions, interviews, etc as outlined in the various schedules of the evaluation questionnaire.

8.1 Extent of Stakeholders' Participation

District project officials are expected to shoulder the responsibility of NCLP implementation though it has been initiated, funded and technically assisted by the central government. Their responsibility includes a wide range of activities, the major ones being survey and identification of child labour, awareness generation, monitoring, initiating convergence services and involving the other stakeholders in various spheres of the project activities. Besides the major role of the district project officials, officials of the state labour departments are expected to contribute a few facilitating efforts. Most important among them is the enforcement of the law prohibiting the employment of child labourers through regular inspections.

However, the district project officials along with the state labour department cannot

perform the expected tasks by themselves. They require participation from other stakeholders such as NGOs, the community, PRIs, trade unions, employers and parents, since they provide the vital linkage with the target group. As a stakeholder of NCLP, the community comprises people in the neighbourhood of the special schools i.e. the members of the ward/village where the special school is located. The involvement of

the stakeholders can definitely strengthen the process of decision-making in the NCLP societies. Their involvement helps in identification and proper targeting of the child labourers, AGPs, running of schools, delivery of key provisioning, etc. For example, whether the survey and targeting have been done properly or not can easily be realised if the community and PRIs are involved. Similarly, the deficiency or

Table 8.1: Stakeholders' Potential Areas of Participation

Stakeholders	Areas of participation
State Labour Department Officials	Enforcement of law prohibiting the employment of child labourers through regular inspection, monitoring, AGPs, convergence of services
District Project Officials	Decision-making, survey and identification of child labourers, awareness generation, training of teachers, monitoring of NCLP, convergence of services, curriculum development, preparation of vocational training modules, mobilising participation from other stakeholders, etc.
NGOs	Decision-making, AGPs, motivating the targeted parents to send their children to special schools, running of special schools, involving the parents in running of special schools, mobilising participation from other stakeholders
Community	AGPs, motivating the targeted parents to send their children to special schools, running the special schools, monitoring the delivery of provisioning, etc.
PRIs	Decision-making, survey and identification of targeted child labourers, AGPs, motivating the targeted parents to send their child to special schools, running of special schools, involving the parents in running of special schools, monitoring the delivery of provisioning, etc.
Trade Unions	AGPs, providing help in withdrawing child labourers from hazardous occupations, motivating the targeted parents to send their children to special schools, running of special schools, monitoring the delivery of provisioning, etc.
Employers	AGPs, facilitating the survey and identification process, initiating a consensus against the use of child labour in their establishments
Parents	Decision-making, awareness generation, monitoring the delivery of provisioning, etc.

discrepancy in the delivery can be noticed easily with the involvement of parents. Thus, it is quite apparent that the stakeholders have various important roles to play. Their expected roles or the area of participation has been presented in Table 8.1.

Table 8.1 also shows that the possible areas of participation overlap amongst the stakeholders. This implies that the roles of various stakeholders are not mutually exclusive in nature; rather they reinforce each other. However, as per the NCLP guidelines, among the stakeholders, the role of district project officials is mandatory as well as obligatory. In fact, it is mandatory in major areas such as decision-making, survey and identification of child labourers, awareness generation and monitoring. But the role of other stakeholders is largely obligatory and their involvement primarily depends on the PS. Nevertheless, it is essential to see the extent to which the various major stakeholders have participated in the NCLP programme.

The district project officials have implemented the project by forming a project society but their participation appears to be inadequate in many of the areas highlighted above.


The participation of project officials across the districts in the decision-making process has not been satisfactory either from a quantitative or a qualitative perspective. This is evident from irregularity and contents of the EC meetings as discussed in Chapter 3. There, however, have been a few districts such as Araria and Katihar in Bihar and Thane in Maharashtra where the project officials have participated enthusiastically and have strengthened the decision-making process.

In contrast to decision-making, the district level project officials play an indirect role in survey and awareness generation since they

generally entrust these activities to other organizations like NGOs, State and District level entities, etc. However, their participations in these activities may still be questioned in terms of timing and quality of survey result on the one hand and the nature and frequency of AGPs on the other. The evidence highlighted in Chapter 5 indicates that the district project officials have not played a considerable role in this regard. Similarly, on other fronts where the district project officials play an indirect role such as convergence of services, curriculum development and preparation of vocational training modules, their participation from the qualitative perspectives has not been impressive as evident from Chapters 5 and 6, respectively. However, there have been a few districts such as Cuttack in Orissa, West Singhbhum in Jharkhand, Nalanda in Bihar, Sarguja in Madhya Pradesh, etc. where the district project officials have played a considerable role in mobilising the services from other government departments.

As far as curriculum development is concerned, in most of the district the standard SSA curriculum has been followed. And there is hardly any district where any specific vocational training module has been followed. However, the district project officials have played a considerable role in monitoring and providing teachers' training as has been mentioned in Chapters 3 and 6, respectively. In a few districts project societies themselves are running special schools directly. As highlighted in Chapter 6, in all the 70 districts under consideration, nearly 13 per cent of the total operational schools are managed by the concerned project society.

In comparison to the district level project officials, the participation of officials of the state labour department in the NCLP activity



is quite negligible since the latter plays a very limited role. The state government labour department officials however, have made a considerable effort towards the enforcement of laws prohibiting the employment of child through regular inspections, as is evident from Chapter 7. But unfortunately, such efforts have not significantly been translated into prosecution and final conviction. Also, they have played a limited role in monitoring of the project activity.

It is evident from the above that the participation of the district project officials and officials of the state labour departments has been very limited. But, in addition, the participation of the other stakeholders too has been limited. The NGOs, community members, PRIs and parents have rarely participated in the decision-making process of the project society. This is quite evident from the information regarding the composition of EC meetings or even that of the project societies in many districts, as discussed in Chapter 3. Among the non-government members, the participation of PRIs and NGOs is visible to some extent but their overall participation in decision-making is very little, to the extent of 7 and 6 per cent, respectively as outlined in Chapter 3. Surprisingly, participation of parents in the decision-making process is also highly negligible. Their participation has been seen only in 4 out of 70 districts under consideration. Those districts are Koraput and Mayurbhanj in Orissa, West Singhbhum in Jharkhand and Nanded in Maharashtra. And only 2 parents have participated in West Singhbhum, whereas in all others, it is just one.

Apart from decision-making, survey and identification of child labourers are important areas of participation for non-governmental stakeholders such as NGOs, community members PRIs, Trade Unions, Employers and Parents. Although some NGOs have participated actively in these activities, not all partners have participated in an effective

manner. In nearly 57 per cent of the districts, state-based local NGOs were entrusted with the child labour survey (see figure 5.1 in Chapter 5). Of course, the participation of local level NGO's in the child labour survey may not be warranted specifically for conducting the surveys. In fact, the NGOs' participation should be limited to the extent of identification of areas, firms and enterprises employing children. The actual survey must be conducted by some professional institutions having a good track record of such surveys. The NGOs conducting such surveys and running special schools must be different. For identifying the areas, firms and enterprises employing child labour, participation of other grassroots level organization such as PRIs and other peoples organization are of crucial importance. However, in most of the districts, the participation of these organizations was found to be dismal.

NGOs have been seen to participate actively in the AGPs as well. In fact, along with NGOs, community members have also been found to be involved actively. As mentioned in Chapter 5, in nearly 75 per cent of the districts, the NGOs were involved, and in the remaining 25 per cent, the community members were involved in the AGPs. The community members, however, in spite of being involved in a limited way have played a remarkable role in the AGPs. For example, at Gopalpatnam in Visakhapatnam district, where Dr. Ambedkar Educational Society is running an NCLP school, the local community including the Sarpanch and the ration shopkeepers participated in the AGPs. Similarly, the local people at Vaddadi Village in Buchiyyapeta Mandal attended a rally organised by the implementing agency against child labour. But surprisingly, the participation of PRIs, trade unions and employers in this regard seems to be grossly absent.

The next important area of participation after survey and awareness generation is the running of special schools. Here also, the participation of PRIs, trade unions and community members has been grossly inadequate. As maintained in Chapter 6, their combined share in the total number of operational schools in all the 70 districts under consideration is just 1 per cent. On the contrary, NGOs have taken lead roles in this regard, to the extent of 86 per cent. Interestingly, a major role of NGOs has also been reflected in terms of their participation in curriculum development.

The functioning of special schools depends, to a large extent, on the provision of convergence services. In this regard, the role of PRIs, community and NGOs are important though their contributions are subsidiary in nature. From the analysis in Chapter 5, it does not appear that they have played any significant role, even in a subsidiary capacity. This may be because of the fact that the district project officials who play the primary role in initiating convergence services have not paid adequate attention to mobilise different agents and institutions. Nevertheless, NGOs have participated in the provisioning of convergence services, though to a limited extent. For example, in the districts such as Cuttack in Orissa, Hazaribagh in Bihar, Chennai in Tamil Nadu and in some districts of Karnataka, NGOs have made serious efforts in mobilizing services from many government as well as non-government institutions for one or other components of the project. In Karnataka, the local level NGOs have played a key role in providing various kinds of support to the parents of the targeted child in availing the benefits of the housing and old-age pension schemes.

Finally, monitoring of the project activity is one of the important areas where participation of

all non-governmental stakeholders is highly essential. But unfortunately, the participation of the community, PRIs and trade unions in the monitoring has been found to be entirely absent. Surprisingly, parents have rarely played any role in monitoring of the project activity.

Thus, among the non-governmental stakeholders, NGOs have played a relatively larger role followed by community members. But, their participation has not been adequate both from quantitative and qualitative perspectives. Also, the extent of participation by PRIs, trade unions, employers and parents has been very negligible. Hence, the extent of participation by various non-governmental stakeholders in NCLP is certainly a matter of great concern. This has occurred because their participation was sought neither in the decision-making process nor in various activities of NCLP. An innovative approach by the project society or proper institutionalisation of participatory mechanism may enhance their participation both in quantitative and qualitative terms.

Importantly, the adoption of aforesaid corrective measures may increase the participation of stakeholders in the project. But such participation may be mere quantitative in nature rather than qualitative. Because, the quality of stakeholders' participation significantly depends on their perception about the project and the aforesaid measures do not encompass it entirely. A positive perception about the project may give satisfaction to the stakeholders that their contributions are worthwhile from societal point of view. In other words, the positive perception motivates them to deliver their share of efforts in the project. Hence, it is essential to analyse the perception of the stakeholders about the functioning of NCLP.

8.2 Stakeholders' Perception about Functioning of NCLP

The analysis of stakeholders' perception about the functioning of NCLP is a delicate issue. Generally, the stakeholders at the delivery end overestimate their contribution while at the receiving end they underestimate the receipts. However, in spite of that, they tend to reveal more or the less true perceptions, provided their revelations do not lead to questions regarding their own responsibility. Otherwise, each of them will be more inclined to comment on others' role rather than their own. Hence, the stakeholders' perception about the functioning of NCLP garnered through personal interaction, interviews and FGDs, may be analysed keeping these perspectives in mind.

The analysis suggests that the various stakeholders though unanimously agreed about the positive role played by NCLP in addressing the problem of child labour, have difference of opinion about its nature and extent of its functioning.

a. Perceptions of District Project Officials

The district project officials in general feel that NCLP is making a significant impact on the nature and extent of child labour in the country. They feel satisfied about the components like mid-day meal, stipend, awareness generation, health check-up facilities, monitoring of the project activities, etc. However, some of the district level project officials feel the weaknesses with regard to targeting in the special schools. This is vindicated by the information provided with regard to survey and identification of child labour in Chapter 5.

As far as running of special school is concerned in some of the districts (8 out of the 70 districts

as highlighted in Chapter 6) the project officials do not find the NGOs suitable for the job. In Bargarh district of Orissa the project director maintained that earlier the NGOs were entrusted with the aforesaid task but they were found to be involved in a massive rent seeking activity hence it has been withdrawn from them and the district project society is managing the special schools. Similarly, the project director in Katihar (Bihar) also is of the view that the district project office itself can run the special schools in a more efficient way as compared to the NGOs.

Regarding many other components of the project, the perception of project officials has been mixed. Most of the project directors feels that teachers' training programme has been quite beneficial for teachers' development and the project is getting sufficient support from institutions such as DIET. However, in some of the districts, the project officials are dissatisfied in this area. They feel that NCLP teachers get training through DIET but the duration of such training is quite less in comparison to that of formal schools. As has been discussed in Chapter 6, out of the 70 districts under evaluation there are 53 districts where educational teachers were sent to attend teachers' training programmes and out of those 53 districts, only in 37 districts teachers were sent twice to attend the same. Also, the district project officials have highlighted the retention and replacement problems of the special school teachers owing to low honorarium and irregularity in payment. Across the districts almost all the project directors felt the need of enhancing remuneration of teachers.

In addition, since the sanctioned budget is fixed in terms of the allotment for various project components, the district project officials feel the need for flexibility in

expenditure pattern as per their district-specific requirements. Some project directors have also expressed the problem of decision-making due to preoccupation and frequent transfers of District Magistrates. Some of them have also maintained that lack of inter-departmental coordination acts as a major constraint on generating convergence services.

Thus, the district project officials have a mixed perception about the functioning of NCLP. Nevertheless, moving beyond the perception of government functionaries on the functioning of NCLP, it is also essential to assess that of the implementing agencies.

b. Perceptions of NGOs

As maintained earlier, the NGOs are the major implementing agencies in NCLP. Most of the NGOs generally have a positive perception, particularly on account of awareness generation, mid-day meal and stipend. However, they are not satisfied with a few other aspects of NCLP such as release of funds, the functioning of the project society,

provisioning of convergence services, teachers' training, vocational education, the mainstreaming issues, infrastructure bottlenecks, etc. With regard to the release of funds they maintain that the delay hampers the functioning of special schools especially in providing mid-day meal and timely deposit of stipends. For example, in West Singhbhum district of Jharkhand, the NGOs like Marshal Vikas Kendra, Singbhum Gramodyog Vikas Sansthan and Kolhan Mahila Sangathan, assigned to manage nine special schools each since August 2006, have either stopped providing mid-day meals or have completely stopped running the special schools due to lack of funds from mid-2007. In fact, they are not only dissatisfied with the delay in the release of funds but a few of them are also unhappy with the functioning of the project society and other associated government agencies. Lamenting the problems in dealing with the project society and other associated government agencies they maintained that such practices are severely upsetting the effectiveness of NCLP. The following case study (Box 8.1) may provide a synoptic picture in this regard.

Box 8.1: Hurdles in the Way of Implementing Agencies

Mr. Santan Pradhan, the President of an NGO, Social Uneducated Necessary Ideal Teaching Association (SUNITA), in Chikiti block of Ganjam district in Orissa maintains, "We had taken up the task of surveying the child labour status for the whole Chikiti Notified Area Council (NAC) that has seven wards, from the State Labour Institute (SLI). The SLI had given us only Rs.750 and the survey had to be completed within 4 days. We had engaged three of our NGO activists for doing the task. Certainly it was not at all possible to complete the task within the stipulated period and with the meagre survey fee of Rs. 750. But we had to undertake the task since we are running a special school under NCLP and feared lest we may lose the contract of running the concerned school unless we undertake the survey work. The survey was not supervised by any staff either from the district project society or from the SLI. I agree that the survey report was sub-standard and it was done only for the sake of submitting. But interestingly, SLI eagerly accepted the report without any complaint."

The fact of the matter is that the project society had entrusted the task of surveying the child labour to SLI, Bhubaneswar, an organisation under the state Labour Department. This case study not only highlights the lacunae of child labour survey and identification of target groups but also raises concerns on the functioning of the project society and associated organisations.

Source: Field Survey by NCCDS, Bhubaneswar.

As can be seen from the above case study (Box 8.1), NGOs have severely criticised under-financing and delay/irregularity in fund disbursement for some of the components. They have not only been assigned the task of child labour survey and identification of children for the enrolment in the special schools, which they should not have been entrusted with in the first place, they have then not been provided adequate funds for the same. Moreover, the obviously sub-standard report has also been accepted, which is of grave concern.

On the issue of convergence of services, the NGOs are of the opinion that there has not been substantial progress on this front mainly due to lack of intense initiatives by the project society. As highlighted in Chapter 5, out of the 70 districts under consideration there have been 13 districts where no efforts have been made in this regard and in the rest of the districts, the convergence benefits have been limited.

Similarly, with regard to teachers' training the NGOs again held the project society responsible. They were of the opinion that with such meagre remuneration it is difficult to get quality teachers and whomever (best suitable) they are appointing do not get proper training due to lack of initiatives by the project society. On the issue of vocational training they maintained that they are aware about the provision of a master trainer to train the vocational trainer but due to lack of vocational materials, unavailability of a suitable vocational instructor and lack of frequent visits by the master trainer they are not able to provide proper vocational training.

As far as the issue of mainstreaming is concerned they maintained that they are enrolling the mainstreamed students in the formal school but they are neither able to

ensure their continuance in the formal education system nor able to keep a track about their movements beyond the NCLP schools. Finally, as far as infrastructure bottlenecks are concerned the NGOs maintained that due to high rental cost in the face of limited financial provisioning it has been difficult to provide quality infrastructure.

C. Perceptions of Community Members

In general, the local community is not very aware about the NCLP as a rehabilitation initiative for child labour eradication. For example, in Sonbhadra, one of the backward districts of Uttar Pradesh, numerically dominated by tribal population, the local community is not aware that the special schools are exclusively for child workers engaged in the hazardous sector. Rather, they just know that it is an NGO-school or 'ashram' school. Almost similar has been the perception of community members in Ganganagar, one of the relatively advanced districts of Rajasthan. There they feel that these schools are for the poor working class people who cannot afford formal education. Interestingly, they have suggested that more such schools with higher intake capacity in their locality should be established. Community members in some of the districts have even said that children go to school because of food only.

However, at certain locations of special schools, community members are aware about NCLP to some extent. They have even maintained that at times the state government officials such as Tahsildar or SDM have visited the schools with the purpose of monitoring the project activities. At a few places, the members acknowledged that they take part in school meetings organised at the sole convenience of the NGOs. But the members failed to acknowledge whether their presence

in meetings helped in bringing any qualitative changes in the functioning of the schools.

At some places, the community members are unhappy about the manner in which the NGOs run the school. For example, in Beed district of Maharashtra, in places like Chabi Talab, Bisanda and Gandhinagar, people complain about the irregularities in providing the facilities meant for the students of special schools. Some people have also reported that the NGOs are not paying entire salary to the teachers in Bisanda. Moreover, they never entertain any queries or have any interaction with the community. There have been instances where the community members have complained about the religious discrimination made by the NGOs. For example, in the NCLP School at Ward-26, in Indira Colony of Barmer district in Rajasthan, community members have maintained that in that locality there is very high population of Muslims, and most of the working children in the area belong to Muslims, but majority of the admissions have been made from potters community who are mostly non-Muslims. However, on the positive front, by and large they have appreciated the efforts of the teachers in the special schools.

Thus, the community members believe that NCLP can make a positive impact on the lives of the working children but hardly appreciate its way of functioning.

d. Perceptions of Parents

Parents across the districts feel overwhelmingly happy about the NCLP efforts for rehabilitation of their children. The analysis suggests that in each of the districts under consideration except one, i.e. Nagaon in Assam, more than or equal to 90 per cent of the parents feel the same whereas, in Nagaon it is to the extent of 60 per cent only. In fact,

the parents want the children to continue their education after mainstreaming. This attitude is more perceptible among poor people in urban slums and rural areas. For example, in one of the NCLP schools located at Ambedkar Colony in Visakhapatnam Town, most of the admitted are children of commercial sex-workers and slum children who were earlier involved in rag picking. Some parents maintained that the special school has provided an opportunity to bring back their children to the mainstream and they would continue to educate their children even after mainstreaming. In fact, parents of some of the mainstreamed students mentioned that they are already studying in formal schools. Some of them even suggested that the special schools should run up to Class 10.

Importantly, the parents not only feel happy that their children are rehabilitated but they are also satisfied with the nature of rehabilitation. Parents in general, are satisfied with the facilities like free books, mid-day meals and stipends, etc., provided in the special schools. However, many parents are also critical about the quantity and quality of the mid-day-meal, inadequate quantum of learning materials, irregularity in stipend payments, etc. The next section deals separately on these issues in detail.

In most of the districts, parents feel satisfied with the quality of education imparted and the teachers' behaviour with their children. For example, it has been observed that in one of the NCLP Schools located in Piatenpur town of Sitapur district in Uttar Pradesh, a lady teacher is very popular amongst the children and parents. People in the locality highly praise her for her devotion towards NCLP. The parents also viewed that the teachers always try to establish a good rapport with them. Moreover, the parents appreciate the

teachers specifically for spreading awareness about the NCLP and motivating them to send their children to special schools. Some parents have also maintained that they got to know about it through the awareness campaign organised by the implementing agencies. Nevertheless, apart from the implementing agencies and teachers, the benefitted parents themselves have also spread awareness about NCLP.

Surprisingly, though the parents are aware about NCLP as a rehabilitation initiative, and

they know about the facilities for the children and have a good rapport with the teachers of the special school, yet they rarely know about the implementing agency. The analysis of the responses of parents suggests that out of the 70 districts surveyed; only in 9 districts (i.e. just 13 per cent) majority of the parents know about the implementing agencies. This might be due to the fact that the implementing agencies have rarely made efforts to involve parents in their functioning. Nevertheless, parents across the board feel that their children are enjoying their schooling and would

Box 8.2:

From Brick Kiln to School: The Hope for a Better Future

"Everyone should go to school. Earlier I was working in a brick kiln but now I want to pursue my studies, and become a doctor, no matter how much hard work I might be required to put," says an optimistic looking eleven-year-old boy, Deepu Kumar, who is presently studying in Class 3 in one of the NCLP schools located in a village of Sitapur in Uttar Pradesh.

His parents too are hopeful and have set high dreams for Deepu to accomplish. Deepu also is well aware of the extent of hard work he and his parents might need to put in to fulfil their expectations but he is confident, as he said, "Mehnat karengey aur kuch ban kar hi dhikhaengey" (Will put all hard work to fulfil my dreams and will reach new heights of glory and achievement).

Deepu comes from a poor background. His father is a daily wage labourer in a factory while his mother works at a brick kiln. He is the eldest among all his siblings. Being the eldest child, he used to work with his mother in the nearby brick kiln.

Before joining the NCLP School, Deepu had gone through a lot of hardship. He used to get up early in the morning. After finishing his routine work, he used to reach the brick kiln factory by 8 a.m. along with his mother. There he used to work till sunset and was contributing Rs.300 per month to the family's income. He was living a life where not only his innocence but also his future was at stake under the burden of poverty and ignorance. His parents could never think of educating their son.

Life took a turn when a local teacher told them about the NCLP School and the facilities he would be getting there. He showed a ray of hope to them that their son can also go to school.

Since then, it has been one and half years and Deepu is going to school regularly and is taking a lot of interest in his studies showing a high performance level.

Going to the NCLP School has brought a change in his outlook and he nourishes high dreams. He aspires to become a doctor as he said, "Being a doctor will help me earn name and fame as well as money. I will earn respect for serving my own people by giving them right treatment."

Source: Field Survey

like to continue their education even after mainstreaming. The case study presented below may give a picture of NCLP's importance from the benefitted child's perspective (Box 8.2).

Thus, the assessment of stakeholders' perception about the functioning of NCLP across the district suggests a mixed picture. While government officials are more or less satisfied with the functioning of the project, NGOs usually have complaints about the irregularity in fund release. Community members in general find the project very useful but they also want the way of functioning to improve. Parents have overwhelmingly appreciated the rehabilitation initiatives under NCLP. However, the assessment also suggests that there is much that needs to be done in various other areas such as survey and identification of child labourers, teachers' training, curriculum development, selection procedure and functioning of implementing agencies, monitoring of the project activity, teachers' honorarium, etc. Importantly, the improvement in the aforesaid areas may draw its inspiration from the exemplary efforts demonstrated in a few NCLP districts in the country.

Participation and perception of stakeholders together is just one side of the coin; the other side could be the response of the stakeholders with regard to some of the key deliverables.

8.3 Response to Deliverables

From mid-day meals to stipends, NCLP has been designed to deliver various essential items to facilitate the rehabilitation of child labourers enrolled in the special schools. Teaching and learning material, mid-day meals, stipends, recreation facility, etc are some of the important items among those since these

play a crucial role in imparting education to the disadvantaged children. And among the stakeholders, probably parents deserve a greater importance as far as the assessment about the delivery of these key items is concerned. Hence, it is pertinent to analyse the responses of the stakeholders, especially that of parents, with regard to the delivery of the aforesaid essential items in special schools.

8.3.1 Teaching and Learning Material

The responses of the parents regarding teaching and learning materials have been mixed. While most of the parents find the provisions of learning materials to their wards adequate and very useful, many parents also complain about inadequacy and poor quality of these materials. In fact the data collected at the school level indicates that although all the schools have been able to provide learning materials to the children enrolled in the schools, not all the children received such materials. Out of 70 schools covered in the sample, only 64 schools (69%) could provide learning materials to majority of the children (>50% of children enrolled in the school). Further, only 48 schools provided learning materials to most of the children enrolled in the school. As far as distribution of vocational training materials is concerned, 11 out of 70 special schools did not provide any such materials. Approximately 23 per cent schools reported distribution of such materials as negligible (Table 8.2).

Table 8.2 indicates that many children in the special schools did not receive learning materials. Moreover, parents belonging to SC/ST category are somewhat less satisfied about the distribution of teaching and learning materials. For example, in Tarajunga Village of Bargarh district in Orissa, Sita Rani Besra, mother of a special school student belonging

Table 8.2: Delivery of Teaching and Learning Materials

Provision of learning materials in schools	Books		Vocational Teaching Materials	
	Districts		Districts	
	Nos.	%	Nos.	%
Yes	70	100	62	89
No	0	0	8	11
Out of 'Yes'				
Negligible (< or = 10%)	0	0	14	23
Majority (>50%)	64	91	37	60
Mostly (> or = 90%)	48	69	6	10
All (100%)	0	0	2	3

Source: Field survey

to ST community said, “Our children are going to special schools who were earlier working as child labourers but it is difficult for us to provide them slates, pencils, etc., regularly. The school authorities have provided books but often say that slate-pencils and other learning materials have been exhausted and will be provided next time”. Similarly, Rekha Devi of Chakmohania and Kamlesh Rishi of Malyadih said, “Students have received books free of cost in schools. However, every student has not received all the three books prescribed in the curriculum. Some students have received only one book in Hindi/English/Mathematics. How will students study properly? All students should receive the entire set of prescribed books.” Some more instances of perception of parents are provided in Box 8.3.

Parents who complain about the learning materials are mainly of two types. First there are some parents who complain about not receiving the learning materials at all and second there are a large number of parents

who complain that their children do not get learning materials in adequate quantity. Some parents also complained that these materials are not provided in the beginning of the session.

8.3.2 Mid-Day Meals

The analysis of parents’ responses suggests that mid-day-meal is almost regularly provided in all the districts considered for evaluation. The recall period considered for obtaining the responses in this regard was the preceding one week. Parents have responded affirmatively not only to its delivery per se but also to its frequency of delivery. In fact, in 99 per cent of the districts, majority of the parents, and in 96 per cent of the districts, most of the parents (i.e. more than 90 per cent) have the view that it has been provided regularly (i.e. during all the six working days) to their children. Deo Narayan Mandal of Dumar Tola, Bihar, has high opinion about the provisions of mid-day-meal in the schools. She categorically says, “Students get rice, pulses,

Box 8.3:
Parents' Perception on Provision of Learning Materials

"Books and copies are not provided in schools. In the name of books children have been provided only Manohar Pothi".

- Mahesh Ram of West Chandpur, Katihar, Bihar

"Children have not been provided book slates, copy, etc. in the school. Ram Babu (a rich person from neighbouring village) of Narayanpur has himself provided copy and pencil to his children but is happy that his children are studying in the schools."

- Md. Shahjahan of Barinagar, Araria, Bihar

'Children have not been provided with any books or other learning materials such as copy, pencil, slate, etc. by the school. Children should be provided books which have pictures like pen, ink-pot, etc., in the book. Books with a lot of pictures are easy for children to understand."

- Lal Mohan of Manoharpur, Katihar, Bihar

"Children have not been provided with all the books. Only one book has been given to my child. Teachers say that they will give some other books later on. But they never give."

- Rajiya Devi of Basti, Nalanda, Bihar

"My children are progressing from one class to another but books are not being provided to them. Only two books were provided at the time of admission. Also, copies and pencils are not given. I have to purchase required books and notebooks myself."

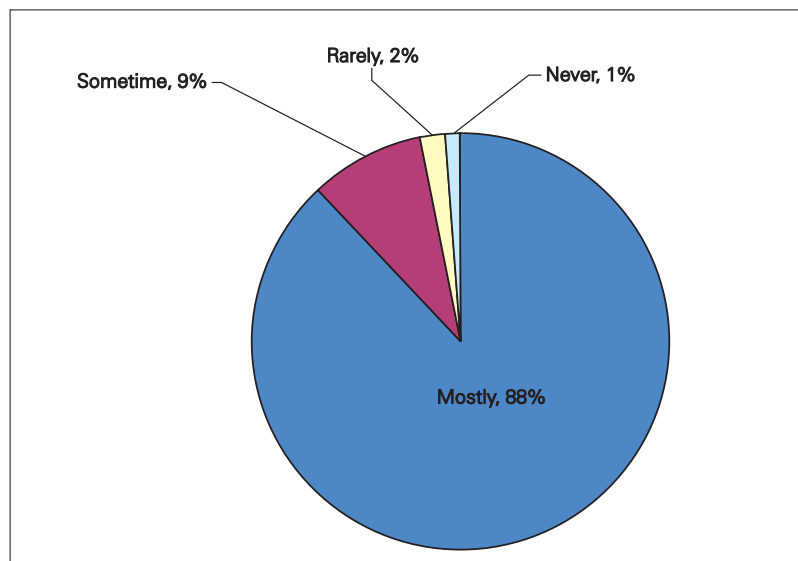
- Anwari Khatoon of Shohsarai, Nalanda, Bihar

Source: Focus group discussions with Parents in Bihar villages


vegetables, fish, eggs, kheer, puri, khichri, etc. on different days as per the menu. We are unable to provide such food to our children in

our home." Figure 8.1 provides parents' perception about the frequency of the provision of the mid-day-meal.

Figure 8.1: Parents' Perception (%) about the Frequency of the Provision of the Mid-Day-Meal



Source: Field survey



Thus, the delivery of mid day meals in terms of frequency appears to be fairly good. The menu of mid-day meal, in general, varies across the states/ region depending upon the food habits of the local population. However, at some places, the parents and the community members have complained about the monotonous nature of the menu for mid-day meal. For example, Firoza, the mother of a special school student of village Hazipur in the Katihar district of Bihar said, “initially our children were going to school very regularly but nowadays they are not that much interested in attending school because the school provides only Khichdi everyday”. Apart from the variety in the composition of menu, the quality of mid-day meal, both from nutritional and hygienic perspectives is highly important.

There has also been some dissatisfaction with regard to the nutritional standard of the mid-day meal provided. For example, Ghasiram Meena, one of the local doctors in the Ajmer district of Rajasthan maintains that the nutritional content of the food provided in the special school is quite low and it needs to be improved drastically. Similarly Sana Ali of Kihna Sarai, Nalanda, Bihar says, “Children find ten to twenty tiny pebbles in the food every day. Children will get ill by eating such food. Better to go without food than eating such poor quality food”. Similar was the opinion of Yashin Hamid, a local community member of Haripura Village in the Salem district of Tamil Nadu. In fact, few parents and community members have opined that milk, fruits, eggs, etc., should also be provided to the children. However, they were of the view that with a provision of Rs. 5 per day per child, much improvement is not possible.

As far as the quantity of the meal is concerned, parents are again not very happy. At various places parents have in fact complained that

the amount of mid-day meal provided to their children is highly insufficient in quantity. For example, T. Ramakrishna, the father of a special school child belonging to Ramagundam town of Karim Nagar district in Andhra Pradesh said, “We are very poor people, still we send our children to school instead of sending them to work but it is difficult for us to continue to do so since the food the school authority is providing, is very meagre in quantity”. Similar has been the perception of Mahalaxmi Rane, the mother of a child at the special school in Ardhapur Taluka of Nanded district in Maharashtra. The president of NIRMAL (Nehru Indira Rajiv Memorial Association for Needy), an NGO entrusted with running of the special school in Koraput district of Orissa said, “We know that some parents are complaining about the quantity of mid-day meal provided but with Rs. 5 allotted per day per child, at times, it is difficult to provide adequate quantity while maintaining the nutritional standard. At least it should be increased to Rs. 10.”

A few instances of issues related to untouchability and other forms of social taboos were also noticed. In a few schools, students were asked by their parents not to eat the mid-day-meal mainly on the ground that the meal is being prepared by some low caste persons. For instance, Abdul Azim of Malyadih said, “The food is cooked by a person of a caste whom we consider untouchable. How can our children eat food cooked by him? Another cook should be appointed in his place.”

Thus, it is evident that although the provisioning of mid-day meal in NCLP schools appears to be more or less satisfactory from its outreach point of view, parents are mostly not satisfied with the frequency, quantity and quality of the mid-day meals being provided. Some instances of untouchability and social discrimination are being practiced mainly on

account of poor awareness generation in some areas, particularly among rural parents.

8.3.3 Stipend

The analysis in Chapter 6 suggests that overall 78 per cent of the children are aware of the provision of Rs. 100 per month as stipend for them. District-wise analysis suggests that in all the districts, majority of children are either receiving the stipend money or the schools are in the process of streamlining the process of disbursing the amount.

A significant percentage of the parents and children are aware of the provision of monthly stipend and are happy about this. Women of a village in Lucknow, Uttar Pradesh expressed their views as, “Is school main khane ko mil jata hai, fir 100 rupiya bhi mil raha hai, doctors bhi aa jate hai bachon ko dekhne ke liye lekin dawai nai deta hai. Ek baar toh hum bhi chale aye the check-up ke liye.” (In this school children get food, Rs. 100, and also doctors visit, though medicines are not given. Once, I had also gone there for my health check-up.)

However, not many of the parents agree that payment of stipend has been regular on a monthly basis. Many parents in Panchmahal, Gujarat, say that, “Bank account for all the children has been opened, but till now money has not been received. It was told that every month Rs. 100 will be deposited, but till now money has not been given.” Panchmahal is a new NCLP district, but in many 9th Plan districts also, the payment of stipend has not been regular.


Most of the parents/children do not have the passbooks with themselves as they are kept by the school authority. Nevertheless, since the stipend is to be delivered at the time of mainstreaming, these issues may be considered as trivial. But what is important is that a significant percentage of parents, nearly 57 per cent, are not satisfied with the stipend amount. Many parents think that the stipend is paid to children mainly to compensate for their lost income. The case study presented in Box 8.4 provides a picture of dissatisfaction with regard to the amount of stipend.

Box 8.4:

Loss of Income, Meagre Stipend and Uncertain Future

Kurup Ramaswamy belongs to Bagalwad village of Raichur district. His elder son Vellupu Ramaswamy studies in the Chilipili NCLP School. In a tone of discontent he describes his opinion about the provisioning of the stipend for his son.

“I have a large family. Besides me and my wife, there are four children - one son and three daughters. Both of us work but our earning is not adequate to sustain the large family since we always do not get employment. Earlier, Vellupu, my elder son used to work in a roadside dhaba. Besides food, he was getting Rs. 20/- every day which was of some help for running my family expenses. With the persuasion of the teacher and some community members and of course with a dream for a better future, I stopped his work and sent him to the special school. The school authorities are saying that every month Rs. 100/- is being deposited in my son's account in the post office but I do not know how, with the rising prices, I will be able to maintain my family and fulfil the aspiration of educating our child.”



The perception of parents may not be out of order although the stipend is not supposed to compensate the foregone income of the enrolled children. The analysis of the survey reporting suggests that the average daily earning of the child across different districts and states is Rs. 15-18 and mostly, the children work for the entire month. Hence the family of the child labourer receives an income of more than Rs. 500 a month. Since there has hardly been any progress in any of the districts with regard to convergence services, particularly those which are income generating in nature, the parents suggest an increase in the stipend amount. One of the PRI members in Bhatta Road Gujjarwara, Ajmer, Rajasthan, put forward his concern that, “The children who work earn Rs. 20-30 every day and complement their family income by bringing cash money. In such a situation how does the Government and NCLP society think that by giving just Rs. 100 per month stipend (that too after 3 years) they will be able to get the real child labourers into the formal schooling system?” A large number of parents, nearly 41 per cent, have suggested that the amount of stipend should be raised to Rs. 200 per month. Neeraj Kumar Singh of Hansdih says, “My child used to earn much more than this (the stipend amount). After sending our child to school it now became very difficult for us to maintain our livelihood.” Similarly, Baudha Oraon of Rani Patra and Rajju of Baisi share similar views. They want the stipend amount to be enhanced to Rs. 200 per month and Rs. 400 per month respectively.

A few parents and other community members were also critical of the provision of stipend in the special schools. Some of them say that many students from existing government schools are getting enrolled in NCLP Schools just for the sake of getting stipend and food,

although they are not at all child labourers. They stated that the child labourers who were the real bread-winners of the family were not motivated by the present stipend amount as well as its mode of transfer.

Parents also complained about the money required for opening bank/post office account for depositing the stipend money. Most of the parents are not in a position to arrange for the required amount and that has delayed the opening of the account. Arjun Ram of village Falka said, “Accounts of students have not been opened yet for payment of stipend, though Rs. 160 has been taken from us by the implementing agencies for providing us insurance under Janshree Bima Yojna.” The Project Societies in some districts have taken initiatives by requesting heads of the lead banks in the respective districts to take necessary steps for opening zero balance accounts of the students enrolled in NCLP schools. However, this facility for the students is yet to materialise.

There are also instances where the full stipend money is not transferred to the children’s account, mainly in case of children who were absentees in school. Mamta Singh of Nalanda, Bihar says, “Stipend amount is related to attendance of students. If their attendance is 80 per cent and more, full stipend amount is deposited in their account. Otherwise Rs. 3.33 is deducted for each day when the child is absent.” Parents showed their concern that sometimes children fall sick or they stay back at home for carrying out some petty work. In such circumstances, the stipend money should not be deducted.

Thus, it is evident that though parents are aware of the provisioning of stipend, they are not very clear about its delivery mechanism and they are not happy with the amount of

stipend provided to the child. Given the rising cost of living in general the stipend amount may be raised to Rs. 300 or so. The stipend amount should also not be deducted in case of casual absence of the child in the school.

8.3.4 Health Check-ups

Provision of health-care for the children in NCLP schools is meant to help in timely detection of ailments and their treatment. Although NCLP project authorities are supposed to appoint a doctor for this purpose, it has been discussed in Chapter 6 that the post of doctor is vacant in almost all the districts. As a result, provision of health check-up facilities in many schools is negligible. Majority of parents and community members are not even aware of the provision of such facilities. Most of the schools do not even have first-aid facilities or the basic essential medicines for the children and staff of their schools. Ramesh Nonia, the father of a special school child of village Tahirpur in Darbhanga district of Bihar said, “The child is sent back home even for a minor injury while playing. School should have at least cotton and Dettol”. In some of the schools, provision of health check-up facilities has been arranged with local health centres. However, such arrangements are yet to take off effectively. Sairun Khatun, a community member belonging to Dandkhora village in Dumka district of Jharkhand said, “I heard that doctor will come to the school for health check-up of the children. However, even a compounder has not visited till date”.

8.3.5 Vocational Skills

Provision of appropriate vocational training occupies a pivotal position in the entire gamut of rehabilitation efforts under NCLP. Unfortunately, the analysis suggests that in many of the districts it has not yet been taken

up. This is mainly because of the fact that the vocational trainer has not been appointed in many of the schools. The teachers in such schools have maintained that in the absence of proper vocational trainers they cannot provide vocational training since they are not trained themselves, and are also overburdened with work. Also, in some of the schools where vocational teachers are appointed, the vocational skill has not been imparted due to unavailability of training material for it. Implementing agencies in some districts say that since no funds have been released by the DPO for this purpose, they have not provided vocational materials (even for stereotyped vocational training) to the children. However, in a limited number of districts where these facilities have been provided, the parents and the community members rarely appreciate its relevance from the market point of view. In most of the places it has been observed that tailoring skill is being imparted to the special school children as a part of vocational training. However, parents and community members want the vocational training to be meaningful. They want their children to be trained in skills which have marketability and linkage with the training institutes in the area. They also want rotation of vocational teachers from one school to another so that students acquire skills as per their choice.

Thus, the delivery of vocational skills like that of provision of health check-up facility has been far from satisfactory. Therefore, there is a need for taking steps towards making improvement in these areas.

The overall response to deliverables thus has been mixed. In some cases like provisioning of teaching and learning material, mid-day meal and stipends, it has been more or less satisfactory, whereas the same has not been

the case with that of health check-ups and vocational skills. It may not be incorrect to state that discontentment overweighs the overall response to the deliverables. This certainly indicates that there is a need for a great deal of improvement in the overall delivery of key provisioning in NCLP. The following case study may provide an indicative picture of overall response to some of the key deliverables.

The case study depicts both the brighter and darker sides of special schools as far as the delivery of the key provisioning is concerned. Undoubtedly, there is need for a great deal of

improvement in the delivery of the key provisioning in special schools. Nevertheless, in order to arrive at a comprehensive picture, it is essential to take stock of the situation with regard to physical infrastructure in these schools.

8.4 Response to Physical Infrastructure in NCLP Schools

Availability of key physical infrastructure both in terms of quality and quantity plays a crucial role in the successful operation of special schools. On the one hand, it provides the basic

Box 8.5: The Special School in Progress

Jadamunda NCLP School is functioning from July 2006 in Jadamunda Gram Panchayat of Komna block in Nuapada district of Orissa. Five villages namely, Jadamunda, Khairbhadi, Bisibahal, Ganiary and Michhapali are benefitted from this school. Total 50 children are enrolled in the school. It has two educational instructors, one clerk, one vocational instructor and one cook-cum-peon. This school is functioning in a Government building having two classrooms and toilet facilities inside the school premises. The ventilation of the class rooms and lighting is adequate.

There are 23 students in Class 3 and 27 students in Class 4. There are two blackboards in the school but they are not in good condition. Chalk-pieces and dusters are also available in required quantity but educational kits and vocational training equipment are not available in the school. In this school, though the vocational trainer has been appointed for horticulture, vocational training is yet to be started.

The school provides all the facilities like free notebooks, textbooks, a stipend of Rs 100 per month, and health check-up to the children once in a fortnight. It also provides emergency medical facilities like first-aid to the students.

However, the teachers and the staffs of the school are not satisfied with the amount of their honorarium. They are dissatisfied with the implementing agency known as Chetana Mahila Sangathana as the agency is unable to manage the school properly.

According to the opinion of the teachers, the special schools should continue in the shape of residential schools. The school should provide sufficient teaching learning materials in time. Honorarium of the teachers should be equal to that of the teachers of Sarva Siksha Abhiyan. Teacher's training should be conducted twice a year so that, it can help for improving the teaching environment in the Jaramunda NCLP School.

Source: Field Survey

requirements for the running of the special school and on the other hand, it creates motivation to perform among the people who share such resources. Taking these aspects into account, the provisioning of key physical infrastructures such as school building, kitchen shed, classroom, ventilation, drinking water, toilet and playground, etc., have been emphasised in the NCLP guidelines. Hence, it is essential to analyse the responses of stakeholders especially that of community members, parents and teachers, regarding the availability of some of the aforesaid key facilities in special schools from the perspectives of quality and adequacy.

8.4.1 School Building

The observation and the response of the community members suggest that the school buildings available for running special schools are not satisfactory. This is more or less same across the districts. In some cases it has been observed that NCLP schools are running in abandoned garages or in a room, which was used earlier for storage. The stakeholders have also maintained that in some places, where the special schools are sharing the premises of the formal schools, they have been allotted the least preferred part of the building, at places dilapidated or abandoned areas. In several places, the community members have viewed that the special school is being run in a kuchcha house or in a makeshift structure. In fact, these have been prominently observed in rural areas. Upon discussion, the implementing agencies are of the opinion that it has been difficult to get the desired type of buildings because of the lower rental considerations. They also suggest that in some of the places particularly in rural areas, it is really difficult to get a house for running the school no matter how much rent

is offered. As a result, they have been compelled to operate the school at times even in an open area under the trees. Under such circumstances, though it is not possible to operate the school in the rainy season, the implementing agencies, teachers and even the community members have viewed that it is in conformity with the traditional system of imparting education and it helps in establishing a relationship with nature. However, it has been observed that though they run the school in an open area, they have either constructed or hired a room for keeping teaching and learning materials, groceries for the mid-day meals and other items.

Thus, the buildings available for running the special school are far from satisfactory. This certainly has adverse implications for other associated infrastructure such as classrooms, kitchen-sheds, etc. Hence, it is important to analyse the status of the associated infrastructure in special schools.

8.4.2 Classrooms and Kitchen-sheds

Along with the school building, the rental component has its impact on the availability and quality of the classrooms as well. Rarely has there been a special school with more than two rooms. Moreover, the available rooms are small in size in comparison to the student strength of the school. The community members, teachers and parents have also highlighted the inadequacies with regard to ventilation and lighting in the classrooms. These features are more prevalent in the urban schools than that of the rural schools. For example, the special school at Mumbra, in Thane district of Maharashtra, run by Suja Educational Trust operates in a 312 sq. ft. house surrounded by garbage and overflowing mud-water from the nearby open sanitation system. There is just one toilet inside

the house which is used by both boys and girls and the classroom looks like a dark room. The people associated with the implementing agencies hold the rental factor responsible for such a sordid state of affair but the community members feel otherwise. They believe that it is because of the laxity of the implementing agencies, project departments and government officials. They think that the implementing agencies and the others have not given due importance to the lighting and ventilation aspects while selecting the house for running a special school.

Similar has been the problem with the availability of the kitchen-shed. The community members and parents viewed that it is generally available in the school premises in urban areas in spite of rental constraints but not in rural areas. The implementing agencies do not feel its importance particularly in rural areas since classes are held in the day-time and food has to be cooked only in the day for which ample open space is available. However, they have made provision for a covered roof considering the rain factor. Interestingly, though there has not been any exclusive provision of kitchen-shed in rural areas, the community members' and parents' concerns for hygienic aspects are more visible in urban areas than in rural areas.

Thus, the stakeholders' response suggests that there has been some deficiency with regard to the provisioning of classrooms and kitchen-sheds in the special schools. Their voice has however been more pronounced in case of the availability of classrooms than that of the kitchen-sheds.

Besides the classrooms and kitchen facilities, the availability of drinking water and toilet facility plays an important role in running of special schools. Hence, it is essential to

analyse the responses of the stakeholders in this regard.

8.4.3 Drinking Water and Toilet Facility

The community members and parents across the districts are of the opinion that drinking water facility is available inside the school premises. So far as the source of drinking water is concerned, in rural areas it is available through tube-wells, open dug wells, etc., whereas in urban areas it is through the municipal supply or through tube-wells. The community members and parents however have shared their concern that often the containers used for storage of water remain uncovered. Rarely has there been any place where the community members or the parents have affirmed the use of water filter, not even in those urban schools where there is a problem of clean drinking water. The community members have not been able to recall any noticeable attempt by any implementing agency in this regard.

Thus, the stakeholders' response suggests that the availability of drinking water in special schools is more or less satisfactory. Unfortunately, the same has not been the case with the availability of toilet facility in the special schools; in fact, it has been less impressive.

Like the other facilities, the response of the community members and parents regarding the availability of toilet facilities also varies spatially. According to their opinion, its availability is more pronounced in urban areas than that of rural areas. However, they are more or less unanimous over the fact that there has been no separate toilet facility for girls. Implementing agencies also accept the existence of such deficiencies but they hold the rental and fund constraints to be responsible for this. Nevertheless, the bottom

line is that the availability of toilet facility across the districts is less impressive, at least from the gender point of view.

Apart from the aforesaid basic infrastructure facilities, the provision of recreation facility, particularly the playground, plays an important role in attracting the targeted children to special schools. Hence, it is certainly worthwhile to assess the scenario with regard to availability of playground in the special schools.

8.4.4 Playground

The rental constraint has its impact on the availability of playground as well. When the school building itself has the problem of space, it is certainly difficult to expect the availability of a playground. The response of the community members and parents suggests that it is grossly absent in almost all the districts barring a few. However, in rural areas though it is not available as such, the community members, parents, teachers and even the implementing agencies do not feel its importance since open community space for playing is available in abundance in the rural areas. On the contrary, in urban areas, the implementing agencies have highlighted the rental factor behind the lack of its provisioning. But a few teachers and even community members feel that even with the existing rent, the implementing agencies could have selected a location for special school where some amount of free public space is available for playing outdoor games. Interestingly, in those places where the special schools are sharing the infrastructures of the formal schools, a few parents lamented that their children are not allowed to use the same.

Thus, the response of the various stakeholders suggests that there is a major deficiency with regard to provisioning of playground facility in

the special schools.

The stakeholders' responses to various key infrastructure facilities in the special schools are certainly mixed. In some cases they feel satisfied or indifferent with its availability, whereas in others they keenly feel the absence of the infrastructure facilities. Also, even in the case of a particular facility, some of them are satisfied while others feel much more needs to be done. In order to have an objective analysis of parents' response information was collected on a 5-point scale ranging from very bad to very good on some crucial parameters at the school level. The result is presented in Table 8.3.

One of the most important facts that emerges from this analysis, is that most of the parents, as high as approximately two-thirds of the total number of parents interviewed, have a high opinion about the teachers of the schools. Be it response of teachers to parents, competence of teachers, or teachers' regularity, majority of the parents respondent as good' or very good. More than 60 per cent of the parents also reported that the treatment of their children at schools is also good or very good. In general, parents do not have complaints about teachers. However, parents' response on the quality of teaching materials has not been very encouraging as approximately 75 per cent of them have either average or bad to very bad perception about the same. On two deliverables at the school levels viz. 'learning materials' and 'mid-day-meals', majority of parents respond as average to good. However, approximately 31 per cent parents consider availability of learning materials as bad or very bad. Further approximately 10 per cent of parents think the same for mid-day-meal. Less than one-fifths of the parents interviewed responded that the schools infrastructure is good or very good.

Table 8.3: Distribution (%) of Parents' Responses regarding different Facilities in Schools on a 5-Point Scale

Item of Responses	Very Bad	Bad	Neutral	Good	Very Good	No Response
Teachers' response to parents	0	0.4	29.8	63.7	3.8	2.4
Competence of teachers in Improving child	0.2	2.5	34.3	56.0	2.2	4.8
Quality of teaching material	4.5	34.5	36.1	16.7	0.5	7.7
Treatment of children at school	0.6	3.9	29.8	60.9	3.9	1.0
Attendance of teachers	0.1	0.7	9.1	73.9	12.8	3.5
Quality of learning materials	5.8	25.3	38.0	26.9	0.6	3.4
Quality of mid-day meals	0.3	9.5	30.3	52.8	5.5	1.5
Quality of drinking waters	6.5	29.9	24.4	29.6	2.0	7.5
Quality of toilets	33.5	29.4	8.2	7.8	0.6	20.5
Quality of school building	6.4	33.2	35.6	20.8	1.8	2.2
Capacity of school to accommodate children	1.2	27.1	34.2	33.1	1.3	3.1
Children interest in attending school	0	1.3	15.0	78.8	4.4	0.5
Children interest in pursuing higher education	0	0.5	11.9	72.7	13.4	1.6

Majority of them are not satisfied with the school infrastructure particularly toilets. More than 33 per cent of the parents responded that toilet conditions in the schools are very bad. Also for drinking water facility only 30 per cent seemed to have been satisfied with the provision.

On children's interest either for current or for future higher studies, parents' opinion is very high as more than 80 per cent of parents responded that their children are very much interested in, both, attending the present school as well as pursuing future higher education.

8.5 Stakeholders Suggestions for Improving the Functioning of NCLP

In addition to qualitative and objective responses of different stakeholders on NCLP components, information on how the stakeholders think the NCLP functioning and the overall achievements can be improved was solicited. From identification to mainstreaming, the stakeholders' suggestions touch upon a wide range of functions under NCLP. A few noteworthy among those are as follows.

The stakeholders, in order to inculcate a positive attitude towards the elimination of child labour among themselves, have suggested that strengthening the sensitisation programmes with equal emphasis on their own rights and responsibilities should be included. Moreover, they feel that there is a need for introduction of a system by which their contribution will be recognized for the success of this mission.

The stakeholders, including the state government officials unanimously feel the importance of an inclusive decision-making process. Across the board, they feel that the project society and its EC should have adequate representation of parents, community members and PRIs, etc.

So far as the functioning of the project society is concerned, project directors feel that the NCLP guidelines or lack of its clarity are hurdles in their interventional efforts, since they consider it to be sacrosanct. Hence they have suggested that the guidelines should be very clear and should suggest actionable plans. Also, many of them feel that for effective implementation and monitoring of the NCLP scheme at the district level, it is desirable that a full-time project director should be appointed with some autonomy, both, administrative as well as financial.


There has been, more or less, an across-the-board emphasis on teachers' training with suggestion for increasing their honorarium. There has also been a suggestion for increasing the salaries of the project staff and rental allocation for physical infrastructure in the special schools.

The implementing agencies have suggested that there should be timely release of funds so that they can run the schools effectively. The implementing agencies have also

suggested that in order to retain the parents' interest and to motivate the other parents for rehabilitation of their children working in the hazardous sector, it is essential that the services should be converged and provided effectively. They, particularly NGOs, have made a submission for compensation of their overhead costs which they believe are essential for honest delivery of their jobs. Moreover, in order to recognise their contribution, they have given a suggestion for introduction of awards and incentives for the best performance.

Apart from the implementing agencies, the teachers, community members, parents, etc., have also made specific suggestions for improving the functioning of NCLP. They feel that there should be a significant improvement in the nature and content of vocational training provided to the children, especially, that it should be market-friendly. Some of them have suggested that it should draw upon the local skills available, and some others have suggested that it should be linked to the nearby Industrial Training Institutes (ITIs) in some form or other. There are also suggestions for the provision of adequate health check-up facilities for the children. Some of them have even suggested that mass inoculation programmes of the government should be included in the health check-up facilities provided to the special school children. Importantly, most of them have emphasised that the existing curriculum should be fine-tuned taking mainstreaming aspects into account. The teachers have suggested for a rational increase in their honorarium amount.

Besides the aforesaid group-based suggestions, parents have made some exclusive suggestions also. They have suggested that there should be a considerable




improvement in both the quality and quantity of mid-day meals provided to the children in the special schools. Also, the parents have strongly emphasised an increase in the stipend amount for the students.

8.6 Summary and Emerging Issues

The extent of participation in NCLP varies among the stakeholders; some have participated adequately while the others have failed to do so. The participation of state government functionaries has not been substantial in spite of their numerical dominance in the board of the project society and its EC. On the contrary, in spite of receiving a low honorarium and not being in the decision-making process, the teachers have played a key role in motivating the parents in sending their children to special schools and building a rapport with the community, besides performing their routine duties. In the decision-making process, other than the state government functionaries, the participation of NGOs has been significant among the stakeholders, but that of parents and PRIs has been negligible. Even the participation of NGOs in the project activity is clearly visible but not that of the others such as parents, PRIs, community members, etc. Hence, the stakeholders across the districts feel that a comprehensive mechanism should be developed for the inclusion of all the key stakeholders in various spheres of the project activity including the decision-making process, and for enhancing the participation of the state government as a facilitator. Moreover, for better participation of the project society, it is felt, there should be greater operational flexibility in the guidelines and the project directors should be vested with some sort of autonomy.

The stakeholders' perception about the functioning of NCLP varies spatially. In some of the districts, the stakeholders have overwhelmingly appreciated the NCLP efforts, whereas in others they have expressed their dissatisfaction. However, the latter outweighs the former in aggregation. As a reflection of dissatisfaction with the functioning of NCLP, they have highlighted several of its shortcomings such as lack of positive attitude, poor awareness generation, improper identification and targeting, inadequate teachers' training, limitation of the existing curriculum from the mainstreaming perspective, lack of innovative approaches of the NGOs, lack of monitoring of the project activity, low honorarium for teachers, etc. Accordingly, they have suggested remedial measures such as involvement of community members, PRIs and parents in survey, identification and operation of the special school, increasing the teachers' honorarium, adequate training for the teachers, improving the existing curriculum from mainstreaming point of view, some sort of compensation to implementing agencies in lieu of their overhead expenses, award and incentives system for the best performing implementing agencies, timely release of funds, etc.

As far as the stakeholders' responses to the deliverables are concerned, the parents feel that teaching and learning materials have been distributed properly. Similar has been their perception with regard to the delivery of mid-day meal though some of them are not satisfied with the quality and quantity of the mid-day meals. Importantly, the implementing agencies are of the opinion that fund allocation for mid-day meals should be enhanced to maintain the nutritional requirements in an era of rising prices. With regard to stipend, parents are aware of the provisioning of



stipend but they are not very clear about its delivery mechanism and they are not happy with the amount of stipend. Similarly, with regard to the provisioning of health-care facilities, stakeholders across the board are not quite satisfied. The response with regard to the provisioning of vocational skills has been similar to that of the healthcare facilities. They have suggested that appropriate and adequate vocational training should be provided that draws upon the local skill and should be marketable. They have also suggested that the nearby ITIs should be linked to the vocational training programmes in the special schools in some way or the other.

As far as the status of physical infrastructure in the special schools is concerned, the stakeholders' response has not been very satisfactory. They believe that a lot of improvements are needed with regard to the school building, classrooms and its lighting and ventilation conditions, toilet facilities for girls, drinking water facility and playgrounds. Low rental considerations and laxity on the part of the implementing agencies are believed to be two important factors behind the deficiencies in the status of physical infrastructure in special schools.



Impact Assessment

9

This chapter presents an account of the level of impact made by the NCLP societies and the special schools in general and different districts in particular. In the earlier chapters, it has been discussed that in a number of districts under the current study, the project has been operational only since 2006-07, hence, the impact assessment is not relevant for these districts, at least in terms of the final outcome. However, assessment of some of the intermediary outputs, such as levels of awareness generation, enrolment and attendance, convergence of services of different government departments, etc. in all these districts has been assessed, as it is possible even at an early stage of operation of the NCLP society. The impact of mainstreaming of children has been assessed only in the districts where the project has been operational for at least two years. This chapter also presents a ranking of sample districts in terms of component wise and overall performance.

9.1 Awareness generation

District project offices have launched awareness generation campaigns as and when required in their respective districts. As has been discussed in detail in Chapter 5, most of the AGPs carried out in different districts have been limited to organizing a few rallies and

nukkad nataks, with very low representation/participation from the community. Therefore, the real impact of these programmes at the grassroots level has been very limited. This is reflected by the fact that participation of parents in different activities of the programmes has been very limited (as discussed in chapter 8).

The AGPs in some districts, however, had several positive impacts on the target groups. In most of the cases, parents have been the prime target group of the AGPs led by the district authorities. It was reported that more and more parents are now willing to send their children to special schools than before and employers are also now increasingly aware about non-employment of child labour in their respective businesses. It was also felt that child labour as a social issue is getting its due space in discussion at various government and non-government forums. The community is also now playing a very proactive role in bringing cases of children's involvement in hazardous occupations to the notice of the authorities. AGPs have also created a positive change in the personality of child labourers. According to project society officials, the overall impact of AGPs is visible in the form of overall reduction of child labour numbers in specific locations and increase in the enrolment and attendance rate of children in special schools.

In some of the districts such as Jamui, Nalanda, Koraput, Chennai, Solapur, etc., use of media and wall writings/hoardings for awareness generation were also reported but their impact have been negligible mainly because of less frequent and unplanned use of these mediums. In Nalanda, the World Global March for elimination of child labour was organized in June 1997 at Biharsharif (district headquarters of Nalanda district) in which representatives of 60 countries participated. Although this event sent a powerful message to the society and a number of institutions, civil society, PRI, etc were involved in this, the event was a one-time affair and the district project office has resumed the use of rallies and nukkad natak as the medium for awareness generation.

In general, the level awareness about the NCLP is not very good in most of the districts. People usually consider the special schools as just another government school for children of poor families. Some people refer to them as 'child labour schools'. By any standard the participation of different stakeholders in these schools and other activities of the project society have been extremely negligible.

The limited overall impact of the AGPs is also reflected by the low level of parents'

participation in and awareness about the schools' activities. Although approximately 80 per cent parents know the teachers of their children, approximately 25 per cent of the parents do not visit the schools regularly. (Table 9.1; also see Appendix Table IX.1 for district-wise information). In districts such as Panchmahal, Rewa, Nuapara and Sidhi, the percentage of parents visiting schools is less than 50. The percentage of parents knowing the teachers of the special schools is higher in rural areas (83.44%) than in urban areas (75.63%), mainly because some of the teachers belong to the villages of the children and have proximity with children and their parents in day-to-day life. Such kind of proximity is not seen in the urban areas in any of the districts. Less than 50 per cent of the parents in the districts of Lucknow, Ludhiana, Raipur and Panchmahal knew their childrens' teachers. Knowledge about the implementing agencies (NGOs) is absolutely low among parents of the children. Only 26 per cent of the parents are aware about the implementing agencies, and an even lower percentage of the parents visit the meetings held by these agencies. Awareness about the implementing agencies among parents is slightly better in urban areas (29%) than in the rural areas (25%).

Table 9.1: Percentage of Parents Aware about and Participating in Different Activities of the Project in Rural and Urban Areas

% of Parents	Rural	Urban	Total
Visiting School regularly	76.79	77.21	76.99
Knowing child's teacher	83.44	75.63	80.29
Knowing that Rs. 100 is paid to child	76.98	79.64	78.21
Aware about implementing agency which run the school	24.53	28.89	26.55
Sharing of experience with others	62.44	67.64	64.85

Source: Field Survey

A large proportion of the parents are not aware about one of the most important components of the project i.e. stipend. Approximately 22 per cent of the parents reported that they do not have any idea about the provision of stipend payment to their children. This scenario exists mostly in districts where the project is relatively new, and in rural areas. Further, parents do not seem to frequently share their experience about the schools with other parents. Although approximately 68 per cent parents in urban

areas reported that they share their experiences with other parents, the parents in rural areas seem to be less enthusiastic about this. All these reflect the intensity of impact generated among parents through the AGPs.

The intensity of the impact of the AGPs is not very different across social groups. Parents from all the caste groups are more or less similarly placed in terms of visiting the schools on a regular basis (Table 9.2). Similarly, there is not much difference across the caste groups

Table 9.2: Percentage of Parents Aware about and Participating in Different Activities of the Project across different Social Groups

% of Parents	SC	ST	OBC	Others
Visiting schools regularly	77.63	72.42	79.25	73.21
Knowing that Rs. 100 is paid to child	79.04	75.02	78.06	80.44
Knowing child's teachers	78.92	78.09	81.70	77.81
Aware about implementing agency which run the school	27.85	27.04	28.47	21.17
Sharing of experience with others	66.76	55.31	66.64	65.81

Source: Field Survey


in terms of parents knowing the child's teachers. However, percentage of parents reporting knowledge of stipend money is little lower among STs (75%) and the highest among 'others' parents (80%). On the whole, the ST parents seem to be slightly less aware about visiting schools regularly and knowing about the stipend money.

Percentage of parents aware about the implementing agencies is significantly higher among SC/ST and OBC parents than their counterparts. Approximately 21 per cent parents from "others" category are aware

about the implementing agencies in their locality as against only 27-28 per cent SC/ST parents. Similarly, more than 65 per cent parents from "others" category reported that they share the experience with other parents, while the percentage is only 55 with respect to SC/ST parents.

9.2 Convergence

Convergence of services from different government departments is supposed to be one of the key components of the NCLP which leads to the overall success of the programme.



The district project offices of different districts have made efforts to utilise the services of other departments at various levels. Most important among the different departments has been the Department of Education, which has contributed to the NCLP in terms of free distribution of teaching and learning materials. In almost all the districts, the education department has contributed to the NCLP by distributing these materials in the special schools.

However, in some of the districts such as Araria, Katihar, Panchmahal, etc., which are comparatively newer districts in terms of launching the NCLP project, the process is still underway and the real impact is yet to be observed. Some districts have tried to mobilise health services at the school level from the local health centres while some other districts have linked the parents of enrolled children with rural development programmes of the Department of Rural Development. As has been discussed earlier in Chapter 8, some of the NGOs have taken good initiatives in this regard and have successfully enrolled many child labour families in the BPL list to enable them to get the benefits of the poverty alleviation programmes.

As has been discussed in Chapter 5, only 13 project societies in the districts of Karimnagar, Araria, Pakur, Thane, Ganganagar, Barmer, Bhilwara, Banda, Kolkata, North and South Dinajpur, have not made any attempt as of now to seek co-operation of a single department. Other districts did not maintain sufficient data related to convergence activities. It is only in a few districts that some broad data is maintained on the number of beneficiaries under different government programmes. In the district of Jamui 2000 children were distributed text books and other learning materials while 769 parents benefited

under different development schemes of the central and state government. Talking with those parents clearly indicated that parents find it much easier to withdraw their children from work and send them to schools if such developmental programmes support their livelihood problems. Out of these parents, approximately 60 per cent are benefited under the IAY scheme of the Rural Development Department. The district officials of Nalanda also reported such efforts but could not support the claims by facts and figures.

Since all the districts did not maintain measurable and quantifiable data on convergence, some measures of impact of convergence in the districts which could generate such data, are reported in Table 9.3.

It is clear from Table 9.3 that any significant convergence programme during the 10th Plan could be achieved only with the state education departments. On an average in about 43 per cent districts, 2,441 students per district were distributed learning materials during this period. Very few districts ranging from 15 to 2 per cent could mobilize services from other Departments such as Rural Development, Health, Social Justice, Women and Child Development and SC/ST/OBC Welfare, etc.

On the whole, impact of the convergence activities has been extremely low in almost all the districts. There has been absolutely no effort to ensure even minimum level of convergence with the departments of Rural Development, Social Justice and Empowerment, Health, Women and Child development, Labour, etc. In many districts, not even a single meeting has been held with these departments despite the fact that

Table 9.3: Number and % of Districts with Number of Beneficiaries under Convergence Activities with different Departments during the 10th Plan

Departments/Types of Convergence	No. of Districts Reporting	No. of Children Benefited	% Districts	Beneficiary Per District
Education				
Providing free books and reading materials (annual)	30	170,842	42.85	2441
Health				
Parents benefitted under Janshree Vima Yojana	5	3,867	7.14	55
Social Justice and Empowerment				
Children awarded scholarship	3	4,949	4.29	71
Women and Child Development				
Girl-child benefitted under Balika Samridhi Yojana	2	494	2.86	7
SC/ST/OBC Welfare				
Parents benefitted under SC/ST/OBC programmes	4	196	5.71	3
Rural Development				
Parents benefitted under different poverty alleviation/employment programmes	15	4,878	21.43	70

Source: Field Survey

almost all of these departments are represented in the EC of the project society. It is clear that significant of effort is required to have any kind of impact of convergence activities on the project.

9.3 Enrolment

Enrolment in the special schools has been recorded as running with full enrolment as per the sanction in all the districts. All the schools show 100 per cent enrolment in each year since the time the schools were first opened. As a large number of districts have started the project only since 2006-07, it is not possible to assess the impact of the programme in terms of increase or decrease

in the number of enrolment over the years in such districts. However, the impact of the programme can be assessed in terms of the quality of enrolment in these schools.

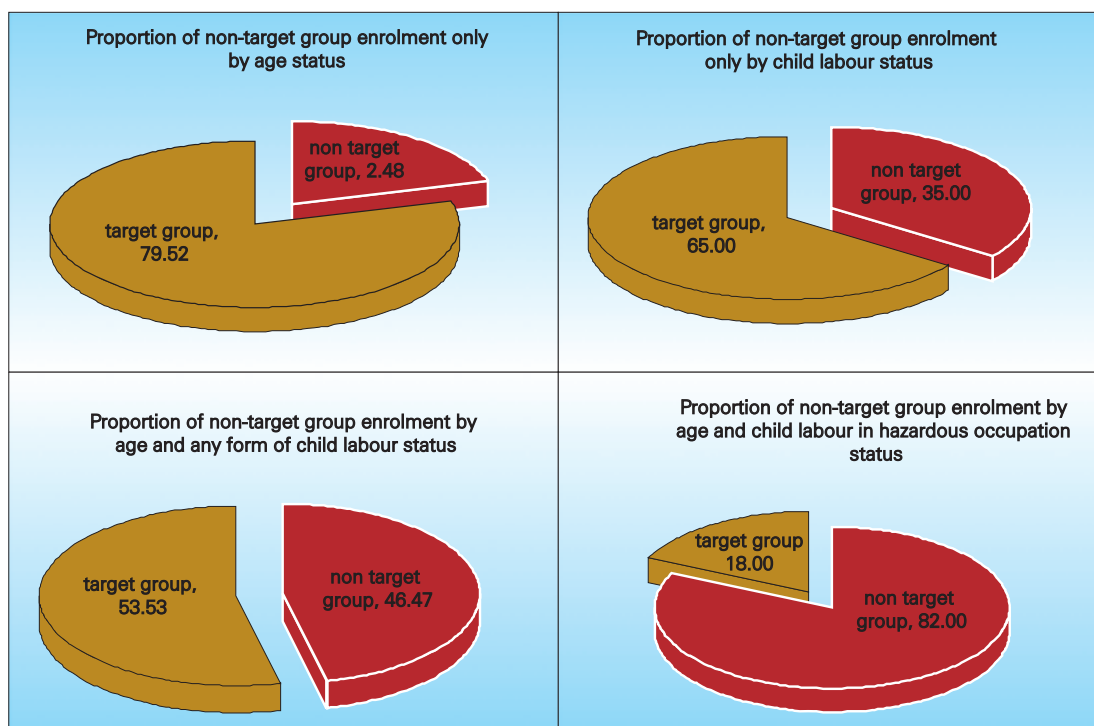
It has been discussed in Chapter 6 that a large proportion of the total number of enrolled children belongs to the non-target group in terms of age groups and child labour status. This essentially suggest that although all the schools are running with full capacity, the real impact in terms of releasing children from hazardous occupation has been much lower, particularly for the target age group of the project i.e., 9-14 years. The impact of enrolment is undermined by a margin of approximately 20 per cent for the target age

group of 9 to 14 years. If the impact is assessed in terms of releasing child labour of any form/type only approximately 30 per cent of the enrolled children are child labour. Taking these two together, the impact goes down by approximately 47 per cent. The real impact of enrolment is estimated as to be further lower, if both the target age group and children engaged in hazardous occupations are considered together. As mentioned in Chapter 6, only 7.5 per cent parents reported that their children were working in hazardous occupations prior to enrolment in the special schools. However, considering various possibilities of under-reporting of children engaged in hazardous occupations prior to

their release for enrolment, a liberal estimate of the same has been worked out. The proportion of enrolled children working in hazardous occupations prior to their enrolment is estimated to be approximately 25 per cent and approximately 18 per cent of all children were in the age group of 9 to 14 years with hazardous child labour status prior to enrolment²⁷. Hence, the real impact of enrolment goes down by more than 80 per cent of the total enrolment in the special schools. The proportion of the non-target group enrolment is reflected in Figure 9.1.

If the same level of contamination in enrolment is considered at the national level, as indicated

Figure 9.1: Proportion of Non-Target Group Enrolment



²⁷ The estimates are based on information collected during the data collection phase of this survey. The information used to arrive at this estimate includes all those parents who directly reported that their children were working in hazardous occupations and all those who reported that children faced long working hours, unclean surroundings, harassment by employers, work unsuitable for children, etc.

in sample schools, the impact of enrolment goes down by more than 80,000 children, from the existing approximately 400,000 children to less than 320,000 children for the target age group. Similarly, since only 69 per cent of currently enrolled children reported that they were working before enrolment (either in hazardous or non-hazardous occupations), the real impact on enrolment goes down by approximately 120,000 children in terms of reaching out to target child labour group. Hence, it is estimated that out of the total approximately 400,000 children enrolled in all the special schools of 250 districts, as low as 280,000 were working before their enrolment in the schools. Accordingly, considering the hazardous occupation status of enrolled children, the enrolment of non-target group children rises up to more than 200,000 children for one year at the national level (Table 9.4); indicating that only rest 200,000 numbers of children are enrolled from the right target groups. Situation is further worse in rural areas, which are reflected by the estimated figures of target group enrolment in the sample districts.

On the whole, the impact of enrolment seems to be much lower than what is reflected by the enrolment data in the schools at the districts and national levels. However, the programme has been successful in withdrawing a large number of children from work, in general, and from hazardous works in particular. The enrolment figures show that presently approximately 2.8 lakh erstwhile child labourers and approximately 75,000 erstwhile child labourers working in hazardous occupations are enrolled in the special schools across 250 districts. If this trend continues in the years to come, the project is likely to make a significant impact in the eradication of child labour. Moreover, if the targeting of the

enrolment is improved in future the success rate may be even higher.

9.4 Mainstreaming

Mainstreaming of the enrolled children to formal education and labour markets is one of the most important components and objectives of the project. As discussed in chapter 6, mainstreaming of the children has taken place only in about 40 of the 70 sample districts as the rest of the districts have started NCLP only during 2006-07. So far, children have been mainstreamed mainly to the SSA, except a few instances where a few grown-up children have been mainstreamed to labour markets as self-employed in a few districts such as Nalanda (Bihar), Beed (Maharashtra), Gwalior (Madhya Pradesh), Raipur and Rajnandgaon (Chhattisgarh), and Lucknow (Uttar Pradesh).

Approximately 52 per cent of total children enrolled during the 10th Plan were mainstreamed either to SSA or labour markets. This comes to be approximately 30 per cent of the total annual enrolment capacity of schools during the same period. The rate of mainstreaming is lower in terms of total annual enrolment capacity as compared to total children enrolled mainly because a number of schools enrolled children on a three-year basis and mainstreaming took place only after three years in those schools. This lead to a comparatively lower annual mainstreaming rate per school.

The real impact of mainstreaming is estimated to be even lower if the contamination in the enrolment list is considered. It has been discussed in the earlier section (on enrolment) that a large proportion of enrolled children belong to non-target groups. In such a situation it is always possible that the mainstreaming rates are even lower for the

Table 9.4: Estimates of Target Group Enrolment in Special Schools in Rural and Urban Areas

Status of Enrolled Children	Rural	Urban	Total
1. % enrolment in target groups by age and work status			
a. 9-14 years	79.38	78.77	79.16
b. working before enrolment	64.87	75.57	69.83
c. 9-14 years and working before enrolment	50.19	57.82	53.53
d. 9-14 years and working in hazardous occupations before enrolment	18.41	19.23	18.79
2. Total enrolment during 2006-07			
a. In 819 sample schools in 70 sample districts	22,856	19,950	42,806
b. In all schools in 70 sample districts	82,525	53,304	135,829
c. In all schools in 250 districts	N.A.	N.A.	400,000
3. Estimated target group enrolment in sample 819 schools			
a. 9-14 years	18,143	15,715	33,885
b. working before enrolment	14,827	15,076	29,891
c. 9-14 years and working before enrolment	11,471	11,535	22,914
d. 9-14 years and working in hazardous occupations before enrolment	4,207	3,836	8043
4. Estimated target group enrolment in 70 sample districts			
a. 9-14 years	65,508	41,988	107,522
b. working before enrolment	53,534	40,282	94,849
c. 9-14 years and working before enrolment	41,419	30,820	72,709
d. 9-14 years and working in hazardous occupations before enrolment	15,193	10,250	25,522
5. Estimated target group total enrolment in 250 districts			
a. 9-14 years	N.A.	N.A.	316,640
b. working before enrolment	N.A.	N.A.	279,320
c. 9-14 years and working before enrolment	N.A.	N.A.	214,120
d. 9-14 years and working in hazardous occupations before enrolment	N.A.	N.A.	75,160

Note: N.A.: Rural urban break-up is not available

Source: Field Survey

target group. However, if the mainstreaming rates are higher among the target groups than in the non-target groups, this certainly improves the overall situation of the impact of mainstreaming. Since the present study is based on “one point of time” reference and the scope of the study did not allow the tracking of the mainstreamed children, this issue could not be explored in greater depth.

The above analysis shows that the real impact of mainstreaming of children has been much lower in comparison to what is shown in the records of different project offices and hence for a state and the nation as a whole. The real impact of mainstreaming gets diluted mainly because of three reasons: a) The enrolment and the mainstreaming process have not followed a standard pattern across the districts; b) There has been almost no mainstreaming in labour markets; and c) The enrolment of children itself is contaminated by inclusion of many non-target groups. The impact could be much higher even with the existing nation-wide enrolment capacity in special schools, provided the enrolment pattern is standardised across the districts along with minimizing the contamination levels in enrolment. Enhanced efforts to mainstream children in labour markets will further improve the situation.

9.5 Performance Indicators and Ranking of Districts

Different districts launched NCLP in different years spreading across the last three Five-Year Plan Periods, and hence they stand at different levels in terms of performance. In addition to this, the districts which went operational almost at the same point of time have performed differently on account of various components of the project. As has been mentioned in other chapters, out of 70 sample districts under the study, 41 have not done

any mainstreaming so far, as they have launched the project only during 2006-07 (the last one year of the time of data collection for this study). The performance indicators of these districts are therefore on the lower side, as compared to those for the districts that have been running the project since more than five years. However, it is important to note that even some of the newer districts have performed remarkably well on some components of the project. Against this background the present section presents component-wise and an overall performance of sample districts in the present study. The districts have been ranked on the basis of their performance both at the component levels as well as overall performance.

9.5.1 Methodology and Scope of Performance Indicators

a. Methods used for Ranking

The relative performance of sample districts has been evaluated mainly in relation to average performance of all the 70 sample districts taken together. The performance indicators were worked out from the primary data collected for the study. On the basis of the average figure for 70 districts, performance of all the 70 districts was standardized and added together across different components and ultimately, the districts were ranked by a simple (un-weighted) rank method on the basis of the standardized aggregated figures across all the components.

The ranking has been done at four levels viz. a) component-wise ranking for six components separately, b) overall ranking for all the six components taken together, c) overall ranking on the basis of ranks of six components taken together, and d) overall ranking on the basis of average consolidated performance indicators of six components

taken together. While the first two have been used to show the relative position of districts in terms of component-wise and overall ranking respectively, the last two have been used to check the robustness of the overall ranking of the districts as generated through b). The entire exercise involved the following steps:

- i. Generate performance indicators for six components separately for all the 70 districts. Each component has 4-6 basic variables indicating performance of districts. (List of these variables is given Appendix Table IX.2).
- ii. Standardize all variables under each component for each district with average figure of 70 districts for each variable.
- iii. Generate a consolidated average figure for each district across all the variables under a component and all the variables under all the components.
- iv. Rank the average consolidated figure under each component to generate component-wise ranking for districts.
- v. Generate an overall ranking for each district on the basis of all the basic variables under all the six components by following the same process of standardization of variables.
- vi. Rank the average consolidated figure of all the components taken together to generate overall ranking of districts. Also generate average of ranks under different components to generate alternative overall ranking of districts.
- vii. Perform a simple bi-variate partial correlation analysis of the overall ranks generated through d), e) and f) for the purpose of checking the robustness of the overall ranking of districts.

Some of the underlying variables used for the ranking purpose are dummy variables (dichotomous with value '1' or '0'). However these variables were converted into an un-weighted index of continuous nature before putting in the list of final set of variables. The index of such dichotomous variables was generated by using three to four such variables together to construct an index variable.

b. Scope of Performance Indicators

The performance indicators have been generated by considering a few important indicators across the 70 districts. The final selection of variables and indicators thereof was based on two considerations: i) the concerned variables are strong enough to reflect the performance of districts for any particular component, and ii) uniformity and robustness of data across districts. These two considerations led to final selection of altogether 29 variables spread across six major components of the project. The six components selected for the purpose are i) financial performance, ii) child labour survey, iii) awareness generation, iv) school infrastructure, iv) enrolment, vi) mainstreaming & tracking. Data related to some other components such as convergence, delivery of services (MDM, stipend, vocational skills, learning materials, etc.) in schools, teachers' quality and quality of education did not find place in the indicators list mainly on account of two reasons. First, there are very little variations in data across districts as most of the schools were found regular in MDM and very low proportions of schools reported on quality of teachers and education. Similarly, data related to convergence of services either at the district or school level was not found standard to have a strict comparability. However, it is supposed that indicators covered under the six components, as

mentioned above, might reflect the impact of the left out indicators as well, because value of most of the variables considered under the six components may depend on the performance of the left out variables.

Although, the robustness of the ranking of the districts has been checked, the approach and the results may have limited scope for the purpose of generalization on account of various reasons. First, the ranking of districts is based on un-weighted method of ranking i.e. treating all the variables carrying weight equal to '1'. Changing the weights of a particular variable/component is likely to affect the ranking position of a particular district and the overall ranking of different districts. Secondly, the ranking is based on the relative performance of districts only within a group of 70 sample districts. The relative performance of any district cannot be generalized at the all India level. There may be many other districts running NCLP in India which might have better/worse performances compared to the 70 districts considered for ranking. Thirdly, the ranking position of a particular district does not indicate its absolute performance on one or all components of the project. As discussed above, the ranking position of a particular district just shows the relative position the district vis-à-vis other 69 districts in the sample. Hence, the districts ranking towards the top may also have variety of functions to improve upon and districts lagging towards the end of the list may also have a lot of positive things to be learnt by other districts.

9.5.2 Ranking of Districts

As mentioned earlier, the ranking of districts has been done on the basis of performance of districts on six basic components of the project. Many outcome variables/components have not been considered for the ranking

purpose on account of several reasons as mentioned in the earlier section. The ranking of districts clearly indicates a divide between the old NCLP districts (started during the 9th Plan or earlier) and the new districts (started during the 10th Plan). Most of the 9th Plan districts rank fairly high in the rank table while those which started the project only during the 10th Plan stand towards the lower ranks. This is quite understandable as a large number of the 10th Plan district are yet to operationalise many components of the project. Among the older districts, Solapur occupied the first place in terms of overall ranking by considering all the indicators together. Solapur is followed by districts of Krishna and Ajmer in the rank table (Table 9.5). Values of all the variables considered for the ranking is presented in Appendix Table IX.3.

It is important to note that the districts of Krishna and Ajmer are not close competitors of Solapur as their performance indices are at least 50-55 points lower than that of Solapur. However, the districts of Ranga Reddy and Salem that occupy 4th and 5th position in the rank table are close competitors of Krishna and Ajmer as the performance indices of the former districts are very close to those of the latter. Similarly, many other districts in the rank table show very competitive performance indices leading to the conclusion that any small variation in the data may lead to an alteration in their relative positions.

As mentioned earlier, towards the lower end of the list come the newer districts of NCLP. Araria, coming at the last position is preceded by districts of Panchmahal and Purnea very closely. All these districts have launched the project only during 2006-07 (within the last one year of the time of data collection for this study). However, some of the districts such as Bangalore Urban, Pakur, Rajnandgaon,

Table 9.5: Consolidated Performance Indicators and Rank of Districts

Districts	Index	Rank	Districts	Index	Rank
Solapur	191.64	1	Chennai	90.73	36
Krishna	144.81	2	Khargaone	89.92	37
Ajmer	136.78	3	Hazaribagh	88.95	38
Ranga Reddy	131.95	4	Ghaziabad	88.90	39
Salem	128.55	5	Barmer	88.81	40
Dharmapuri	123.14	6	Rewa	88.12	41
Gwalior	120.81	7	Ganganagar	87.95	42
Raichur	118.79	8	Sonbhadra	87.88	43
Mirzapur	118.44	9	Cuttack	86.63	44
Vizianagram	117.87	10	Saharanpur	86.22	45
Bangalore Rural	116.79	11	Alwar	86.21	46
Mayurbhanj	116.36	12	Raipur	85.43	47
Bargarh	112.91	13	Beed	84.90	48
Karim Nagar	111.91	14	Nellore	84.88	49
Visakhapatnam	109.69	15	Nagaon	84.54	50
Tirunelveli	109.01	16	Ganjam	82.76	51
Lucknow	107.91	17	Jamui	82.24	52
Nalanda	107.04	18	Mandsaur	80.19	53
South 24 Paraganas	106.72	19	Maldah	79.32	54
North Dinajpur	106.60	20	Mathura	78.90	55
Nanded	106.32	21	Rajnandgaon	78.04	56
Thane	105.80	22	Banda	76.14	57
Koraput	105.27	23	Pakur	75.46	58
Fatehpur	104.31	24	Sidhi	72.74	59
Nuapara	103.32	25	Bhilwara	71.38	60
Tonk	102.76	26	Bagalkot	71.11	61
Dumka	98.21	27	Kolar	70.71	62
Varanasi	97.69	28	Bangalore Urban	69.04	63
West Singhbhum	96.91	29	Hardoi	67.50	64
South Dinajpur	95.77	30	Darbhanga	66.44	65
Anantapur	95.65	31	Katihar	61.19	66
Kolkata	94.61	32	Sitapur	60.76	67
Sarguja	93.32	33	Purnia	57.94	68
Ludhiana	92.82	34	Panchmahal	57.86	69
Ujjain	90.85	35	Araria	57.51	70

Source: Field Survey

Jamui, Ganjam, etc. are 9th Plan districts and are able to occupy the position in the rank table only after 50. Although the overall performance of most of these districts is not that bad as indicated in the overall rank table, their positions are severely undermined by non-performance in a few components of the project. For example, the district of Bangalore Urban did not conduct its own survey affecting, also in turn, the quality of enrolment and mainstreaming. Similarly, the district of Jamui has done fantastically well on the mainstreaming front but has lacked considerably on the infrastructure and financial performance aspects.

Hence, it is important to note that the relative position of a particular district in the overall rank table does not confirm the similar rank of the district for each component taken separately. For example, the district of Solapur which occupies the first position on the overall ranking comes at second position in terms of performance on financial achievements and child labour survey. In terms of next two indicators viz. awareness generation and infrastructure, the district ranks at second and fourth place respectively. However, the performance of the district has not been that good in terms of enrolment and mainstreaming. For these two indicators the district occupies ninth and thirteenth place respectively in the rank table. Appendix Table IX.3 clearly indicates the underlying reasons of the relative position of different districts in terms of performance across the six components considered for the purpose of ranking (Table 9.6). The underlying performance indices of all components are presented in Appendix Table IX.4.

The component-wise rank analysis is indicative enough to show the relative performance of different districts on different components. It

is quite possible that if districts such as Jamui, Bangalore Urban, Ganjam, etc. lay emphasis on a few components, where they are lagging behind, they would climb up from their relative position in the rank table significantly. Similarly, other districts may identify their weak areas and improve in due course.

Finally, a sensitivity analysis of the ranking of the districts was performed by comparing three different types of ranks generated through the process. The three different ranks considered for the sensitivity analysis are i) overall rank from Table 9.4, ii) rank of consolidated indices from Appendix Table IX.3 and iii) rank average ranks from Table 9.4. All the three ranks are presented in Table 9.7.

Different measures of rank across the performance indicators clearly suggest a high level of correlation (co-efficient of correlation being more than + 0.92 across each other). There are a few cases of change in the relative positions of districts across the three types of ranks. The change in the relative position of districts is accounted for by the underlying weights of different performance indicators. However, the overall rank of the districts seems to be robust enough to show the relative positions of the districts.

9.6 Summary and Emerging Issues

Although the NCLP as a whole and the special schools in particular have shown a good impact in terms of awareness generation, enrolment and mainstreaming of children, the real impact at the grassroots levels has been much lower than expected. First of all, parents and the community are not very aware about the programme. Secondly, convergence activities have not reflected any significant impact at the ground level mainly because of lukewarm efforts of the district project officials but also

Table 9.6: Component-wise Rank of different Districts

Districts	Financial	Survey	Infrastructure	Enrolment	Awareness	Mainstreaming
Ajmer	12	18	11	36	4	30
Alwar	58	37	14	4	61	47
Anantapur	42	66	16	7	50	2
Araria	70	27	49	41	69	56
Bagalkot	40	29	57	26	43	56
Banda	64	55	12	22	39	56
Bangalore Rural	39	16	31	15	22	16
Bangalore Urban	15	66	36	70	43	31
Bargarh	34	50	55	14	5	18
Barmer	19	20	18	31	60	56
Beed	47	23	23	51	42	50
Bhilwara	51	19	47	62	57	56
Chennai	65	51	34	66	7	40
Cuttack	35	22	62	58	41	26
Darbhanga	54	36	54	35	61	51
Dharmapuri	9	39	52	19	3	23
Dumka	31	8	65	50	26	25
Fatehpur	45	15	26	25	29	36
Ganganagar	33	17	9	69	49	56
Ganjam	8	12	64	32	34	56
Ghaziabad	30	21	40	44	58	37
Gwalior	27	23	6	12	40	19
Hardoi	66	28	46	53	61	51
Hazaribagh	28	32	10	60	50	49
Jamui	53	43	63	49	50	9
Karim Nagar	14	56	56	3	10	20
Katihar	48	31	59	68	61	56
Khargaone	60	57	3	54	27	51
Kolar	36	60	44	40	23	56
Kolkata	23	39	42	37	19	38
Koraput	5	2	68	24	33	29
Krishna	7	7	7	34	17	8
Lucknow	20	5	17	17	45	40
Ludhiana	21	61	2	13	30	56
Maldah	68	23	50	2	38	56

(Contd...)

Districts	Financial	Survey	Infrastructure	Enrolment	Awareness	Mainstreaming
Mandsaur	62	63	13	38	37	35
Mathura	63	9	53	48	46	45
Mayurbhanj	10	11	69	8	12	12
Mirzapur	11	33	27	29	13	22
Nagaon	37	46	43	59	25	46
Nalanda	46	14	21	52	24	33
Nanded	2	44	15	63	15	51
Nellor	29	66	32	27	32	21
North Dinajpur	6	4	24	39	47	40
Nuapara	57	6	67	6	21	17
Pakur	44	39	70	21	61	10
Panchmahal	67	52	28	65	69	56
Purnia	32	64	61	45	31	56
Raichur	38	34	58	18	8	7
Raipur	43	38	38	11	61	32
Rajnandgaon	18	49	35	42	61	40
Ranga Reddy	17	42	5	10	36	1
Rewa	61	10	39	57	18	56
Saharanpur	55	26	20	61	68	34
Salem	4	59	60	33	1	6
Sarguja	22	48	19	67	16	51
Sidhi	52	53	25	47	59	48
Sitapur	69	35	45	55	50	56
Solapur	1	1	4	9	2	13
Sonbhadra	50	30	41	20	35	40
South 24 Paraganas	24	65	30	5	20	4
South Dinajpur	13	66	33	46	9	27
Thane	25	13	37	56	28	28
Tirunelveli	3	66	51	16	6	14
Tonk	16	3	22	64	48	39
Ujjain	59	61	8	28	50	11
Varanasi	49	47	48	30	14	24
Vizianagram	56	45	1	23	50	5
Visakhapatnam	41	54	29	1	50	3
West Singhbhum	26	58	66	43	11	15

Source: Field Survey

because of lack of clear policy provisions in this regard. Enrolment and mainstreaming of children has not followed a standard pattern across the districts and there has been a very high degree of contamination in the enrolment. Because of high level of contamination of non target groups, in terms of age group and child labour status, the impact of enrolment is undermined by 25 to 45 per cent and hence, even mainstreaming rates goes down by a big margin. Nonetheless, the enrolment figures

show that presently approximately 2.8 lakh erstwhile child labourers and approximately 1 lakh erstwhile child labourers working in hazardous occupations are enrolled in all the special schools across 250 districts. If this trend continues in the years to come, the project is likely to make a significant impact in the eradication of child labour. Moreover, if the targeting of the enrolment is improved in future the success rates may be even higher.

Table 9.7: Different measures of Ranks of Districts

Districts	Consolidated rank	Component wise consolidated rank	Rank of average Ranks of six components	Districts	Consolidated rank	Component wise consolidated rank	Rank of average Ranks of six components
Ajmer	3	4	3	Mandsaur	53	54	51
Alwar	46	52	39	Mathura	55	58	59
Anantapur	31	34	23	Mayurbhanj	12	8	5
Araria	70	70	68	Mirzapur	9	11	7
Bagalkot	61	61	53	Nagaon	50	40	55
Banda	57	60	51	Nalanda	18	24	26
Bangalore Rural	11	13	8	Nanded	21	16	26
Bangalore Urban	63	59	57	Nellor	49	36	34
Bargarh	13	10	19	North Dinajpur	20	25	14
Barmer	40	45	31	Nuapara	25	23	18
Beed	48	50	45	Pakur	58	53	49
Bhilwara	60	63	65	Panchmahal	69	69	70
Chennai	36	33	58	Purnia	68	64	63
Cuttack	44	37	48	Raichur	8	7	16
Darbhanga	65	65	64	Raipur	47	48	40
Dharmapuri	6	5	10	Rajnandgaon	56	55	49
Dumka	27	26	32	Ranga Reddy	4	6	3
Fatehpur	24	27	19	Rewa	41	41	47
Ganganagar	42	49	44	Saharanpur	45	51	59

(Contd...)

Districts	Consolidated rank	Component wise consolidated rank	Rank of average Ranks of six components	Districts	Consolidated rank	Component wise consolidated rank	Rank of average Ranks of six components
Ajmer	3	4	3	Mandsaur	53	54	51
Ganjam	51	38	33	Salem	5	2	16
Ghaziabad	39	43	43	Sarguja	33	32	40
Gwalior	7	14	6	Sidhi	59	62	62
Hardoi	64	66	66	Sitapur	67	68	67
Hazaribagh	38	46	42	Solapur	1	1	1
Jamui	52	47	61	Sonbhadra	43	39	36
Karim Nagar	14	12	13	South 24 Paraganas	19	15	11
Katihar	66	67	69	South Dinajpur	30	22	29
Khargaone	37	44	54	Thane	22	21	25
Kolar	62	57	56	Tirunelveli	16	9	12
Kolkata	32	30	30	Tonk	26	31	28
Koraput	23	17	15	Ujjain	35	42	37
Krishna	2	3	2	Varanasi	28	29	35
Lucknow	17	28	9	Vizianagram	10	19	22
Ludhiana	34	35	23	Visakhapatnam	15	20	21
Maldah	54	56	46	West Singhbhum	29	18	38

Source: Field Survey

There is need to emphasize on some of the basic components of the programmes such as child labour survey, awareness generation and convergence. The target group has to be reached properly in order to avoid contamination so that the real impact can reach the neediest. There is no doubt that many children from the target group have benefited by enrolment and mainstreaming which has certainly helped in the overall objective of eradicating child labour from the country. However, an urgent requirement is to regulate the district project machinery in a much better way.

The ranking position of districts indicates the

relative performance of different districts across six major components separately and taken together. Although the absolute values of the performance indicators are not indicative of the achievement of a district on a particular component, the ranking of districts is helpful in identifying weak and strong areas of each district. Although, most of the 9th Plan districts, led by Solapur, Krishna, Ajmer, etc., occupy higher position in the rank table, what is worrying is that some 9th Plan districts are reeling towards the end of the list as well. These districts are required to take urgent note of their weak points and improve upon their ranking in the near future.



Summary and Recommendations

10

Despite several proactive legislations and policies exercised in India, the problem of child labour persists as a challenge facing the country. In consonance with the National Policy on Child Labour, MoLE formulated a project-based action Plan, i.e., the National Child Labour Project (NCLP), to eliminate child labour in a sequential manner from hazardous occupations and processes in the country. For any welfare programme, which has been operational for a considerable period of time, a periodic review deserves utmost importance, as it helps the policy makers to initiate necessary steps to make the programme more effective and responsive. In the case of NCLP too, the need for conducting a nation-wide evaluation was felt in order to assess the direction in which the project has moved and to propose modifications and changes, if any, in the scheme during the 11th Plan period.


This evaluation reviews the strategic framework, objectives, activities of the NCLPs and the participation of various stakeholders and social partners in the implementation and monitoring of the project. It is based mainly on primary data collected from the sample states and from sample districts within the states, and also from the special schools, students and parents. For the purpose of the

study, 70 out of 250 districts (nearly 30%) were selected from the 15 states. The evaluation has been carried out at different levels, viz., PSs, special schools, children and parents, other stakeholders, etc., of the project.

10.1 Summary

Before going into the detailed recommendations based on the findings of the evaluation, it is pertinent to outline the summary and component-wise findings of the study.

The issue of child labour needs to be discussed briefly in terms of magnitude, trends and pattern of the workforce in India, in general, to establish the need for such a project, as well as to help assess the impact of the project. These issues have been discussed at length in Chapter 2 and the analysis of the secondary data shows that the magnitude of child workforce in India has declined considerably during the last two decades. It has declined to approximately 9 million during 2004-05 from 21.5 million in 1983. The data also revealed that during the last two decades, much of the reduction in the child workforce has primarily occurred in rural areas but urban child employment has



either remained constant or shown a tendency to rise. While analysing the workforce as per the age groups of NCLP, the study reveals that the child workforce in the age group of 5-9 years has recorded a sharper decline than that in the 10-14 years age group. In terms of gainful economic activities of children, a trend of decline has been observed, where only 3 per cent of children were found to be engaged during 2004-05 as against an estimated 6+ per cent observed a decade ago. Activity-wise analysis of the child workforce indicates that much of India's child employment is concentrated in agriculture and allied activities, accounting for over 66 per cent of the total employment, followed by manufacturing (16.55%). Trade, hotels and restaurants also account for a significant share of child workers (8.45%). In terms of territorial expansion of child labour in India, Uttar Pradesh appears to account for almost 25 per cent followed by Andhra Pradesh with 13 per cent, Maharashtra at 9 per cent and West Bengal at 8 per cent.

Thus, it is clear from the findings that the GoI needs to continue its campaign of NCLP more vigorously despite the declining trend in the occurrence of child labour in the country. In addition, a detailed analysis of the district level data reveals that the selection of NCLP districts needs to be more rigorous, as the study reveals that the first 100 districts covered during the 9th Plan or earlier were not the top 100 districts in terms of either magnitude or incidence of child labour.

The scheme of NCLP, as designed by the MoLE, has a defined administrative and financial structure. The project needs to be operationalised at the district level through a Project Society (PS). This is important for effective implementation of the action based project at the district level. Chapter 3 details

all aspects of PS functioning, from sanction, composition, staff strength, nature of stakeholders, etc. to the periodicity of meetings and decisions taken therein. The study reveals that though the members of the PS represent diverse fields, the PSs in almost all the districts are numerically dominated by government officials, whereas many important stakeholders such as employers, trade unions, parents, etc., are not adequately represented. Meetings of the important bodies of the PSs have not been held regularly because of the non-availability of members at large. In cases where meetings have been organized, issues beyond implementation level viz., resource mobilisation, broad participation from the society, employers' role, etc., remained unaddressed.

As far as the staffing pattern of the PS is concerned, it has been found that almost all the districts have full strength of staff except master trainer and doctor. However, the part-time availability of the Project Director, particularly in the states of Bihar, Rajasthan and Orissa has emerged as a major bottleneck against the successful running of the project. Moreover, delay in appointing master trainers and doctors has severely affected two important components of the NCLP programme i.e., 'health check-up' and 'vocational training' of the students at the schools. It has been revealed in the study that the project office has been facing problems in getting the right persons for these two posts at the existing low honorarium. During interaction with the stakeholders regarding an alternate mechanism, it appeared that procedural change in the arrangements of health check-up as well as engaging master trainers at the district levels could have helped effectively in delivering the desired

result, as has been observed in a few districts. The study has also recommended rationalisation of the strength of Field Officers in the districts on the basis of the number of schools sanctioned in that district.

As the programme is a part of the Central scheme, it is fully funded by the MoLE and the funds are directly transferred to the PS at the district level on an annual basis. While analysing the overall Plan outlay and expenditure pattern, the study reveals that though Plan outlay for the project has increased by approximately 2.5 times (from Rs. 80 crore in 2002-03 to more than Rs. 193 crore in 2006-07, and almost 90 per cent of the fund released to the districts was spent), the total expenditure has been just 66 per cent of the total Plan allocation during the 10th Plan. It clearly shows that NCLP could not utilise approximately Rs. 191 crore from the funds allocated for the project. The MoLE needs to enhance its efforts considerably to utilise the total Plan allocations earmarked for the project.


At the district level also, there has been under-utilisation of funds on various counts. At the district level, the budget sanction and expenditure shows that a number of districts have not been able to utilise more than 50 per cent of the total budget during the 10th Plan. Non- and/or poor implementation of some of the components of the project have been the main reasons for under-utilisation of funds at the district level.

The various reasons for poor management and low utilisation of funds may be summed up as: a) time-gap between the sanction and actual operation of the project in different districts; b) late release of funds from the MoLE; c) fixed format of budgetary allocations across different districts; d) no

scope of re-allocation of funds across components; e) administrative delay in sanctioning of different expenses at the district headquarters; and finally, f) lack of proper planning for some components of the project at the district project office level.

The component-wise expenditure pattern indicates that three important components of the project viz., Child Labour Survey, Awareness Generation, and Teachers' Training have been the most neglected heads of expenditure, especially during the 10th Plan. As far as expenditure on child labour survey is concerned, it has been almost nil to negligible in 60 out of 70 sample districts. The reason for the under-utilisation of funds is the probably incorrect assessment of funds requirement at the district level. Most of the districts reported that funds for teachers' training could not be utilised in full as most of the state and district level agencies provided training to the teachers free of cost. In contrast to this, the budgetary provision for child labour survey was found to be too small. However, as far as the under-utilisation of funds under awareness generation is concerned, as detailed in Chapter 5, it was found that most of the district officials were not trained enough to utilise the funds effectively. The school level expenditure pattern too indicated very low expenditure on educational and vocational materials in majority of the cases.

So far as the maintenance of financial records at the district level is concerned, most of the project offices were found lacking clarity on fund management, particularly in maintaining different kinds of records. Scrutiny of the financial records revealed that the figures entered in the Books were not consistent and the Balance Sheet was not regularly maintained and updated. In many districts,



separate income and expenditure accounts were not maintained for: i) Project Fund, ii) Survey, iii) Awareness Generation, and iv) Teachers' Training, as specified by the MoLE.

With regard to the active participation of other agencies in the programme, the study did not find any significant effort made by the district administration or PS office to mobilise resources from other organisations and only 18 out of 70 districts had been able to mobilise some resources from the agencies such as UNICEF, SSA, and other government departments, particularly so in the states of Andhra Pradesh, Karnataka, and Tamil Nadu.

As indicated in the foregoing chapters also, child labour survey, awareness generation and convergence are the three crucial components having implications on the long-term outcome and impact of the NCLP. The findings in Chapter 5 suggest that the actual implementation of these components have been abysmally poor, barring a few exceptions. Owing to the absence of proper methodology and planning, at present, child labour surveys are done in a haphazard manner, which fails to create any clear-cut link between the survey outcome and the actual enrolment in the special schools in many districts. Similarly, though AGPs are conducted universally, questions relating to their regularity, scale and coverage, and timings have not received much attention, thereby limiting their impact severely. On the convergence front, the results are encouraging in the case of convergence with the SSA and to some extent with the health department, but the programmes meant for enhancement of the livelihood security of the child labour households have hardly been converged in a majority of sample districts.

And most importantly, there is an absence of proper institutional structure and convergence strategy at the district level.

Therefore, the study points towards an urgent need to design a uniform survey methodology, DCFs, instruction manual, and a data entry & maintenance package at the MoLE level and to circulate them to all the districts. The frequency and timing of the survey need to be clearly earmarked by the MoLE. On the awareness generation front, the PSs need to be insisted upon to prepare a systematic need-target-time-location-specific media schedule to carry out the AGPs effectively and at regular intervals. There is also a need to initiate awareness generation activities at the state level. The convergence of services, as conceptualised in the NCLP guidelines, requires more concerted efforts at the district, state and policy levels. An all-out effort must be made to forge effective convergence, especially with the livelihood improvement programmes of both the Central and State governments.

Lastly, as training and capacity building is a cross-cutting issue in the entire implementation exercise, the findings suggest that special attention needs to be focussed on project officials and implementing agencies for component-specific training on all aspects of the project by involving the MoLE, State governments and other leading national and state level training institutions/organisations. It is also imperative to prepare component-specific training modules on various aspects of the programme. Further, before sanctioning new districts during the 11th Plan period, the MoLE should ensure that the training and capacity building of the PSs precede actual operationalisation of the project.

NCLP special schools are supposed to provide a variety of basic services to children enrolled in the schools aimed at enhancing self-esteem in them. The number of such sanctioned schools in different districts has increased over time and at present the total sanctioned strength of schools is around 9,509. However, infrastructure in most of the schools is not in a satisfactory condition and requires urgent attention. Most of the schools have appointed the required number of educational teachers but lack good vocational trainers. Almost all the schools are running with full capacity of enrolment. However, attendance rate in the schools is 70 per cent with a marginally higher rate for girls and rural areas. The study highlights that the shortfall in attendance in these schools should be considered as a failure on the part of the district project authority and school management in locating the children and retaining them at schools. Further, targeting of children in the 9-14 years age group and with the relevant child labour status has been extremely poor. This has serious implications on the final outcome of the project. However, targeting in terms of reaching to marginalized families has been more or less satisfactory.

Approximately, 486,000 children from the special schools have been mainstreamed at the all India level so far²⁸. Out of 70 sample districts, mainstreaming of children has taken place, so far, only in 50 districts. The average mainstreaming rate comes to be 14 children per school for the 10th Plan period. The mainstreaming rate comes to around 52 per cent for the total additional enrolment in all the 70 schools. However, if the total


enrolment figures are considered on a cumulative basis, the real mainstreaming rate comes down significantly to 29 per cent on an annual basis during the 10th Plan.

All the special schools across districts are not following a systematic and uniform curriculum, though a majority of them are following a formal curriculum. Hence, it is of utmost priority to evolve a basic standardized curriculum and syllabus to match with that of SSA, supplemented by some non-formal teaching modules depending on local specificity. It was also observed that most schools were not maintaining proper records related to attendance, monitoring, mid-day-meal, etc. Most schools also are lacking in delivering different facilities and services. Though quality of education measured in terms of regularity of schools, classes, teachers and imparting joyful education is more or less satisfactory, schools are lacking in delivering teaching and learning material, especially vocational kits, good quality blackboards, vocational training, mid-day meals, stipend, and health check-up.

At present, the special schools are primarily run and managed by NGOs with negligible presence of PRIs, SHGs, trade unions and other local institutions. The findings of the study suggest the need to broad base the nature and type of implementing agencies by giving preference to non-NGO based voluntary organization and institutions.

Nevertheless, to assess the overall effectiveness of the operationalisation of the programme, the study has also taken into account the roles played by the important stakeholders in the implementation of the

²⁸ As per the MoLE presentation during the meeting of the Central Advisory Committee on Child Labour (CACL) held on 25th January 2008 at Shram Shakti Bhwan, New Delhi.



programme. In this context, chapters 7 and 8 focus on various aspects of stakeholders' participation in the NCLP. Chapter 7, however, focuses exclusively on the roles played by the Central and State Governments. On studying the existing structure at the national level it was brought to light that the CLD carries out various activities relating to the NCLP right from the selection of the project districts down to monitoring and release of funds. Given the quantum of work (for dealing with 250 districts spread over a wide geographical area and the multi-faceted and time-bound nature of work requiring specialized expertise and skills) the need for strengthening the existing structure at the national level has emerged and the NPIU has been proposed accordingly. An analysis of the structural arrangements for the implementation and monitoring of the project at the State level shows that though the Labour Department has been specified as the nodal agency in majority of the states for the child labour elimination programme, there is no institutional mechanism to perform the specific tasks related to the NCLP. The absence of the structured and specified tasks has direct bearing on the implementation of the programme, leading to haphazard, ill-timed and inept delivery of output. Nevertheless, a few states such as Tamil Nadu, Karnataka, Andhra Pradesh, Maharashtra and Gujarat have been proactive and have set up the State Child Labour Rehabilitation cum Welfare Society or Child labour Cell at the state level for monitoring and convergence purposes. The respective states have also developed state-specific action plans. Enforcement of the CLP&R Act as well as other labour laws, awareness generation, convergence of services, etc., have been found to be more effective in

those states which have set up a structural mechanism with designated assignments. The roles played by the state agencies indicate that though the State Resource Cells have been successful in conducting a number of workshops, sensitisation and capacity building programmes, and AGPs at the state levels, they are not adequately equipped for systematic coordination, monitoring and data-management of the NCLPs in their respective states. A state level mechanism to regularly feed in the progress of component-wise implementation of the NCLP to the NPIU is a felt need. To address these gaps, SPIUs at the state-level have been proposed.

With regard to convergence of services, a perceptible role has been played by the states, especially, Orissa, Andhra Pradesh, Tamil Nadu, Karnataka, and Gujarat. The study has mapped out the efforts made by these state governments in extending benefits of mid-day meals and residential facilities to the mainstreamed SC/ST children of NCLP on priority, health check-up through Arogya Tapasani Karyakram, preferential selection of child labour families in poverty alleviation programmes, skills, wage/self employments, housing, etc., and mainstreaming through the SSA. Though most of the other states have taken initiatives in the enforcement of laws, these were found to be concentrated in certain pockets and more importantly, have not had much impact on the incidence or magnitude of child labour.

Chapter 8 discusses the roles played by other stakeholders and their perception about the functioning of the project. It has been observed that the participation of the stakeholders in the NCLP varies; some have participated adequately while others did not get a chance to do so. However, it has been

found that despite receiving a low honorarium and not being part of the decision making processes, teachers have played a key role in motivating the parents and building a rapport with the community, in addition to performing their routine duties. Though the NGOs' participation in the project activities has been clearly visible because of their role as implementing partners; the parents, PRIs, community members, etc., have not been able to participate adequately.


The stakeholders' perceptions about the functioning of the NCLP also vary spatially. Though the stakeholders have expressed their dissatisfaction in majority of the districts, efforts of the NCLP have been appreciated in few districts. The stakeholders, such as community members, PRIs and parents identified the areas where they could participate actively, viz., meetings of the PS, child labour survey, awareness generation, and identification and operationalisation of the special schools. So far as the stakeholders' responses to the deliverables are concerned, the parents mostly felt that the teaching and learning materials had been distributed properly. Their perceptions with regard to mid-day meals were similar, though some of them suggested improvement in its quality and quantity. Implementing agencies, however, emphasised the enhancement of the fund allocation for nutrition. In the context of the stipend, the parents appeared not to be very clear about the delivery mechanism and have pleaded for enhancement of the stipend amount. On the other hand, the stakeholders across the board were not satisfied with the provisioning of healthcare and vocational training facilities.

Regarding physical infrastructure of the special schools, the stakeholders believed that a lot of improvements are needed in

relation to school buildings, classrooms and their lighting and ventilation conditions, toilet facilities for girls, drinking water facility and playgrounds. Low rental considerations and laxity on the part of the implementing agencies were believed to be the two important factors behind the poor physical infrastructure in special schools.

Besides the component-wise findings, the study has also attempted to gather data on the overall impact of the programme in achieving the goal of the project. The impact assessment, detailed in Chapter 9, has highlighted various findings. Although the NCLP as a whole and the special schools in particular have shown some good impact in terms of awareness generation, enrolment and mainstreaming of the children, the real impact at the grassroots level has been much lower.

Firstly, the parents and the community members were not well aware about the programme. Secondly, convergence programme has not been working properly mainly because of lukewarm efforts of the district project officials but also because of lack of a clear policy provision in this regard. The enrolment and mainstreaming of children have not followed a standard pattern across the districts and there has been very high degree of contamination in the enrolment in terms of age group and child labour status. As a result, the impact of enrolment is undermined by 25 to 45 per cent and mainstreaming rates go down by a big margin. Nonetheless, the enrolment figures show that presently approximately 280,000 erstwhile child labourers and approximately 100,000 erstwhile child labourers working in hazardous occupations are enrolled in the special schools across 250 districts. If this trend continues in the years to come, the project is likely to make a significant dent in



the efforts to eradicate child labour. Moreover, if the targeting of the enrolments is improved in the future, the success rates may be even higher.

There is need to emphasise some of the basic components of the programmes such as child labour survey, awareness generation and convergence. The target group has to be reached properly in order to avoid contamination so that the real impact can reach the neediest of the target group.

The ranking position of districts indicates the relative performance of different districts across six major components separately and taken together. Although the absolute values of the performance indicators are not indicative of the achievement of district on a particular component, the ranking of districts is helpful in identifying weak and strong areas of each district. Although, most of the 9th Plan districts, led by Solapur, Krishna, Ajmer, etc., occupy a higher position in the rank table, what is worrying is that some 9th Plan districts are reeling towards the end of the list. These districts are required to take urgent note of their weak points and improve upon the tally in the near future.

10.2 Recommendations

In the light of the findings as mentioned in the preceding section, this section presents some detailed recommendations along with the financial implications, which may be useful for the successful functioning of NCLP during the 11th plan period.

10.2.1 Selection of Districts for Operationalising NCLP

The selection of districts for operationalising NCLP is the first critical step which requires careful attention. At present, the criteria for

selection of districts and subsequent operationalisation of the programme are not backed by adequate analysis of available information on child labour in the country. This has created problems in identification of target children through survey and their enrolment after operationalisation of NCLP in some districts.

In view of the secular decline in the incidence and number of child labourers in the country (discussed in Chapter 2 of this report), the study, first of all, recommends that there should be no haphazard and unplanned expansion of number of districts for programme intervention. The present study proposes a three-staged rigorous scrutiny process for selection/identification of districts at the national level.

In the first stage, the proposed National Programme Implementation Unit (NPIU), as discussed in the following sub-section, should make a detailed analysis of the existing information base on the profile of the children from secondary sources for each district of the country. The important sources of information in this regard may be a detailed database from the Decennial Population Census and National Sample Survey Organisation (NSSO). The study should specially focus on analysing '5-digit' level data of the National Industrial Classification (NIC) and National Classifications of Occupations (NCO) to find out the concentration of child labour in different industries and occupations across the districts, with a particular emphasis on hazardous occupations and processes. On the basis of the results of this detailed analysis of secondary data, a tentative list of identified districts should be prepared for programme intervention, and the list must be finalised within first 2 months or preferably, before the start of a new Five Year Plan.

In the second stage, MoLE should conduct district-specific child labour assessment studies only for the districts identified through the first stage. Such studies should be conducted by competent research institutions/individuals, who may be empanelled by the MoLE on a yearly review basis. These assessment studies should be based on the analysis of the secondary as well as primary data collected on sample basis, case studies, local specificities, and other qualitative information. The findings of such studies should be further substantiated, corroborated and finalised by conducting discussions with the district magistrates, NGOs, and other stakeholders in the concerned districts. A maximum time-period of three months may be assigned to complete such studies, and their reports should be used for finalising the list of districts for operationalising the project.

In the third stage, a comprehensive child labour survey is proposed to be conducted in each of the districts identified through the second stage. The findings of such a survey should not only form the basis of final approval of the project and establishment of a project society in the concerned district, but it should also decide the dimensions and magnitude of the approved project.

Further, the survey should form the basis of exclusion of some districts from the list of approval, if the survey does not report or identify a minimum number of child labourers working in hazardous occupations within the district.


10.2.2 Organisational Structure

In order to ensure better administration, effective monitoring, information management, and vertical integration of the project, the present study proposes to

revamp the existing organisational structure of NCLP. This revamping exercise proposes the creation of a new three-tier structure for NCLP at the central, state and district levels. Out of these, central and state level structures have to be newly established, whereas the existing district level structure needs to be strengthened.

At the central level, a National Programme Implementation Unit (NPIU) should be established within the child labour division of the MoLE. The proposed unit should consist of at least six personnel, of which two should be specialised professionals (one each from information technology (IT) and management background), three Programme Analysts/Associates and an attendant, as discussed in Chapter 7 of this report. The main responsibilities of the proposed unit will be monitoring and coordination of the NCLP activities across the country, standardisation and smoothening of the reporting system, data analysis and information management, and report generation and publication. The unit is also expected to help the child labour division on important issues such as nature of expansion of the project, release of funds to the districts, preparing reports for official purposes, etc. The total financial implication of the proposed cell for the entire plan-period works out to Rs. 1.66 crore approximately (Appendix Table X.1 (A)).

At the state level, a State Programme Implementation Unit (SPIU) is proposed to be established with the labour department of the State Government, which will be the nodal department at the state level. It should be an independent and highly professional entity. Similar to the NPIU, the SPIU should consist of at least five personnel with two specialised professionals (one each from management



and IT background), one Programme analyst, one Project associate and an attendant. The SPIU will be responsible for successful implementation of NCLP in the state. Besides implementation, it will also be responsible for monitoring and coordination of NCLP activities at the district level, maintaining district-specific database and generation of reports, meeting all the queries and requirements of NPIU, MoLE and state labour departments, recommending training and capacity building programmes for the district level project officials, teachers and vocational trainers of special schools, liaison and co-ordination with other state government departments for generating convergence of services, etc. The total financial implication of the proposed cell for the plan period works out to Rs. 16.36 crore approximately (Appendix Tables X.1 (B) and X.2).

Finally, the present study proposes to strengthen the existing organisational setup at the district level i.e. the project societies (PS) and district project offices (DPO). In this regard, two types of corrective actions should be undertaken: (i) correcting the existing anomalies in the composition of the PS, and (ii) strengthening the personnel structure of the DPO. The details regarding the above two actions are outlined below.

At present, the PSs primarily comprise members of various district level government departments with very little or negligible representation of other stakeholders as outlined in the NCLP guidelines. Against this background, the present study proposes to fix the limit of proportion of the members from government departments in the PS at a maximum of 33 per cent. However, the members from the government departments should be selected in such a way as to give preference to departments such as

education, rural development, social/SC & ST welfare, health, labour, etc., taking into account the convergence perspective. Further, in order to give representation to other stakeholders such as teachers, parents, NGOs, trade unions, employers, community members, PRIs, etc. in the decision making process, it is proposed that at least one member from each of these stakeholders must be included in the PS. Finally, it is proposed to give adequate representation to women in the PS. For this, it is essential that a certain minimum percentage (may be 25%) of the total non-government members should be women. However, in order to ensure implementation of the aforesaid corrective actions at the district level, the sanctioning and continuance of the project both in existing NCLP districts and in the new districts (if any) should be linked to the quality of composition of the PS.

So far as the strengthening of personnel structure of the DPO is concerned, besides appointing a professional and a full-time Project Director (PD), the study specifically proposes to create a new post of child tracking officer, to abolish the post of doctor, and to appoint a master trainer on contractual basis for each of the 20 schools. The details regarding the personnel structure at the DPO have been further elaborated in sub-section 10.2.5 of this chapter.

10.2.3 Managing Project Finances

a. Release of Funds

Timely release of funds plays a crucial role not only in successful operationalisation and implementation of NCLP, but also in utilisation of funds allocated to the district. The present study proposes two kinds of efforts to be taken by the MoLE for smoothening the fund release system. Firstly, MoLE should take all

necessary steps to obtain approval and sanction of the project from the Planning Commission well in advance, preferably before the end of the current Five Year Plan. This can be ensured by timely preparation of all the requisite documents such as expansion plan, proposed expenditure in the coming five years, evaluation reports, project proposal and overall budgetary implications, etc. Secondly, to facilitate timely release of funds from the MoLE to the district PS, a computerised format of the Quarterly and Annual Progress Reports (QPR and APR) of the financial as well as, physical details should be developed and reviewed within a prescribed timeframe. For this, the study proposes the following modalities.

The proposed NPIU should develop a new computerised format for submission of the above-mentioned QPRs and APRs (both financial and physical). The DPOs should be asked to submit both soft as well hard copies of the QPRs during the last week of every quarter of the year and the APRs within the last 15 days of the year. The copies of the QPRs and APRs should also be marked to SPIU and NPIU.

The QPRs and APRs must be reviewed by the SPIU and NPIU, and the DPOs should be consulted for any shortfall within the next 15 days of the submission of such reports. After the lapse of 15 days of submission of the reports, the SPIU and NPIU should jointly ensure the release of funds covering two quarters within a month.

All the information related to QPRs, APRs, release of funds, etc. must be properly computerised and managed at the three levels-district, SPIU and NPIU.

b. Utilisation of Funds

Under-utilisation of funds arises at two levels i.e. at MoLE and at PS level. Firstly, at the MoLE level, the proportion of fund utilisation to total Plan allocation has been found to be low and secondly, at the district PS level, the funds released by the MoLE have not been utilised fully.

For full utilisation of funds earmarked for NCLP, the MoLE should plan to spend at least one-fifth of the total plan allocation every year during a Plan period of five years. The utilisation rate in this regard can be further improved if MoLE sets a target to spend more than half of the total plan allocation during the first 2-3 years of the Five Year Plan. However, the success of such efforts will depend to a great extent on getting the plan fund sanctioned and approved by the Planning Commission during the early months of the Five Year Plan. As mentioned in the earlier paragraph, this requires a lot of ground work by MoLE in relation to the preparation and submission of the project related documents.

At the PS level, the utilisation of funds can be improved by specially focusing on three components viz. 'child labour survey', 'awareness generation', and 'teachers' training'. A detailed and long-term work plan prepared by the districts on these three components will help in improving the utilisation of the funds earmarked under these three heads immensely. The SPIU, as proposed above, should effectively help the district project authorities to prepare such plans in the very first year of the Five-year Plan. Moreover, in order to improve the utilisation level, the PS should be allowed to re-appropriate funds across different heads

of expenditure to the maximum extent of 20 per cent provided the situation warrants so. However, the above re-appropriation should be allowed only for the fund sanctioned for PS and no re-appropriation should be allowed for the funds earmarked for the special schools.

10.2.4 Recommendations for Project Society

a. Composition of the Project Society

As discussed earlier, for correcting the anomalies in the composition of the PS, a minimum level of participation of non-government members must be ensured by fixing a 33 per cent limit on the representation of members from government departments. Similarly, a minimum of 25 per cent of all non-government members must be reserved for women. As far as the criteria of selection of non-government members are concerned, including at least one member from various categories of non-government stakeholders should be ensured. Further, linking the composition of PS to the sanctioning and continuance of the project should be adopted earnestly. The PS should also review the participation and attendance of the members on a yearly basis and should have provisions to replace less active members with new ones after holding adequate discussions on the issue in the PS meetings. In fact, the PS in every district must come up with a concrete plan to ensure participation of active members from diverse fields.

b. Composition of Executive Committee (EC)

The EC plays an important role in streamlining the decision-making process. At present, across the districts, the composition of EC happens to be more or less same as that of

the PS, and this has adversely affected focused discussion and arrival at a consensus on various issues.

In view of the above, the present study proposes that the EC should consist of a small group of active members of the PS and resourceful persons from outside the PS. This may help in holding focused discussions in reaching consensus and in adopting innovative approaches. Further, the PS may keep provision of replacing members of the EC also on rotational basis.

c. Meetings: Regularity and Contents

Presently, in a large number of districts, the meetings of the PS as well as of EC are not adequately attended, infrequent and devoid of any well-conceived agenda. Keeping this in view, the present study proposes that the meetings of the EC should be held at least four times in a financial year at a regular interval, preferably at the beginning of each quarter. Similarly, the PS meeting should be held at least twice in a financial year, preferably in the beginning and towards the end of a financial year.

However, it is essential that the meetings should be conducted with a well-defined agenda. For this, the contents of the meeting should be sketched out broadly. In this regard, the present study proposes that the EC meetings should focus on operational issues of the day-to-day functioning of schools such as status of nutrition components, visit of master trainers, vocational training, examining performance of the implementing agencies, etc., while the PS meetings should deliberate on policy and organisational issues such as appointments of teachers, hiring of master trainers, training and capacity building of the staff, teachers and vocational instructors, taking action

against the non-performing implementing agencies, additional resource mobilisation, etc. Importantly, the enforcement of the aforesaid measures, if adopted, should be ensured through the QPRs and APRs. The attendance and the minutes of the meetings should be reflected in the QPRs and APRs submitted by the PS.

10.2.5 Recommendations for the District Project Office

a. Personnel Structure at the District Project Office

(i) Project Director: The present study proposes that a full-time professional project director (PD) should be appointed at the DPO so that s/he should not be constrained for time in dispensing the responsibilities related to NCLP. In order to attain efficiency, the appointment of the PD should be made through a competitive selection process at a minimum monthly salary of Rs. 10,000. This will involve an additional financial implication of Rs. 4,000 per month per district.

(ii) Field Officers: Presently, the monitoring activity in some of the districts is affected because of un-proportionate workload on the field officer(s). This is particularly true in those districts where the number of schools is substantially higher than 40. The existing provision of two field officers per district (on the assumption of average 40 schools per district) may be highly inadequate to visit each and every school on a regular basis in these districts. In view of this, the present study proposes that field officers should be appointed on the basis of number of sanctioned special schools in a district. It would be ideal to sanction one post of field officer per 20 sanctioned special schools.

(iii) Child Tracking Officer: In order to reduce the number of drop-outs and to trace the special school children at the post-mainstreaming stage, it is essential to keep a track on both enrolled and mainstreamed children. This calls for creating a post of child tracking officer at the district project office. However, taking into account the low workload of the existing steno-cum-typist and the possibility of compliance of the job of steno by clerk-cum-accountant, the study proposes that the post of steno-cum-typist at the DPO level should be converted to child tracking officer instead of creating a new post.

(iv) Community Mobiliser: The involvement of the community is essential in many of the NCLP activities especially in awareness generation and monitoring of the functioning of special schools. Presently, the community is playing a negligible role in the overall framework of NCLP in most of the districts. In view of this, apart from institutionalising their representation in the PS, the present study proposes to create a post of community mobiliser in each DPO. The efforts of the community mobiliser may motivate the community members to increase their involvement in the project activities.

(v) Master Trainer: Taking into account the nature and importance of vocational training in the NCLP scheme, the present study proposes that the selection of the existing post of master trainer should be linked to the National Skill Development Authority (NSDA) which aims at imparting vocational education to all children in the age group of 6-14 years. In order to expose the children to a wide variety of trades/skills including local marketable skills, the DPO should form a panel of master trainers pertaining to various

selected trades and they should be hired on contractual and rotational basis to train the vocational instructors. However, to ensure effective training of vocational instructors, the criterion for deciding the number of master trainers to be hired per district at a point of time should be similar to that of the proposed recommendation in the case of field officers. In other words, the present study proposes that one master trainer should be hired for nearly 20 schools. Once the particular master trainer finishes his job of imparting training to 20 vocational instructors, another master trainer having expertise in another trade should be hired in his/her place, and this policy of hiring master trainers on a rotation basis should be a continuous process. A detailed and year-long plan for hiring and replacing the master trainers should be worked out by the DPOs in advance and submitted to SPIU.

(vi) Doctors: In view of the existing problems relating to appointment of doctors and delivery of their services in many districts, the present study proposes to abolish the post of the doctor. Instead, it is proposed to earmark certain amount of the funds in the budget of the PS for an alternative health check-up mechanism in the form of visit of the doctors to schools on a call basis, payment of cost of medicines, hospitalisation charges in case of emergency, etc. The budgetary implications of the alternative health check-up mechanism have been discussed at section 10.2.6 of this chapter.

b. Establishment of Residential Special Schools

In addition to all the existing special schools and irrespective of any plan to increase the number of such schools, every district should have a few residential special schools. The

enrolment in these residential schools should be completed by targeting the children coming from extremely poor families, child labourers engaged in hazardous works of irregular nature and time such as rag-pickers, vendors, etc., migrant child labourers, children released from works by the labour department through its inspection and raids on factories and other workplaces from time to time, etc. Considering the high concentration of migrant children in metro cities (Delhi, Mumbai, Chennai, Kolkata, Hyderabad and Bangalore) and in other major cities (such as Bhubaneswar, Ahmedabad, Patna and other state capitals) the number of residential schools in such cities should be at least five and two, respectively. Although the residential schools should have the capacity of enrolling approximately 50 children, keeping in view the irregularity in the inflow of such children, as mentioned above, the enrolment in these schools may be kept open for the entire year.

c. Selection of Implementing Agencies

Implementing agencies play a key role in the rehabilitation of child labourers under NCLP. In view of the observed weaknesses in the functioning of the implementing agencies, especially NGOs, the present study proposes to set the following criteria for their selection.

- A three-year audit report;
- At least three years' experience in areas such as child rights/labour, education sector and other child related issues;
- Recommendations from the PRIs; and
- A wider presence across the state.

However, in order to give a fair chance to all the interested and eligible entities, an advertisement seeking Expression of Interest

(EoI) should necessarily be published in major local and regional dailies. Importantly, while allocating the number of schools to the selected NGOs, minimum and maximum criteria should be fixed and followed. Moreover, there is a need to broad base the type of implementing agencies by encouraging trade unions, SHGs and women groups, PRIs, employers' associations, and village level institutions to run special schools. Opening the opportunity of running the schools for other stakeholders, as mentioned above, will not only help in selecting good institutions to run the schools but it will also help in replacing some of the non-performing NGOs already engaged for the purpose. Running the schools by the DPOs should be discouraged as it will lead to alienation of many stakeholders from the project.

10.2.6 Recommendations with regard to various Components of NCLP

a. Survey and Identification of Child Labour

In order to address the problem of targeting, the present study proposes to give prime importance to the process relating to the survey and identification of child labour. In this regard, it is essential to pay adequate attention on the following aspects.

(i) Survey Process: The process of survey with regard to design and development of a uniform data capture format (DCF) and field instruction manual, methodology, sampling framework, data entry format and software, etc., should be standardised at the national level. The proposed NPIU should facilitate the aforesaid task by taking help of acclaimed academia and central government officials experienced in this field.

(ii) Training on Survey: All the stakeholders who are expected to be associated with the survey directly or indirectly, such as specialised personnel at SPIU, state government functionaries, project officials, personnel of survey agencies, PRI members, etc., should be provided with survey related training. In this regard, the proposed NPIU should take active initiative in the entire pre-survey work and arrange training of the stakeholders in a reputed agency at the national level.

(iii) Nature and Frequency of Survey: The present study proposes to conduct three different types of child labour surveys in a plan period instead of two surveys as was the case during the 10th plan. The first survey should be a comprehensive base line survey which should be conducted before opening of a special school in case of 11th plan NCLP districts and in the beginning of the plan period in case of existing NCLP districts. This survey should aim at assessing the base line situation; facilitate initial enrolment, periodical assessment and identifying child labourers particularly from pockets of concentration. The second survey should be a mid-plan survey, which should focus on assessment of the changing scenario of child labour in the district especially in the areas/ pockets identified in the base line survey. The third and final survey should be a review survey, to be conducted towards the end of the plan period in order to assess the impact of the project on the child labour situation in the district. Of these three surveys, the base line survey must be comprehensive by collecting both quantitative and qualitative information. Importantly, in the case of new NCLP districts, this survey should be done before creation of the project society.

(iv) Survey Agencies: The surveys should be conducted by reputed national and state level organisations preferably having presence at the state/district level. However, in order to address the issues relating to ownership of the survey outcomes, the identified survey agency should conduct the survey in collaboration with the DPOs/district administration. The agency should also involve or take help from PRIs and other stakeholders at the district level. Importantly, in no circumstances, NGOs involved in running the special schools should be linked to the survey either directly or indirectly.

(v) Maintenance of Data: The disaggregated data of each survey should be computerised and maintained at the district, state and national levels. Such data should also be made available to public, government and non-government agencies.

b. Awareness Generation Programme

In view of the importance of the AGPs and associated shortcomings with regards to its implementation at present, the evaluation study proposes for proactive actions at the following three levels.

(i) At the National Level: At the national level, MoLE should carry out AGPs round the year through mass media campaigns in the form of hoardings, documentary films, national dailies/electronic media, etc. on a regular basis.

(ii) At the State Level: Funds should be earmarked exclusively for AGPs at the state level. Like at the national level, the state government through the proposed SPIU and/or the department of labour, should carry on AGPs round the year on a regular basis. However, taking the participation perspective into account, at the state level,

the AGPs should specifically focus on sensitisation of general public and government officials.

(iii) At the District Level: From the implementation perspective, AGPs at the district level carry much more weight than that of the central and state levels. For this, the present study proposes that a clear-cut strategy encompassing identification of target groups, and means and frequency of conducting AGPs should be chalked out by the DPOs and be submitted to SPIU well in advance. Accordingly, the DPO can follow the programme round the year.

As far as the target group for awareness generation is concerned, apart from the general public, the AGPs at the district level should focus on the specific regions and occupations with high concentration of child labour. In order to make a visible impact, the AGPs should adopt innovative means of communication such as folklore, cable TV, new forms of street-plays, etc. The DPO should involve the government officials, local level institutions, PRIs, community members, parents, teachers, employers, trade unions, etc. in the AGPs. As far as frequency of AGPs is concerned, these must be conducted on a regular basis preferably on a monthly basis. Importantly, the PS should maintain the records of its efforts towards AGPs. Finally, the PS should also submit progress report to the proposed SPIU pertaining to AGPs.

c. Convergence of Services

Convergence of services from different government departments as well as NGOs is of crucial importance for the overall success of the project. The findings of the study clearly suggest that most of the districts have largely failed on the front of ensuring effective convergence of services. The

present study proposes that the efforts towards convergence should be taken at the three levels namely, district, state and central level. However, among the three levels, efforts at the state level should play a crucial role in the effective forging of convergence of services. In fact, at the state level, the Department of Labour, assisted by the proposed SPIU, should act as the nodal department.

At the central level (MoLE), some decisions may be taken regarding the families of child labourers, particularly the families of enrolled children in special schools. First of all, MoLE may co-ordinate with the Ministry of Rural Development (MoRD) to consider all such families as BPL. Further, MoLE should ensure that a government order is issued in this regard with retrospective effect and reach the DPO and district administration office within a fixed time period. Accordingly, MoLE should negotiate with other ministries, particularly the Ministry of Human Resource Development (Department of School Education and Literacy), Ministry of Women and Child Development, Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs, Ministry of Health, etc. MoLE should organise workshops at least twice in a year inviting high level officers from the said Ministries/Departments with an objective of listing out a long-term concrete agenda to follow on a day-to-day basis. Setting up of a high-level advisory committee comprised of personnel and officers from the Ministries/Departments may be warranted in this regard.

At the state level, the proposed SPIU, in consultation with respective state labour departments as well as the PS officials at district levels, should chalk out a year-round

strategy on convergence. Firstly, SPIU should clearly target different developmental programmes of the government which are under- or less utilised for their prime target groups and the surplus resources can be channelised for the welfare of the child labourers and their families. Secondly, it should prepare a district-specific list of activities required for ensuring effective convergence with the departments where the resources are available. Accordingly, SPIU through its parent department i.e. the state labour department, should approach different ministries/departments of state and the central government to issue necessary Government Orders (GOs) in this regard. The GOs should be subsequently passed on to the District Collector and the district project officers for follow-up and implementation. The modus operandi of its implementation should be such that DPOs, SPIU and state labour department should work in-tandem to mobilise resources and services being generated through the other government development programmes. As has been mentioned above, the role of SPIU becomes of crucial importance in this effort.

At the lower level, i.e. at district levels, all the DPOs are not only required to follow the plan of convergence as prepared by SPIU but also need to contribute to the plan by taking variety of efforts at the local levels. Efforts taken for convergence and progress thereof should necessarily be discussed in all EC and PS meetings. Moreover, what is important at the district level is to maintain a proper database of all kinds of convergence efforts and secured convergence, and report back to the SPIU. This data base must be maintained and reported to the SPIU on monthly basis to review the progress.

d. Training/Capacity Building for the Staffs

In order to sensitise and enhance the functional efficiency of the personnel directly and indirectly related to the project, the present study proposes to undertake training and capacity building exercises at the three levels, i.e., national, state and district.

At the national level, the PDs should be provided with at least one week's training at the national level institutes. Resource persons from MoLE should participate in such training programmes in order to make policy issues clear to the PDs. Importantly, such training programmes should be conducted within the first couple of months from the date of initiation of the project so that the PDs can implement the project effectively and in the right direction from the very beginning. Apart from the policy oriented training for PDs, a general sensitisation programme for instructors/teachers, other officials of the NCLP and other stakeholders should be arranged at the national level so that they can be motivated to perform effectively. Further, in order to motivate state government officials and other important stakeholders of NCLP, sensitisation programmes should be conducted at the national level.

At the state level, specialised training programmes should be conducted for the accountants, proposed child tracking officers and for field officers of the NCLP. However, in order to explain specific accounting requirements of the ministry, concerned officials from MoLE should participate in the training programme for accountants as resource persons. Such training programmes

may be conducted at the state-level staff training institutes existing under different state governments.

At the district level, the educational instructors should attend the training programmes on skills for teaching special-school children and on innovative teaching methods, which are organised through the District Institute of Education and Training (DIET) or other professional agencies. However, taking the importance of vocational training into account, the existing provision of the two trainings in a plan period for educational instructors should be extended to the vocational instructors as well.

e. Project Office and School Infrastructure

Keeping infrastructural constraints of the DPO in view, the present study proposes that a one-time provision of Rs 50,000 should be made in the budget for purchase of essential office equipment such as computer, printer, and other accessories. Similarly, at the school level, the provision of rent for the school building with water and electricity should be increased to Rs. 2,000 per month from the present amount of Rs.1,000. However, the actual rental consideration should be verified by the competent authority at the district level. Importantly, while selecting the location for the special schools, adequate attention should be paid to the availability of lighting and ventilation, clean drinking water, separate toilet facility for girls, availability of open space for playground, etc. Moreover, in order to provide sitting arrangements in the schools, Rs. 1,000 should be provided in a plan period for the purchase of Daris/Mats.

f. Enrolment

The enrolment in the special school has been severely affected by poor targeting in terms of both the age and child labour status affecting the overall outcome of the project. The situation can be improved by taking the following measures.

First of all, it is extremely essential to link enrolment with the child labour survey conducted under NCLP. In no case, enrolment should be allowed from any other list prepared by any other agencies. Further, enrolment of every child should be endorsed by some members of the PRI.

In order to avoid the problem of exclusion, the time gap between the survey, sanctioning of schools and enrolment should be minimised.

In order to ensure the fact that the enrolment has been strictly on the basis of the survey, the present study proposes that the special school children should be issued an I-Card containing some details of the related child labour survey.

In case of drop-outs and mainstreaming, replacement (fresh enrolment) should be made from the list prepared through child labour survey.

Enrolment of children should be done on a continuous basis rather than after a fixed tenure of three years as is being done in many districts. The frequency of enrolment and mainstreaming in a year or so should be linked to the performance indicators of the schools.

Finally, in case of insufficient numbers children identified through the child labour survey, or scattered population of identified child labourers in a particular district, the PS

should have the flexibility to open a few schools with some minimum number of children identified in a region. Such a number may be fixed at 30. Accordingly, the budget for the school should be modified by the PS.

g. Nutrition

Although, on an average, schools are regularly providing mid-day-meals to the children, it has been inflicted with problems of quality, quantity and monotony. In addition to this, in some districts, some schools have engaged a contractor to supply cooked food in place of cooking the meals inside the school premises. In view of these, the present study proposes a three-fold recommendation.

Monitoring has to be enhanced to check for quantity, quality and regularity of mid-day-meals. This can be done by ensuring effective participation of PRIs and community members in monitoring school activities. Also, every school must be asked to display the menu for each day.

Budgetary provision under this component should be increased from existing Rs. 5 per child per day to Rs. 10 per child per day. The enhanced budgetary provision is also likely to take care of significant price rise of food items since the last revision of the budget under this head during the 10th Plan.

Effective plan of convergence of services from other departments should be worked out in advance both at the district as well as implementing agency levels. Example of such convergence is an effort to seek help from hospitals and charitable organizations to distribute multi-vitamin/mineral tablets free of cost to the under-nourished students of special schools.

h. Health Check-up Facility

NCLP has a provision for appointing a doctor per 20 schools to take care of health needs of the NCLP school children. The provision was especially introduced during the 10th Plan and with the budgetary support for this, all the special schools were supposed to appoint doctors. Presently, due to varied reasons, PSs across districts are facing difficulties in appointing doctors and ensuring their visits to special schools on a regular basis. In view of this, the present study proposes for alternative health check-up measures to ensure regular health care facilities to special school children, as outlined below.

Abolishing the post of doctors and creation of a health-care fund of Rs. 2 lakh (details given in Appendix Table X.1(c)) at the PS level for providing services relating to the visits of doctors on hiring basis, to bear the cost of medicines, emergency care and other related expenses.

The POs and the implementing agencies both should hire local doctors from time to time for the purpose of visits to special schools. They should also hire lady doctors when required as it helps girl children to share their problems more freely.

Apart from providing health check-up facilities, the special school children should be provided with basic medicines and other affordable emergency healthcare facilities.

All the expenditure incurred on account of visits of doctors and the purchase of medicines and other support services will be borne by the DPOs on actual re-imbursement basis. The reimbursement process should be facilitated by implementing agencies on a monthly basis subject to a maximum reimbursement of Rs. 2,000 per school in a year.

The PSs and the implementing agencies as a part of their efforts towards convergence of services should also try to consult other government doctors from time to time and acquire free medicines available through agencies such as Zilla Swasthya Samiti (ZSS), etc.

i. Payment of Stipends

The problems related to payment of stipends to the enrolled children are of three types. First, the implementing agencies do not open bank/post-office accounts for the children in time. Second, even if accounts are open, the money is not transferred regularly. Third, in some districts, money has been withdrawn before the mainstreaming of child. In view of these, the study proposes the following measures.

Firstly, it is proposed to open stipend accounts for all the special school children with a nationalised bank located nearest to the school. Preferably, the nature of accounts should be a recurring deposit account. The Chairman of the PS should instruct the lead bank of the district in writing to facilitate opening of zero balance account for the students of special schools.

Secondly, the PS should ask the implementing agencies to furnish account numbers of all the children with other related details and the PS should directly transfer stipend money to every child's account on a monthly basis instead of getting it transferred through implementing agencies as is the current practice.

Thirdly, the passbook of the account must be handed over to the parents and the implementing agencies should be instructed to help parents for getting the passbook updated from time to time. However, in case

of the proposed residential school, the passbook may be kept with the school authority.

Fourthly, withdrawal of the deposited stipend amount post-mainstreaming must be subject to verification by the DPO. In particular, implementing agencies should be asked to issue a school leaving certificate to the child after mainstreaming and this certificate should be verified by the DPO for the withdrawal of the deposit.

Finally, in the case of the children who have dropped out from the special schools permanently; the DPOs must work out an arrangement with the bank for withdrawal of their deposits.

j. Curriculum

At present, there is no uniformity in the curriculum followed by the NCLP schools, even within a district. The special schools are following a mix of formal and informal curricula without proper planning and without keeping in mind the ultimate aim of mainstreaming the children. Hence, the present study proposes that the PS should standardize the curriculum for the special schools by following the SSA teaching modules for bridge courses and taking the mainstreaming aspects into account.

However, for imparting vocational training, the DPO has to devise a separate curriculum in consultation with SPIU, NGOs involved in running the special school, vocational training institutes (VTIs), etc. In fact, in this regard, the nature of vocational training in the formal schools should also be taken into consideration as it may facilitate the mainstreaming process. Moreover, the designing of vocational training curriculum should be according to the proposed

mechanism for imparting the vocational skills i.e., a six-month basic training for all and a specialised training for a select group of children who may be mainstreamed to the labour market subsequently.

k. Quality of Education

Since the special schools provide a short-term bridge course, the provision of a quality education is highly important from the mainstreaming perspective. In order to enhance the quality of education in the special schools the present study proposes that all the children admitted to special schools within a particular period i.e., one month or so, should be provided with a six-month basic training. However, since they constitute a heterogeneous category, they should be put into different groups on the basis of their age and mental ability after the proposed six-month basic training. In order to improve their learning abilities, it is essential that an assessment test be conducted in the gap of every six months. In fact, this should also form the basis of mainstreaming. Importantly, the adoption of joyful learning methods will go a long way in improving the quality of education in special schools.

The following steps should be undertaken in order to make the learning joyful in special schools.

- The teachers' training programme should emphasise the adoption of the joyful learning methods for imparting education to special school children.
- The teachers should be encouraged to take the children out for picnics and other forms of recreation.
- The teachers should also be encouraged to give exposure to the

children with the community from time to time.

- Inter-school and inter-district sports curriculum should be encouraged.

I. Vocational Training

Since, the special schools aim to mainstream the children of 9-14 years age group who were earlier working in the hazardous industries, provision of vocational training is highly important. At present, the nature and extent of vocational training provided in the special schools across the districts are grossly inadequate. In view of this, the present study proposes the following corrective measures.

As discussed in the context of the curriculum, a separate curriculum should be developed for imparting vocational training in the special schools.

Taking mainstreaming aspects into account, a six-month basic vocational training should be provided to all the children. Thereafter, some of the grown-up children (i.e. 13 years and above) who cannot complete formal education before the age of 14, must be identified. They should be provided specialised training so that they can be mainstreamed to the labour markets subsequently.

Since master trainer plays an important role in providing vocational training, the proposed criteria for the selection of master trainers on rotational basis, as discussed in the context of personnel structure of the DPO, must be followed.

In order to enhance the teaching abilities, the vocational instructors should be trained twice through the master trainers in a plan period, at the district level, as suggested earlier.

Finally, in order to provide the necessary tools for imparting vocational skills, instead of combined provision of Rs. 10,000 per school for educational and vocational material, an exclusive provision of Rs. 10,000 should be made for vocational materials only. And Rs. 5,000 should be provided for the purchase of educational materials as most of the general educational materials are available through the SSA free of cost. Besides the usual convergence efforts, special efforts should also be made to ensure the availability of these general educational materials in every school.

m. Mainstreaming

Presently, the absence of standard procedure for mainstreaming hinders the nature and extent of mainstreaming in special schools across the districts. In the view of this, the present study proposes that the mainstreaming should be done on the basis of the proposed half-yearly assessment of the children, as discussed earlier in the context of quality of education.

However, the present practice of mainstreaming to Class V universally should be changed and be kept flexible from Class III to V. Importantly, mainstreaming of children to the job market should be avoided as far as possible. Rather, it should be done only in case of some grown-up children aged 13 years and above i.e. for those who cannot complete formal education before the age of 14. In fact, those children must be identified clearly well in advance and sufficient information regarding their mainstreaming to the labour market should be maintained with the school and the project society.

n. Monitoring

Undoubtedly, monitoring is one of the important aspects of the NCLP. Presently, the monitoring of NCLP is done at the national, state and district levels but lacks an integrated approach. In view of this, the present study proposes the strengthening of the monitoring mechanism at various levels.

As far as the national level monitoring is concerned, the task should be assigned entirely to the NPIU. Specifically, monitoring by the NPIU should be made compulsory both at the state and the district levels. In this regard, the present study proposes that the NPIU should undertake the state level visits i.e. to the proposed SPIU and state labour departments twice in a financial year. Similarly, it should also visit at least 50 NCLP districts on an average in a financial year for monitoring purposes.

At the state level, as a part of the integrated approach to the monitoring of NCLP, SPIU should follow up the observations made by the NPIU and it should take the necessary action in the concerned district on a case-to-case basis. However, in addition to the follow-up action, the SPIU should undertake monitoring visits to DPOs and special schools on a random basis by involving the state officials, especially from the labour department.

At the district level, the field officers must visit at least one or two schools on a daily basis. In fact, each school should be visited twice in a month by each field officer. However, such a monitoring may not be possible effectively in the districts, where the number of schools is considerably higher than 40 because, as per the existing provision, there are just two field officers for the entire

district irrespective of the number of schools. Hence, for effective monitoring, the present study proposes that the appointment of field officers should be on the basis of the number of schools, may be one for 20 special schools. Besides the field officers, the PD should also actively participate in the monitoring process. In this regard, the present study proposes that the PD should visit at least 20-25 per cent of the total special schools in a month. In case of unavailability of a vehicle, reimbursement should be made on the basis of the actual expenditure. Importantly, in order to smoothen the process, a portion of the existing recurring budget of the project society (i.e., Rs. 1 lakh out of Rs. 3 lakh) should be kept aside for the aforesaid purpose.

Finally, in order to further strengthen the monitoring mechanism, the present study proposes monitoring at the local level. In this regard, the advisory committee proposed in this study in the context of community participation should be assigned the role of monitoring the day-to-day school activities such as provision of mid-day meals, attendance of students and teachers, vocational training, health check-up facilities, recreation facilities, etc. The committee should meet and report to the PD on a bi-monthly basis.

Further, on the basis of the district and local level monitoring, the performance of the implementing agencies should be reviewed and necessary action should be taken by the project society.

o. Tracking of the NCLP Children

In order to assess the effectiveness of the rehabilitation efforts under the NCLP, it is pertinent to know where the child goes post schooling, or whether s/he drops out and

goes back to the hardship of child labour, or gets re-admission in some other special school. Presently, there is very little reliable information in this regard.

The present study proposes that the occupational movement of every NCLP child beyond the special school should be traced. For this, there should be a designated staff at the DPO (already discussed in above paragraphs), whose primary responsibility will be tracking the children enrolled in the special school and maintaining the database on a regular basis. The said child tracking officer at the district level should maintain close co-ordination with the clerk-cum-accountant of each school for this purpose. In order to fulfil their responsibility, they should take the help of the field officer/s, teachers, community members, children, parents, etc. In fact, on the basis of the tracking, besides other things, they should prepare a list of dropped-out students. And the implementing agencies should locate the dropped-out students and make every possible effort to bring them back to the special schools, failing which they should be declared as permanently dropped-out and fresh enrolment should be done against their seats. The list of permanently dropped-out students should be prepared and shared with the project society so that the stipend amounts deposited in their bank account can be recovered and utilised for the others.

p. Community Participation

The participation of the community is highly important for the NCLP because it generates awareness through spreading of information and persuading the parents and the employers, besides monitoring of the project activity, especially at the school level. At present, the participation of community

members such as teachers, parents, PRIs, local leaders, RWAs, NGOs, youth organizations, SHGs, Gramsabhas, Women Organisations, etc. in various spheres of project activity are quite insignificant. The present study proposes the following measures to enhance their participation in the project activity.

Firstly, as mentioned earlier in the context of participation in the PS, the community members should have adequate representations in the PSs and in ECs. In this regard, the proposed reservation criterion should be followed.

Secondly, in each Village, Panchayat, Ward or Block, where the special school is located, the implementing agencies should constitute an advisory committee comprising the members from the local community mentioned above with due representation of women. Such a committee should be headed by a PRI member and further, should be involved in monitoring of the functioning of the special school. The PS should work out the modus operandi to take cognisance of its views and suggestions.

Thirdly, besides constituting such committees at the local level, DPOs and implementing agencies should also be involved in organising programmes of sensitisation for the members of the committee.

Fourthly, the project should have a designated staff member, namely, the community mobiliser, for mobilising the community's participation in various arenas of the project activity. In fact, the community mobiliser at the district level should, with the help of special school teachers, play an active role in identifying, motivating and finally

involving the community members in the project activities.

Finally, the PS should make every effort to involve the community people in its awareness generation campaign.

q. Enforcement of Labour Laws

As far as the enforcement of laws pertaining to the prohibition of employment of child labourers is concerned, though there has been an improvement in the efforts with regard to inspection, such efforts have not been significantly translated in terms of prosecution and finally conviction. In view of this, the present study proposes that the gap between the conduct of raids, filing of cases and reaching a logical end should be minimised. Further, the children identified in the raids should be immediately admitted either to usual special schools or to the proposed residential schools.

10.3 Revision of the Budgetary Provisions

Taking the proposed modifications in staff structure at various levels and in some of the existing components of the project into account, the present study proposes for a revision in the existing budgetary provisions.

10.3.1 Remuneration/Honorarium

The existing level of remuneration/honorarium for the personnel involved at every level was fixed at the beginning of the 10th Plan. Since there is no provision of compensation for dearness allowance in the remuneration/honorarium at any level, the same can be revised upwardly at every level. The present study proposes that there should

be an across-the-board 50 per cent increase in the honorarium. However, in order to address the problem of some of the existing anomalies, the study proposes for a different structure of honorarium for the PDs, accountants and teachers (both educational as well as vocational instructors) in the following pattern.

In view of the proposed full time PD to be recruited through a competitive selection process, the honorarium should be fixed at Rs. 10,000 per month.

Realising the major responsibility of maintaining the finance and accounts, the honorarium for the clerk-cum-accountants should be increased to Rs. 4,000 per month.

The remuneration of school teachers (both educational as well as vocational) should be fixed at Rs. 3,000 per month.

Total additional financial implications for the five years comes to Rs. 37.13 crore (see Appendix Table X.3) and Rs. 336 crore (see Appendix Table X.4) approximately, for the all the DPOs and schools respectively.

10.3.2 Component-wise Budget Revision

a. Child Labour Survey

Since the present study proposes for three surveys of differential nature; the budgetary provision for child labour survey should be modified. For this, the present study proposes that the amount of Rs. 4 lakh for the base line survey and Rs. 2 lakh for each of the other two surveys should be provided instead of the existing provision of Rs. 2.75 lakh flat for two surveys. This will involve an additional budget of Rs. 2.5 lakh per district in a plan period.

Total additional financial implications for the five years for all the NCLP districts come to an amount of Rs 6.25 crore, approximately.

b. Teachers' Training

Since, at present, the funds earmarked for the teachers' training remain unutilised and national and state level institutions provide training to the teachers at the district levels at their own expenses; the present study proposes to slash the existing provision of Rs. 1,500 to Rs. 500 per teacher per training. The revised budget of Rs. 500 per teacher per school should be exclusively utilised to meet the TA/DA/incidental charges for the teachers attending such trainings. However, this does not reduce the overall budget allocated for teachers' training considerably as the study recommends considering vocational instructors also for two trainings in the five years.

Total additional (reduction) financial implications for the five years for all the NCLP districts stand at Rs. 3 crore, approximately (i.e. there will be a reduction to the extent of Rs. 1 lakh 20 thousand per district, see Appendix Table X.5(A)).

c. Health Check-up Facility

As per the proposal for creation of health check-up funds by abolishing the post of doctors at the district levels, the budgetary provision of Rs. 5,000 towards the salary of the doctors at district levels should be replaced with a health check-up fund of Rs. 2 lakh per annum per district. Out of this, Rs. 80,000 should be earmarked for the purchase of medicines and other support while Rs. 120,000 should be earmarked for the reimbursement to the doctors visiting schools (Appendix Table X. 5 (A)).

d. Nutrition

In order to meet the quality and nutritional requirements, the existing provision for the mid-day meal should be increased from Rs. 5 to Rs. 10 per day per child. The additional financial implication of the proposed hike works out to be Rs. 78000 for one school and Rs. 78 crore per annum for all the existing schools put together (Appendix Table X. 6 (A) & (B)).

e. Educational and Vocational Materials

In order to strengthen the vocational trainings in special schools, Rs. 10,000 should be provided to each school exclusively for the purchase of vocational training materials. In addition to this, Rs. 5,000 should be provided to the purchase of educational materials.

Total additional financial implications for the five years for all the existing NCLP schools stand at Rs. 25 crore (Appendix Table X.4).

f. School Infrastructure

Budgetary provision for the rent (inclusive of water and electricity) of the school building should be revised from the existing Rs. 1,000 to Rs. 2,000 at the maximum. However, the actual rent paid should be certified by the competent authority.

Total additional financial implications for the five years for all the existing NCLP schools stand at Rs. 60 crore, approximately (Appendix Table X.4).

g. Contingencies

Taking the price rise into account, the provision of contingency for each special school should be raised to Rs. 5,000 from the existing Rs. 4,000.

Total additional financial implications for the five years for all the existing NCLP schools stand at Rs. 5 crore, approximately (Appendix Table X.4).

10.3.3 Budgetary Provisions for New Proposals

Besides the revision of the existing budget on different components as mentioned above, some of the new proposals recommended in this study involve financial implications. These are mentioned as follows:

a. At the Central Level

In view of the proposed NPIU, at the central level, a budgetary provision of Rs. 1 crore 66 lakh, approximately should be made for the Plan period of five years to meet the expenditure on the honorarium of the staff, office expenses, expenses on child labour survey, travel expenses, and time-to-time monitoring expenses. The details of this are provided in the Appendix Table X. 1. (A).

b. At the State Level

Similarly, for establishing SPIU in each state headquarters, the study proposes a budgetary provision of Rs. 81 lakh 78 thousand, approximately per state for the Plan period of five years. As in case of NPIU, the expenditure will be incurred on account of payment of honorarium of the staff, office expenses, expenses on awareness generation and time-to-time monitoring expenses (See Appendix Tables X. 1. (B) and X. 2).

Total additional financial implications for the five years for all the states stand at Rs. 16.36 crore, approximately.

c. At the District Level

(a) The proposed residential schools in the big cities and districts/state headquarters

involve a financial implication of Rs. 135.51 crore, approximately in a period of five years (Appendix Table X.2). The financial implications for establishing one such school are worked out at Rs. 44 lakh for the five years. The details of this are provided in the Appendix Tables X. 1. (C) and X. 2.

(b) In view of the proposal for providing two trainings in a plan period for the vocational instructors at the special schools, Rs. 500 should be provided per person per training to meet the TA/DA/Incidental expenses.

Total additional financial implications for five years for all the districts stand at Rs.1 crore, approximately (Rs. 40,000 per district and there are 250 districts in which the NCLP is in operation at present (see Appendix Table X. 5(A)).


(c) In view of the proposed post for a community mobiliser, a provision of Rs 1 lakh 80 thousand should be made in a plan period for the payment of honorarium at the rate of Rs. 3,000 per month.

(d) Taking the problems of sitting arrangements in the special schools into account, Rs. 1,000 should be provided for the purchase of two Mats/Daris in a plan period.

Total additional financial implications for the five years for all the schools stand at Rs. 1 crore.

10.4 Expansion vs. Contraction of Project

Last but not the least, it is extremely important at the level of MoLE to come up with a well- planned strategy for any plan related to expansion of the number of districts for the location of the project. As has been mentioned in the beginning of the



recommendations section, any expansion plan must be backed by rigorous data analysis from the secondary sources followed by a consultative process at the district levels. Further, the final selection of the districts to launch the project must be done only after sufficient indication of the concentration of child labourers in the district, particularly in the hazardous sector. Any haphazard plan of expansion in this regard is bound to lead to a situation beyond control as the selected district may not be viable option for launching the project.


Here, it is important to mention that almost all the secondary sources indicate a secular decline in both incidence and number of child labour over the years. However, states such as Uttar Pradesh reflect an increasing trend in the same. However, much evidence is not available at the district levels, particularly on the children engaged in the hazardous sector. The MoLE should take immediate action to analyse the available data sources before going for any expansion plan of the project.

Along with the expansion plan, the MoLE should also work out a proper contraction

plan i.e. a plan related to withdraw/contract the project in some districts. The findings of the present study clearly suggest that the impact of the programme in some of the districts has been significant in terms of reduction in the number of child labourers. However, since the task of assessing the total magnitude of child labour and any increase or decrease therein in a district, go beyond the scope of the present study, a separate study should be commissioned by the MoLE specifically to look into these aspects. Such a study should have a wider perspective for providing suggestions on issues such as changing scenario of trends, magnitude, pattern and correlates of child labour in a district. Now, it is imperative that the MoLE should review the situation afresh and work out how many such districts are there, where the project can be withdrawn or contracted. Such an effort will not only help in saving a large amount of national resources but also in focusing the entire efforts in the districts of high prevalence of child labour and subsequently, in making a particular district free from child labour.

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Abbreviations and Acronyms

Abbreviation/Acronym	Full Form
ABL	Accomplishment Based Learning
AGP	Awareness Generation Programme
APR	Annual Progress Report
ASHA	Association for Social and Humanitarian Action
AVN	Alpsankhyak Vit Vikas Nigam
B.Ed	Bachelor of Education
BDO	Block Development Officer
BPL	Below Poverty Line
BSY	Balika Samridhi Yojana
CABCL	Central Advisory Board on Child Labour
CBWE	Central Board for Workers Education
CCEA	Cabinet Committee on Economic Affairs
CDMO	Chief District Medical Officers
CDPO	Child Development Project Officer
CHC	Community Health Centre
CLD	Child Labour Division
CLP&R	Child Labour Prohibition and Regulation Act
CMC	Central Monitoring Committee
CMO	Chief Medical Officer
CSR	Corporate Social Responsibility
DC	District Collector
DCF	Data Capturing Format
DDC	Deputy Development Commissioner
DIET	District Institute of Education and Training

DM	District Magistrate
DPEP	District Primary Education Programme
DPO	District Project Office
DRDA	District Rural Development Authority
EC	Executive Committee
EoI	Expressions of Interest
ESI	Employees State Insurance
FGD	Focus Group Discussion
GIA	Grants-In-Aid
GoI	Government of India
GOs	Government Orders
HKMP	Hind Kisan Mazdoor Panchayat
HRD	Human Resource Development
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Service
ILO	International Labour Organization
INDUS	India-US Child Labour Project
IPEC	International Project on Elimination of Child Labour
IT	Information Technology
ITIs	Industrial Training Institutes
JBY	Janashree Bima Yojana
JRY	Jawahar Rozgar Yojana
LET&F	Department of Labour, Employment, Training and Factories
LFS	Labour Force Survey
M. Ed	Masters of Education
MDM	Mid-Day Meal
MoHRD	Ministry of Human Resource Development
MHU	Mobile Health Unit
MIS	Management of Information Systems
MITCON	Maharashtra Industrial and Technical Consultancy
MLA	Member of Legislative Assembly
MoLE	Ministry of Labour and Employment
MoRD	Ministry of Rural Development
MoU	Memorandum of Understanding
MP	Member of Parliament
NAC	Notified Area Council

NAECL	National Authority for the Elimination of Child Labour
NCCDS	Nabakrushna Choudhury Centre for Development Studies
NCLP	National Child Labour Project
NCO	National Classifications of Occupations
NGO	Non-Governmental Organization
NIC	National Industrial Classification
NIRMAN	Nehru Indira Rajiv Memorial Association for Needy
NPIU	National Programme Implementation Unit
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
NSDA	National Skill Development Authority
NSS	National Sample Survey
NSSO	National Sample Survey Organization
NYK	Nehru Yuva Kendra
OBC	Other Backward Class
PCC	Project Coordination Committee
PD	Project Director
PHC	Primary Health Centre
PRI	Panchayati Raj Institutions
PS	Project Society
QPR	Quarterly Progress Report
RD	Rural Development
SAECL	State Authority on Eradication of Child Labour
SAP	State Action Plan
SC	Scheduled Caste
SCERT	State Council for Education and Research Training
SDM	Sub Divisional Magistrate
SHG	Self Help Group
SJSY	Swarna Jayanti Gram Swarojgar Yojana
SLI	State Labour Institute
SLMC	State Level Monitoring Committee
SPIU	State Programme Implementation Unit
SPSC	State Project Steering Committee
SRA	Society Registration Act
SRC	State Resource Cells
SRY	Sunishcit Rozgar Yojana
SSA	Sarva Siksha Abhiyan

ST	Scheduled Tribe
StC	Steering Committee
SUNITA	Social Uneducated Necessary Ideal Teaching Association
ToR	Terms of Reference
UDC	Upper Division Clerk
UK	United Kingdom
UN	United Nations
UNICEF	United Nations Children's Fund
UP	Uttar Pradesh
UPS	Usual Principal Activity Status
UPSS	Usual Principal and Subsidiary Activity Status Approach
USS	Usual Subsidiary Activity Status
VRS	Voluntary Retirement Scheme
VSS	Venus Vikas Sansthan
VTIs	Vocational Training Institutes
WGNLI	V.V. Giri National Labour Institute
WPR	Work-force Participation Rate

Appendix

Table I.1 List of Independent/Autonomous Institutions engaged for Conducting Evaluation

Sl. No.	Name and Contact details of the Institutions
1	Development & Research Services (DRS) A-1/19, Safdarjung Enclave, New Delhi Tel: 6177241, 6177413, 6161061, 6100245, 6161061(Off.) Fax: 91-11-6172045 Email: drsdelhi@nde.vsnl.net.in, info@drsindia.org
2	Centre for Media Studies (CMS) Research House, Community Centre, Saket, New Delhi Tel: 011-26864020 Fax: 26968282; Website: www.cmsindia.org
3	Institute for Social Development and Research (ISDR) 312-Nilgiri Apartments, Alaknanda, New Delhi – 110019 Tel: 011-65262164; Email: isdr.india@gmail.com
4	Institute for Development Alternatives (IDA) M-7C, M.I.G Flats, Lattice Bridge Road Thiruvanmiyur, Chennai-600041, Tamil Nadu Tel: 044-24511520 Fax: 044-4480548; Email: ida@md3.vsnl.net.in
5	Ambekar Institute for Labour Studies (AILS) Mazdoor Manzil, G.D. Ambedkar Road Parel, Mumbai – 12 Maharashtra; Tel: 022-24146861 (Telefax)
6	Centre for Operations Research and Training (CORT) 402, Woodland Apartment, Race Course, Vadodara – 390 007, Gujarat Tel: 0265-2341253, 2336875, 2343953 Fax: 0265-2342941, 2394847, Email: cort10@satyam.net.in
7	Institute of Development Studies Kolkata (IDSK) 1, Reformatory Street, Calcutta University Alipore Campus, 5th Floor, Kolkata – 700027 West Bengal, Tel: 033-2448 8178

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Sl. No.	Name and Contact details of the Institutions
8	Nabakrushna Choudhury Centre for Development Studies (NKCCDS) Plot No. A, Chandrasekharpur, Bhubneshwar – 751013 , Orissa Tel: 0674-2300471, 2301094; Email: ncds_bbsr@dataone.in
9	National Institute for Rural Development (NIRD) Rajendra Nagar, Hyderabad – 500030 Andhra Pradesh Tel: 91-40-24008448/472/473/466/526, 24008464 Fax: 4016500, 4015277; Email: anil@nird.gov.in
10	Indian Institute of Health Management Research (IIHMR) 1, Prabhu Dayal Marg Sanganer Airport, Jaipur, Rajasthan Tel: 0141-2791431-34 Fax: 0141-2792138; Email: iihmr@iihmr.org
11	Institute for Social & Economic Change (ISEC) Nagarbhavi (PO), Bangalore – 560072, Karnataka Tel: 080-23215519, 23215468 Fax: 91-80-23217008; Web: www.isec.ac.in

Table III.1: Model Composition of the PS

S.No.	Name of the Authority	Status
1	District Collector	Chairman
2	Addl. Collector(Dev.)/Project Director, DRDA / DUDA / Secretary / Member	Member Secretary
3	Distt. Elementary Education Officer	Member
4	Distt. Education Officer	Member
5	Chief Medical Officer	Member
6	Asstt. Labour Commissioner / Distt. Labour Officer	Member
7	Distt. Social Welfare / Tribal Devl. Officer	Member
8	Distt. Adult Education Officer	Member
9	CEO, Zilla Parishad	Member
10	Distt. Revenue Officer	Member
11	Inspector of Factories	Member
12	Officer-in-Charge, Distt. Industries Centre	Member
13	Distt. Project Nutrition Officer	Member
14	Distt. Public Relation Officer	Member
15	Representative of Distt. Lead Bank	Member
16	Representative of Postal Department	Member
17	Member of Parliament	Member
18	MLA / MLC	Member
19	Representative(s) of Trade Unions	Member
20	Representative of Panchyati Raj Insstitutions / Local Bodies	Member
21	Representative(s) of NGOs	Member
22	Project Director, NCLP	Member
23	Representative of Employer / Business Community	Member
24	Representative of Parents of Children	Member

Table III.2: Total Number of Members, Percentage of Members with Government Affiliation and Percentage of Female Members

Districts	Total Members	% of Members with Government Affiliation	% of Female Members
Anantapur	16	51.61	12.50
Krishna	15	86.67	20.00
Karim Nagar	9	55.56	11.11
Nellor	18	88.89	11.11
Ranga Reddy	18	88.89	16.67
Vizinagaram	9	66.67	11.11
Visakhapatnam	11	81.82	9.09
Nagaon	26	92.31	11.54
Araria	68	23.53	0.00
Jamui	19	73.68	0.00
Katihar	16	62.50	13.33
Nalanda	20	80.00	5.00
Purnia	29	93.10	0.00
Darbhanga	19	84.21	0.00
Raipur	17	70.59	35.29
Rajnandgaon	16	75.00	0.00
Sarguja	15	86.67	6.67
Dumka	10	90.00	0.00
Hazaribag	9	88.89	11.11
Pakur	13	100.00	7.69
West Singhbhum	25	68.00	8.00
Banglore Rural	21	76.19	14.29
Kolar	17	100.00	5.88
Bagalkot	20	95.00	0.00
Banglore Urban	18	88.89	0.00
Raichur	17	76.47	0.00
Rewa	13	69.23	15.38
Gwalior	21	66.67	14.29
Khargone	16	87.50	6.25
Mandasur	28	57.14	3.57
Sidhi	9	66.67	0.00
Ujjain	10	100.00	0.00
Beed	23	86.96	0.00
Nanded	15	86.67	6.67

(Contd...)

(Contd...)

Districts	Total Members	% of Members with Government Affiliation	% of Female Members
Solapur	18	77.78	11.11
Thane	13	76.92	0.00
Bargarh	30	68.29	6.67
Cuttack	16	87.50	12.50
Ganjam	7	85.71	14.29
Koraput	15	86.67	6.67
Mayurbhanj	15	86.67	6.67
Nuapara	17	58.82	17.65
Ludhiana	6	33.33	0.00
Ganga Nagar	13	76.92	0.00
Ajmer	15	53.33	20.00
Alwar	11	45.45	18.18
Barmer	17	100.00	5.88
Bhilwara	11	100.00	9.09
Tonk	14	92.86	7.14
Tirunelveli	19	89.47	5.26
Salem	15	86.67	13.33
Dharmapuri	9	100.00	11.11
Chennai	8	0.00	50.00
Lucknow	14	92.86	7.14
Mirzapur	10	70.00	10.00
Banda	11	81.82	0.00
Fatehpur	17	88.24	11.76
Ghaziabad	24	66.67	8.33
Hardoi	15	86.67	6.67
Mathura	9	72.22	11.11
Saharanpur	20	95.00	10.00
Sitapur	19	73.68	0.00
Sonbhadra	15	77.78	6.67
Varanasi	14	78.57	14.29
Kolkata	9	88.89	11.11
North Dinajpur	7	85.71	0.00
South 24 Pargana	13	92.31	30.77
South Dinajpur	9	33.33	11.11
Maldah	15	87.50	20.00
Panchmahals	17	94.12	0.00
Total	1102	78.62	8.35

Table IV.1: Percentage Distribution of Total Expenditure during the 10th Plan in different Districts

Districts	Special Schools	Project Office	Teachers Training	Awareness Generation	Survey	Others
Anantapur	92.93	7.07	0.00	0.00	0.00	0.00
Krishna	94.92	3.57	0.29	0.57	0.66	0.00
Karim Nagar	85.77	13.43	0.00	0.80	0.00	0.00
Nelloor	93.97	5.71	0.00	0.33	0.00	0.00
Ranga Reddy	98.05	1.67	0.00	0.09	0.20	0.00
Vizianagaram	92.52	7.47	0.00	0.00	0.01	0.00
Visakhaptnam	80.27	19.72	0.00	0.00	0.02	0.00
Nagaon	93.05	3.48	1.24	1.05	1.19	0.00
Araria	0.00	100.00	0.00	0.00	0.00	0.00
Jamui	92.49	6.18	0.00	0.00	0.31	1.02
Katihar	95.41	2.29	0.00	0.00	2.29	0.00
Nalanda	97.03	2.58	0.00	0.32	0.08	0.00
Purnia	95.12	2.44	0.90	1.07	0.03	0.43
Darbhanga	80.24	9.88	0.00	0.00	9.88	0.00
Raipur	97.46	1.84	0.00	0.00	0.71	0.00
Rajnandgaon	83.44	8.25	0.00	0.00	0.00	8.31
Sarguja	87.80	7.89	0.53	1.05	1.20	1.53
Dumka	95.50	2.25	0.19	0.39	0.30	1.37
Hazaribag	90.40	7.12	0.00	0.00	2.48	0.00
Pakur	94.95	5.05	0.00	0.00	0.00	0.00
West Singhbhum	95.83	4.10	0.00	0.00	0.06	0.00
Bangalore Rural	89.78	9.09	0.26	0.46	0.42	0.00
Kolar	89.35	8.88	0.00	1.43	0.34	0.00
Bagalkot	95.26	4.74	0.00	0.00	0.00	0.00
Bangalore Urban	92.42	7.58	0.00	0.00	0.00	0.00
Raichur	78.52	20.36	0.00	0.85	0.07	0.21
Rewa	83.60	6.53	0.90	2.16	3.07	3.75
Gwalior	95.56	4.05	0.25	0.14	0.00	0.00
Khargone	92.42	4.39	0.00	3.18	0.00	0.00
Mandasur	93.64	3.18	0.00	1.14	2.04	0.00
Sidhi	79.54	11.19	0.00	0.89	7.48	0.90
Ujjain	100.00	0.00	0.00	0.00	0.00	0.00
Beed	91.89	7.39	0.68	0.05	0.00	0.00
Nanded	91.37	6.97	0.00	1.66	0.00	0.00
Solapur	89.89	5.73	0.48	1.29	1.35	1.26

(Contd...)

(Contd...)

Districts	Special Schools	Project Office	Teachers Training	Awareness Generation	Survey	Others
Thane	93.00	3.50	0.00	1.07	1.42	1.01
Bargarh	84.53	10.84	0.00	2.07	2.40	0.16
Cuttak	94.73	4.64	0.23	0.20	0.05	0.14
Ganjam	93.25	5.75	0.00	0.30	0.70	0.00
Koraput	88.80	9.40	0.00	0.46	1.33	0.00
Mayurbhanj	93.87	4.75	0.00	0.62	0.68	0.08
Nuapara	87.41	10.52	0.00	0.67	1.40	0.00
Ludhiana	90.38	4.75	0.40	0.33	0.00	4.14
Ganganagar	93.76	4.26	0.00	0.21	1.77	0.00
Ajmer	88.37	9.41	0.00	1.17	0.99	0.06
Alwar	92.40	7.54	0.00	0.00	0.06	0.00
Barmer	72.36	20.93	0.00	0.27	6.45	0.00
Bhilwara	82.24	12.13	0.00	0.29	4.36	0.99
Tonk	91.50	7.23	0.00	0.13	0.97	0.17
Tirunelveli	93.22	4.87	0.42	0.97	0.00	0.52
Salem	92.54	5.81	0.18	1.46	0.00	0.00
Dharmapuri	92.65	6.23	0.15	0.97	0.00	0.00
Chennai	80.35	13.80	1.88	3.51	0.47	0.00
Lucknow	96.64	1.68	0.00	0.15	1.53	0.00
Mirzapur	87.97	10.73	0.00	0.86	0.44	0.00
Banda	62.56	18.72	0.00	1.87	10.85	6.00
Fatehpur	79.75	10.12	0.00	3.19	6.94	0.00
Ghaziabad	95.67	2.92	0.00	0.09	1.32	0.00
Hardoi	91.85	4.07	0.00	0.00	4.07	0.00
Mathura	92.46	6.35	0.00	0.16	1.02	0.00
Saharanpur	95.84	4.16	0.00	0.00	0.00	0.00
Sitapur	93.57	4.75	0.00	0.00	1.68	0.00
Sonbhadra	90.57	7.68	0.00	0.62	1.13	0.00
Varanasi	94.82	4.18	0.00	0.90	0.10	0.00
Kolkata	95.33	4.21	0.00	0.46	0.00	0.00
North Dinajpur	97.16	1.42	0.00	0.09	1.33	0.00
South 24 Pargana	95.08	3.65	0.45	0.57	0.24	0.00
South Dinajpur	94.89	4.15	0.00	0.95	0.00	0.00
Maldah	82.95	15.27	0.00	1.78	0.00	0.00
Panchmahal	48.95	32.94	0.00	0.00	18.12	0.00

Table V.1a: Child Labour Data collected and maintained by Different Project Offices

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Anantapur	5-8	Survey not conducted					
	9-14						
	5-14						
Krishna	5-8	0	0	0	0	0	0
	9-14	11385	11850	23235	6477	7496	13973
	5-14	11385	11850	23235	6477	7496	13973
Karim Nagar	5-8	0	0	0	0	0	0
	9-14	0	0	3304	0	0	2200
	5-14	0	0	3304	0	0	2200
Nellore	5-8	0	0	0	0	0	0
	9-14	0	0	7366	0	0	33785
	5-14	0	0	7366	0	0	33785
Ranga Reddy	5-8	0	0	0	0	0	0
	9-14	637	1045	1682	1050	2431	3481
	5-14	637	1045	1682	1050	2431	3481
Vizianagram	5-8	0	0	0	0	0	0
	9-14	22112	20396	42508	15159	14391	29550
	5-14	22112	20396	42508	15159	14391	29550
Visakhapatnam	5-8	348	201	549	0	0	0
	9-14	1851	1711	3562	0	0	3962
	5-14	2199	1912	4111	0	0	3962
Nagaon	5-8	0	0	0	0	0	0
	9-14	0	0	3337	0	0	1447
	5-14	0	0	3337	0	0	1447
Araria	5-8	0	0	0	0	0	0
	9-14	0	0	4490	0	0	1937
	5-14	0	0	4490	0	0	1937
Jamui	5-8	2019	3462	5481	1043	2955	3998
	9-14	3007	5215	8282	2041	3958	5999
	5-14	5026	8677	13763	3084	6913	9997
Katihar	5-8	0	0	0	0	0	0
	9-14	0	0	5000	0	0	26680
	5-14	0	0	5000	0	0	26680
Nalanda	5-8	0	16020	16020	0	0	0
	9-14	0	0	0	0	0	0
	5-14	0	16020	16020	0	0	0

Table V.1b: Child Labour Data collected and maintained by Different Project Offices (contd.)

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Purnia	5-8	0	0	0	0	0	0
	9-14	0	0	1374	0	0	1561
	5-14	0	0	1374	0	0	1561
Darbhanga	5-8	0	0	0	0	0	0
	9-14	2690	177	2867	528	105	633
	5-14	2690	177	2867	528	105	633
Raipur	5-8	0	0	0	0	0	0
	9-14	0	0	6895	0	0	6915
	5-14	0	0	6895	0	0	6915
Rajnandgaon	5-8	0	0	0	0	0	0
	9-14	102	217	319	0	0	294
	5-14	102	217	319	0	0	294
Sarguja	5-8	0	0	0	0	0	0
	9-14	0	0	0	1250	672	1922
	5-14	0	0	0	1250	672	1922
Dumka	5-8	0	0	0	0	0	0
	9-14	609	301	910	0	0	2213
	5-14	609	301	910	0	0	2213
Hazaribag	5-8	129	81	210	858	598	1456
	9-14	993	354	1347	4026	1499	5525
	5-14	1122	435	1557	4884	2097	6981
Pakur	5-8	0	0	0	0	0	0
	9-14	1315	1403	2718	0	0	0
	5-14	1315	1403	2718	0	0	0
West Singhbhum	5-8	0	0	0	0	0	0
	9-14	0	0	3672	0	0	16388
	5-14	0	0	3672	0	0	16388
Bangalore Rural	5-8	Survey not conducted					
	9-14						
	5-14						
Kolar	5-8	Survey not conducted					
	9-14						
	5-14						
Bagalkot	5-8	Survey not conducted					
	9-14						
	5-14						

Table V.1c: Child Labour Data collected and maintained by Different Project Offices (contd.)

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Bangalore Urban	5-8	Survey not conducted					
	9-14						
	5-14						
Raichur	5-8	Survey not conducted					
	9-14						
	5-14						
Rewa	5-8	0	0	0	0	0	0
	9-14	0	0	0	0	0	3116
	5-14	0	0	0	0	0	3116
Gwalior	5-8	0	0	0	0	0	0
	9-14	0	0	787	0	0	0
	5-14	0	0	787	0	0	0
Khargone	5-8	0	0	0	0	0	0
	9-14	111	60	171	1040	895	1935
	5-14	111	60	171	1040	895	1935
Mandsaur	5-8	268	224	492	0	0	0
	9-14	0	0	0	318	265	583
	5-14	268	224	492	318	265	583
Sidhi	5-8	0	0	0	0	0	0
	9-14	0	0	0	0	0	2484
	5-14	0	0	0	0	0	2484
Ujjain	5-8	0	0	0	0	0	0
	9-14	0	0	0	2810	2675	5485
	5-14	0	0	0	2810	2675	5485
Beed	5-8	0	0	0	0	0	0
	9-14	0	0	1430	0	0	1405
	5-14	0	0	1430	0	0	1405
Nanded	5-8	0	0	0	0	0	0
	9-14	808	547	1355	0	0	38829
	5-14	808	547	1355	0	0	38829
Solapur	5-8	0	0	0	0	0	0
	9-14	1354	1848	3202	1259	1843	3102
	5-14	1354	1848	3202	1259	1843	3102
Thane	5-8	61	51	112	31	18	49
	9-14	553	142	695	490	155	645
	5-14	614	193	808	31	173	49

Table V.1d: Child Labour Data collected and maintained by Different Project Offices (contd.)

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Bargarh	5-8	0	0	0	0	0	0
	9-14	0	0	2861	0	0	15564
	5-14	0	0	2861	0	0	15564
Cuttack	5-8	0	0	0	0	0	0
	9-14	0	0	3203	0	0	6280
	5-14	0	0	3203	0	0	6280
Ganjam	5-8	0	0	0	0	0	0
	9-14	0	0	14356	0	0	42385
	5-14	0	0	14356	0	0	42385
Koraput	5-8	0	0	0	0	0	0
	9-14	0	0	2405	0	0	29386
	5-14	0	0	2405	0	0	29386
Mayurbhanj	5-8	0	0	0	0	0	0
	9-14	0	0	4584	0	0	28170
	5-14	0	0	4584	0	0	28170
Nuapara	5-8	0	0	0	0	0	0
	9-14	0	0	2834	0	0	13796
	5-14	0	0	2834	0	0	13796
Ludhiana	5-8	0	0	0	0	0	0
	9-14	0	0	0	545	1270	1815
	5-14	0	0	0	545	1270	1815
Ganga Nagar	5-8	0	0	0	0	0	0
	9-14	1482	1018	2500	0	0	574
	5-14	1482	1018	2500	0	0	574
Ajmer	5-8	0	0	0	0	0	0
	9-14	0	0	6898	1	1	313
	5-14	0	0	6898	1	1	313
Alwar	5-8	0	0	0	0	0	0
	9-14	29	48	77	0	0	0
	5-14	29	48	77	0	0	0
Barmer	5-8	0	0	0	0	0	0
	9-14	0	0	2571	0	0	479
	5-14	0	0	2571	0	0	479
Bhilwara	5-8	0	0	0	0	0	0
	9-14	0	0	3377	0	0	330
	5-14	0	0	3377	0	0	330
Tonk	5-8	0	0	0	0	0	0
	9-14	0	0	2204	0	0	0
	5-14	0	0	2204	0	0	0

Table V.1e: Child Labour Data collected and maintained by Different Project Offices (contd.)

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Tirunelveli	5-8	Survey not conducted					
	9-14						
	5-14						
Salem	5-8	Survey not conducted					
	9-14						
	5-14						
Dharmapuri	5-8	0	0	0	0	0	0
	9-14	1390	483	1873	0	0	60372
	5-14	1390	483	1873	0	0	60372
Chennai	5-8	0	0	0	0	0	0
	9-14	0	0	819	0	0	189
	5-14	0	0	819	0	0	189
Lucknow	5-8	840	296	1136	0	0	0
	9-14	2014	327	2341	0	0	0
	5-14	2854	623	3477	0	0	0
Mirzapur	5-8	536	536	1072	655	609	1264
	9-14	1718	1573	3291	1047	962	2009
	5-14	2254	2109	4363	1702	1571	3273
Banda	5-8	594	354	948	872	421	1293
	9-14	1646	425	2071	2527	744	3271
	5-14	2240	779	3019	3399	1165	4564
Fatehpur	5-8	0	0	448	0	0	124
	9-14	0	0	2259	0	0	557
	5-14	0	0	2707	0	0	681
Ghaziabad	5-8	0	0	923	0	0	0
	9-14	0	0	3088	0	0	0
	5-14	0	0	4011	0	0	0
Hardoi	5-8	0	0	1314	0	0	694
	9-14	0	0	4124	0	0	1246
	5-14	0	0	5438	0	0	1940
Mathura	5-8	142	123	265	0	0	0
	9-14	706	894	1600	27	19	46
	5-14	848	1017	1865	27	19	46
Saharanpur	5-8	0	0	0	156	114	270
	9-14	0	0	210	276	180	456
	5-14	0	0	210	432	294	726

Table V.1f: Child Labour Data collected and maintained by Different Project Offices (contd.)

Districts	Age groups (in year)	Hazardous			Non-Hazardous		
		Male	Female	All	Male	Female	All
Sitapur	5-8	0	0	0	0	0	0
	9-14	0	0	2462	0	0	2807
	5-14	0	0	2462	0	0	2807
Sonbhadra	5-8	0	0	0	0	0	0
	9-14	0	0	1177	0	0	1184
	5-14	0	0	1177	0	0	1184
Varanasi	5-8	357	500	857	483	591	1074
	9-14	450	700	1150	762	932	1694
	5-14	807	1200	2007	1245	1523	2768
Kolkata	5-8	0	0	0	0	0	0
	9-14	0	0	1468	0	0	868
	5-14	0	0	1468	0	0	868
North Dinajpur	5-8	Survey not conducted					
	9-14						
	5-14						
South 24 Pargana	5-8	Survey not conducted					
	9-14						
	5-14						
South Dinajpur	5-8	Survey not conducted					
	9-14						
	5-14						
Maldah	5-8	0	0	0	0	0	0
	9-14	1665	4534	6199	0	0	0
	5-14	1665	4534	6199	0	0	0
Panchmahal	5-8	0	0	0	0	0	0
	9-14	0	0	424	0	1	596
	5-14	0	0	424	0	1	596

Table V.2: Categorisation of Districts in terms of Awareness Generation among Target Groups of Parents, Children and Employers

Categorisation	Number of District PS's	Name of Districts
All the three Target groups	24	Ranga Reddy, Nagaon, Jamui, Katihar, Purnia, Rajnandgaon, Sarguja, Hazaribag, Pakur, Bangalore (rural), Kolar, Raichur, Mandsaur, Nanded, Solapur, Bargarh, Cuttack, Ludhiana, Alwar, Tonk, Chennai, Banda, Ghaziabad, South Dinajpur
Only two Target Groups	24	Krishna, Nellore, Visakhapatnam, Darbhanga, Raipur, Dumka, Bagalkot, Bangalore Urban, Rewa, Gwalior, Ujjain, Thane, Koraput, Nuapara, Ajmer, Tirunelveli, Salem, Dharmapuri, Lucknow, Fatehpur, Hardoi, Sonbhadra, South 24 Pargana, Maldah
Only one Target Group	16	Anantapur, Karimnagar, Vizianagram, Nalanda, West Singhbhum, Khargone, Beed, Ganjam, Mayurbhanj, Barmer, Bhilwara, Mirzapur, Mathura, Saharanpur, Sitapur, Kolkata
None of the three Target Groups	4	Sidhi, Ganga Nagar, Varanasi, North Dinajpur
No awareness generation programme	2	Araria and Panchmahal

Table V.3: Number of Districts reporting Convergence with SSA/Education Department

Sl. No.	Type of Convergence	No. of Districts	Name of Districts	No. of Children Benefitted
1	Assessment of level of learning achieved by the children	22	Krishna, Ranga Reddy, Vizianagram, Visakhapatnam, Raipur, Sarguja, Dumka, Hazaribag, West Singhbhum, Gwalior, Mandsaur, Beed, Solapur, Koraput, Nuapara, Tirunelveli, Salem, Dharmapuri, Chennai, Ghaziabad, Saharanpur, Sitapur	98737
2	Mainstreaming from NCLP to formal school (9-14 years)	24	Krishna, Nellore, Ranga Reddy, Raipur, Rajnandgaon, Hazaribag, Pakur, Banglorre, Urban, Rewa, Mandsaur, Sidhi, Nanded, Bargarh, Cuttack, Ganjam, Nuapara, Ajmer, Alwar, Salem, Dharmapuri, Chennai, Ghaziabad, Saharanpur, Varanasi,	96820
3	Mainstreaming directly to SSA school (5-8 years)	12	Krishna, Raipur, West Singhbhum, Rewa, Gwalior, Sidhi, Salem, Dharmapuri, Ghaziabad, Mathura, Sonbadra, Varanasi	13941
4	Providing free books & reading materials	30	Krishna, Nellore, Ranga Reddy, Nagaon, Jamui, Purnia, Raipur, Rajnandgaon, Sarguja Pakur, Banglorre Urban, Mandsaur, Sidhi, Ujjain, Beed, Nanded, Koraput, Nuapara, Ajmer, Alwar, Salem, Chennai, Lucknow, Mirzapur, Banda, Fatehpur, Hardoi, Mathura, Sitapur, Varanasi	60462

Table V.4: Number of Districts reporting Convergence with Rural Development Department

SL. No.	Type of Convergence	No. of Districts	Name of the Districts	Number of Parents Benefitted
1	Parents benefitted under Indira Awas Yojana	8	Krishna, Jamui, Dumka, West Singhbhum ,Cuttack, Koraput, Mayurbhanj, Salem	3028
2	Parents benefitted under SHG's Swarna Jayanti Gram Swarojgar Yojana	11	Krishna, Nellore, Jamui, Dumka, West Singhbhum, Cuttack, Koraput, Mayurbhanj, Salem, Dharmapuri, Varanasi	1503
3	Parents benefitted under Sampoorna Gramin Rojgar Yojana	1	Mandsaur	136
4	Parents benefitted under National Rural Employment Guarantee Scheme	1	Koraput	211

Table V.5: Number of Districts reporting Convergence with Social Justice and Empowerment

Sl. No.	Type of convergence	No. of Districts	Name of the Districts	No. of Parents and Children Benefited
1	Parents benefitted under SC Scheme	4	Krishna, Salem, Dharmapuri, Lucknow	134
2	Parents benefitted under ST scheme	2	Krishna, Dharmapuri	21
3	Parents benefitted under OBC scheme	1	Krishna	41
4	Children enrolled in residential schools under SC/ST/OBC scheme	5	Nellore, Ranga Reddy, Raipur, West Singhbhum, Gwalior	24643
5	Children awarded scholarship	1	Raipur	4949

Table V.6: Number of Districts reporting Convergence with Health Department

Sl. No. No.	Type of Convergence	No. of Districts	Name of the Districts	No of Children & Parents Benefitted
1	Free essential medicine to the children	22	Krishna, Ranga Reddy, Nagaon, Raipur, Rajnandgaon, Sarguja, Raichur, Gwalior, Mandasaur, Beed, Koraput, Nuapara, Ludhiana, Ajmer, Salem, Chennai, Fatehpur, Mathura, Saharanpur, Sonbhadra, Varanasi, Panchmahal	95231
2	Free check-up by Govt. doctors	18	Krishna, Nelloor, Ranga Reddy, Purnia, Visakhapatnam, Raipur, Sarguja, Rewa, Gwalior, Koraput, Nuapara, Ludhiana, Mirzapur, Fatehpur, Saharanpur, Sonbhadra, Varanasi, Panchmahal	75317
3	Camp-specific hygiene training	6	Raipur, Sarguja, Gwalior, Ludhiana, Varanasi, Panchmahal	1278
4	Parents benefitted under Janshree Vima Yojana	5	Purnia, Ajmer, Saharanpur, Varanasi, Panchmahal	3867

Table V.7: Number of Districts reporting Convergence with Women and Child Department

Sl. No.	Type of Convergence	No. of Districts	Name of the Districts	No. of Children Benefitted
1	Children sent to camps (Shelter homes)	3	Raipur, West Singhbhum, Dharmapuri	114
2	Girl-child benefitted under Balika Samridhi Yojana	2	Raipur, Dumka	494

Table VI.1: Number of Sanctioned and Operational/Enrolled Schools, Children and Gender Breakup of Enrolled Children

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Andhra Pradesh						
Adilabad	40	38	2000	1812	768	1044
Anantapur	60	12	3000	1095	661	434
Chittoor	36	35	1800	1654	702	952
Cuddapah	40	40	2000	1883	763	1120
East Godavari	40	28	2000	1300	558	742
Guntur	30	29	1500	1403	607	796
Hyderabad	74	74	3700	3700	1536	2165
Karimnagar	50	50	2500	2489	1240	1249
Khammam	40	48	2000	2200	1184	1016
Kurnool	93	87	4650	4133	1552	2581
Mahbubnagar	40	40	2000	1559	753	804
Medak	50	22	2500	940	336	604
Nalgonda	23	23	1150	1150	614	536
Nellore	30	30	1500	1466	674	792
Nizamabad	34	34	1700	1858	541	1317
Parakasam	30	30	1500	975	386	589
Ranga Reddy	120	120	6000	5842	2746	3096
Srikakulam	40	37	2000	1880	870	1010
Visakhapatnam	70	52	3500	3007	1503	1504
Vizianagaram	40	39	2000	1908	683	1225
Warangal	60	60	3000	3645	1532	2113
West Godavari	30	28	1500	1400	536	864
Krishna	80	78	4000	3633	1162	2471
State Total	1150	1034	57500	50932	21906	29023
Assam						
Nagaon	95	95	4750	4555	2421	2134
Kamrup	55	0	2750	0	0	0
Lakshmipur	27	27	1350	1350	0	0
State Total	177	122	8850	5905	2421	2134

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Gujurat						
Panchmahal	9	9	450	424	176	248
Dahod	14	0	850	0	0	0
Vadodara	17	0	850	0	0	0
Ahmedabad	11	0	550	0	0	0
Bhavnagar	10	0	500	0	0	0
Rajkot	15	0	750	0	0	0
Surat	20	0	1000	0	0	0
Banaskatha	10	0	500	0	0	0
Kutch	10	0	500	0	0	0
State Total	116	9	5950	424	176	248
West Bengal						
Burdwan	47	46	2350	2315	1132	1183
Uttar Dinajpur	40	40	2000	1950	902	1048
Dakshin Dinajpur	40	40	2000	1935	829	1106
North 24 Parganas	40	38	2000	1900	967	933
South 24 Parganas	40	40	2000	1161	547	614
Midnapore (West)	39	36	1950	1788	830	958
Murshidabad	140	140	7000	7000	2779	4221
Kolkata	40	40	2000	2000	934	1066
East Midnapore	23	23	1150			
Bhirbum	55	55	2750	2750		
Maldah	40	40	2000	2000	560	1440
Purulia	90	48	4500	2203	1298	905
Hoogli	32	32	1600	1600	818	782
Cooch Behar	19		950			
Bankura	62		3100			
Nadia	100	13	5000	650	385	265
Howrah	40		2000			
Jalpaiguri	29		1450			
State Total	916	631	45800	29252	11981	14521

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Uttar Pradesh						
Azamgarh	40	40	2000	2000	990	1110
Bhadohi	75	20	1000	1000		
Bulandshahar	40	40	2000	2000	1024	976
Mirzapur	20	17	1000	916	466	450
Saharanpur	40	40	2000	2000	1084	916
Varanasi	70	40	3500	3500	1461	2039
Sonbhadra	23	23	1150	1150	575	575
Mau	20	20	1000	1000	533	467
Banda	40	40	2000	2000	1575	425
Jaunpur	50		2500	1400	603	797
Rampur	67	67	3350	3350	1338	2012
Lucknow	46	46	2300	2300	1255	1045
Mathura	32	32	1600	1600	705	894
Ghaziabad	50	50	2500	2479	1375	1104
Bareilly	62	62	3100	3100	1477	1623
Meerut	50	50	2500	2500	1503	997
Agra	40	40	2000	2000		
Kushinagar	31	31	1550	1550	940	610
Hardoi	82	82	4100	4100	2100	2000
Gorakhpur	16	16	800	224	168	30
Etawah	32	32	1600	1600	850	750
Ghazipur	40	40	2000	2000	1016	984
Gonda	21	21	1050	1050	566	484
Kheri	29		1450	1450	957	493
Bahraich	57	57	2850	2750	1680	1070
Unnao	35	35	1750	1750		
Sultanpur	40	40	2000	2000		
Fatehpur	39	39	1950	1950	997	953
Shravasti	22	22	1100	1100		
Pratapgarh	39	39	1950	1950	992	958
Basti	8	8	400	390	330	60

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Barabanki	32	32	1600	1600	869	731
Sitapur	30	30	1500	1500	779	721
Faizabad	44	44	2200	2200	–	–
Badaun	60	60	3000	3000	–	–
Rae Bareli	20	20	1000	1000	517	483
Balarampur	30	30	1500	1500	–	–
Etah	79	79	3950	–	–	–
Muzaffarnagar	–	–	–	–	–	–
Maharajganj	–	–	–	–	–	–
Siddharthnagar	–	–	–	–	–	–
Deoria	–	–	–	–	–	–
State Total	1551	1384	74800	68959	28725	25757
Tamil Nadu						
Tuticorin	40	33	2000	1465	521	944
Chennai	20	20	1000	926	553	373
Coimbatore	50	11	2500	292	176	116
Dharmapuri	66	32	3300	1371	824	547
Dindigul	40	25	2000	1037	492	545
Erode	28	28	1400	2896	1754	1142
Krishnagiri	72	47	3600	2203	1114	1089
Vellore	60	60	3000	2687	1184	1503
Salem	40	40	2000	2000	988	1066
Tiruchirapalli	30	30	1500	1145	481	664
Tirunelveli	50	50	2500	2005	507	1498
Pudukkottai *						
Theni	10 in the process of being set up					
State Total	506	376	24800	18027	8594	9487
Rajasthan						
Jaipur	118	91	5900	3350	1438	1912
Udaipur	120	107	6000	5350	2024	3326
Tonk	60	57	3000	2850	1260	1590
Jodhpur	35	16	1750	788	405	383

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Ajmer	20	20	1000	1000	443	557
Alwar	40	30	2000	1419	488	931
Bhilwara	60	44	3000	2200	1004	1196
Barmer	43	35	2150	1750	757	993
Dholpur	39	39	1950	1950	842	1100
Sri Ganganagar	40	40	2000	2000	953	1047
Sikar	28	24	1400	0	0	0
Jhunjhunu	34	31	1700	1550	826	724
Jhalawar	82	0	4100	0	0	0
Nagaur	21	17	1050	821	417	404
Bundi	45	45	2250	2250	–	–
Jalor	29	0	1450	0	0	0
Banswara	12	12	600	548	250	298
Pali	39	36	1950	1800	820	980
Bikaner	29	29	1450	1450	733	717
Dungarpur	24	24	1200	1221	491	630
Chittorgarh	40	39	2000	1950	929	1021
Bharatpur	28	0	1400	0	0	0
Churu	33	0	1650	0	0	0
State Total	1019	736	50950	34247	14080	17809
Punjab						
Jalandhar	27	27	1350	1350	752	598
Ludhiana	40	40	2000	2000	908	1092
Amritsar	40	40	2000	1893	897	996
State Total	107	107	5350	5243	2557	2686
Orissa						
Angul	40	40	2000	1977	0	0
Balasore	40	32	2000	1600	0	0
Bargarh	40	20	2000	816	344	319
Bolangir	40	39	2000	1836	768	1068
Cuttack	40	33	2000	1650	773	877
Deogarh	40	40	2000	2000	0	0

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Gajapati (Udayagiri)	60	60	3000	3000	1453	1547
Ganjam	35	35	1750	1547	737	810
Jharsuguda	55	51	2750	2352	1177	1175
Kalahandi	50	50	2500	2500	1185	1315
Koraput	20	20	1000	1000	555	445
Malkangiri	0	0	0	0	0	0
Nabrangpur	20	20	1000	1000	424	576
Nuapara	20	20	1000	726	314	412
Rayagada	40	0	2000	0	0	0
Sambalpur	70	61	3500	2991	0	0
Mayurbhanj	40	40	2000	2000	1033	967
Subarnapur (Sonepur)	40	40	2000	2000	1159	841
State Total	690	601	34500	28995	9922	10352
Madhya Pradesh						
Barwani	40	40	2000	2000	1056	944
Chhindwara	40	40	2000	1890	1127	763
Dhar	90	39	4500	1848	1097	751
East Nimar (Khandwa)	40	39	2000	1950	828	1122
Gwalior	40	40	2000	1519	712	807
Guna	40	2	2000	100	69	31
Jhabua	40	39	2000	1653	1032	621
Mandsaur	14	14	900	304	165	139
Rajgarh	18	18	900	900	526	374
Rewa	40	39	2000	1747	1157	590
Shajapur	20	8	1000	379	258	121
Ratlam	25	18	1250	900	476	424
Sidhi	40	40	2000	2000	1117	883
Shivpuri	31	9	1550	450	276	174
Ujjain	40	40	2000	2000	1051	949
West Nimar (Khargone)	40	38	2000	1900	1015	885

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Betul	40	0	0	0	0	0
State Total	638	463	30100	21540	11962	9578
Maharastra						
Beed	25	25	1250	1250	708	542
Nanded	25	25	1250	1250	624	626
Nasik	44	22	2200	1100	466	634
Solapur	34	33	1700	1650	490	1160
Thane	40	25	2000	1299	709	590
Yavatmal	2	2	100	100	52	48
Dhule	40	40	2000	2000	1151	849
Jalgaon	19	19	950	950	-	-
Pune	-	-	-	-	-	-
Ahmadnagar	-	-	-	-	-	-
Sangli	9	7	450	352	217	135
Kolhapur	-	-	-	-	-	-
Nandurbar	25	-	-	-	-	-
State Total	263	198	11900	9951	4417	4584
Karnataka						
Bijapur	40	39	2000	1947	798	1149
Belgaum	26	26	1300	-	-	-
Bellary	8	7	400	844	508	336
Chitradurga	5	5	250	-	-	-
Raichur	30	26	1500	1300	347	953
Dharwad	40	26	2000	987	460	527
Devangere	7	7	350	-	-	-
Bagalkot	55	53	2750	2650	1353	1297
Bangalore Rural	40	35	2000	1445	698	747
Bangalore Urban	40	35	2000	1482	819	670
Gulbarga	35	32	1750	1664	876	788
Kolar	25	23	1250	1130	534	596
Koppal	23	-	1150	-	-	-

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Mysore	5	5	250	–	–	–
Tumkur	–	–	–	–	–	–
Haveri	–	–	–	–	–	–
Mandya	–	–	–	–	–	–
State Total	379	319	18950	13449	6393	7063
Jharkhand						
Dumka	40	40	2000	2000	947	1053
Garwah	25	25	1250	1250	557	693
Hazaribag	31	30	1550	1500	1150	350
Palamu	31	30	1550	1550	830	720
Sahibganj	8	8	400	400	178	222
Pakur	19	19	950	945	376	569
West Singhbhum	38	28	1900	1385	693	692
Gumla	20	0	1000	0	0	0
Ranchi	0	0	0	0	0	0
State Total	212	180	10600	9030	4731	4299
Chhatisgarh						
Bilaspur	25	25	2500	1811	910	901
Durg	40	40	2000	1903	1009	894
Raigarh	20	15	1000	715	452	263
Raipur	103	102	5150	4450	2105	2345
Rajnandgaon	40	19	2000	888	383	505
Surguja	24	24	2400	1421	1313	108
Dantewada	0	0	0	0	0	0
Korba	15	0	0	0	0	0
State Total	267	225	15050	11188	6172	5016
Bihar						
Araria	90	90	4500	4500	–	–
Banka	38	38	1900	1891	1204	667
Bhagalpur	92	0	4600	0	0	0
Darbhanga	44	44	2200	2200	–	–
East Champaran	50	50	2500	2275	1100	1175

(Contd...)

(Contd...)

Districts	Number of Schools		Number of Children		Gender Distribution of Enrolled Children	
	Sanctioned	Operational	Sanctioned	Enrolled	No. of Boys	No. of Girls
Gaya	138	138	13800	13800	7529	6271
Jamui	40	40	2000	2000	656	1344
Katihar	100	100	5000	5000	–	–
Khagaria	54	54	2700	2700	1554	1146
Kishanganj	80	80	4000	4000	1928	2072
Muzaffarpur	46	46	2300	2300	1150	1150
Nalanda	75	25	7500	2500	1196	1304
Nawada	88	0	4400	0	0	0
Patna	100	0	5000	0	0	0
Purnia	40	40	2000	2000	1106	894
Darbhanga	40	40	2000	2000	1522	478
Samastipur	47	47	2350	2350	1112	1238
Saran	77	0	3850	0	0	0
Sitamarhi	42	0	2100	0	0	0
Supaul	66	60	3300	3000	1703	1297
West Champaran	0	0	0	0	0	0
Madhepura	0	0	0	0	0	0
Madhubani	115	0	5750	0	0	0
Begusarai	56	0	2800	0	0	0
State Total	1518	892	86550	52516	21760	16320
Grand Total	9509	7277	481650	359658	155797	158877

Source: Ministry of Labour & Employment, GoI; State Resource Cell on Child Labour and Field Survey in Sample Districts

Note: (1) Pudukottai NCLP has been closed down as all the children have been mainstreamed and the application of the NCLP society for declaring the district as child labour free is under consideration of the government

(2) Data relating to 9 NCLP districts located in the state of Haryana, J & K, Mizoram, Nagaland, Uttaranchal is not available, hence did not form a part of the table

(3) The only project in Goa has been scrapped, hence no data is given

(4) Further complete datasets pertaining to some districts are not available due to operationalisation of project towards the end of 10th plan

Table VI.2 : District-wise Distribution of Sample Schools

States	Districts	Rural	Urban	Combined
Andhra Pradesh	Anantapur	4	6	10
	Krishna	10	10	20
	Karimnagar	5	7	12
	Nellore	6	4	10
	Ranga Reddy	8	7	15
	Vizianagaram	6	4	10
	Visakhapatnam	5	13	18
	Total	44	51	95
Assam	Nagaon	13	11	24
	Total	13	11	24
Bihar	Araria	17	4	21
	Jamui	8	2	10
	Katihar	22	3	25
	Nalanda	5	5	10
	Purnea	9	1	10
	Darbhanga	9	1	10
	Total	70	16	86
Chattisgarh	Raipur	11	15	26
	Rajnandgaon	3	7	10
	Sarguja	5	4	9
	Total	19	26	45
Jharkhand	Dumka	9	1	10
	Hazaribag	8	2	10
	Pakur	11	0	11
	West Singhbhum	10	0	10
	Total	38	3	41
Karnataka	Bangalore Rural	6	4	10
	Kolar	2	8	10
	Bagalkot	8	2	10
	Bangalore Urban	0	10	10
	Raichur	5	5	10
	Total	21	29	50

(Contd...)

(Contd...)

States	Districts	Rural	Urban	Combined
Madhya Pradesh	Rewa	7	3	10
	Gwalior	0	10	10
	Khagon	5	5	10
	Mandsaur	6	4	10
	Sidhi	8	2	10
	Ujjain	0	10	10
	Total	26	34	60
Maharashtra	Beed	4	6	10
	Nanded	2	8	10
	Solapur	0	10	10
	Thane	0	10	10
	Total	6	34	40
Orissa	Bargarh	7	3	10
	Cuttack	7	3	10
	Ganjam	6	4	10
	Koraput	7	3	10
	Mayurbhanj	8	2	10
	Nuapara	10	0	10
	Total	45	15	60
Punjab	Ludhiana	0	10	10
	Total	0	10	10
Rajasthan	Ganganagar	3	7	10
	Ajmer	3	7	10
	Alwar	7	3	10
	Barmer	9	2	11
	Bhilwara	10	5	15
	Tonk	8	6	14
	Total	40	30	70
Tamilnadu	Tirunelveli	15	3	18
	Salem	5	5	10
	Dharmapuri	7	3	10
	Chennai	0	10	10
	Total	27	21	48

(Contd...)

(Contd...)

States	Districts	Rural	Urban	Combined
Uttar Pradesh	Lucknow	0	11	11
	Mirzapur	2	8	10
	Banda	2	8	10
	Fatehpur	6	4	10
	Ghaziabad	6	6	12
	Hardoi	12	8	20
	Mathura	0	10	10
	Saharanpur	3	7	10
	Sitapur	7	3	10
	Sonbhadra	9	1	10
	Varanasi	13	5	18
	Total	60	71	131
West Bengal	Kolkata	0	10	10
	North Dinajpur	9	1	10
	South 24 Pargana	6	4	10
	South Dinajpur	5	5	10
	Maldah	10	0	10
	Total	30	20	50
Gujarat	Panchmahal	2	7	9
	Total	2	7	9
All		441	378	819

Table VI.3: Average Total and Year-wise Fresh Enrollment in All Sample Districts

Districts	Number of Schools	Enrolment during 2001-07			
		Total	Fresh	Average Year-wise Per School Enrolment	
				Total	Fresh
Ajmer	20	7356	2500	73.6	25.0
Alwar	38	7549	2925	39.7	15.4
Anantapur	25	8335	8035	67.2	64.8
Araria	90	4500	4500	50.0	50.0
Bagalkot	53	2650	2650	50.0	50.0
Banda	40	2000	2000	50.0	50.0
Banglore Rural	34	7999	4201	47.1	24.7
Banglore Urban	35	7597	2588	43.4	14.8
Bargarh	26	5247	2487	40.7	19.3
Barmer	43	4186	2093	48.7	24.3
Beed	25	3641	1250	48.5	16.7
Bhilwara	52	6000	3000	58.3	29.1
Chennai	19	1900	950	50.0	25.0
Cuttack	38	9580	4020	50.2	21.0
Darbhanga	44	2180	2180	49.5	49.5
Dharmapuri	46	17988	4987	64.7	17.9
Dumka	40	10000	4000	50.0	20.0
Fatehpur	39	1950	1950	50.0	50.0
Ganganagar	40	2000	2000	50.0	50.0
Ganjam	35	8669	1811	49.5	10.3
Ghaziabad	50	2650	2650	53.0	53.0
Gwalior	40	8131	3408	40.7	17.0
Hardoi	82	8200	4100	50.0	25.0
Hazaribag	30	3000	1500	50.0	25.0
Jamui	30	11700	3852	66.1	21.8
Karim Nagar	49	12072	5265	49.5	21.6
Katihar	100	5000	5000	50.0	50.0

(Contd...)

(Contd...)

Districts	Number of Schools	Enrolment during 2001-07			
		Total	Fresh	Average Year-wise Per School Enrolment	
				Total	Fresh
Khargone	38	1659	1659	43.7	43.7
Kolar	21	1594	1130	38.9	27.6
Kolkata	39	9800	3645	50.0	18.6
Koraput	20	4977	1965	49.8	19.7
Krishna	79	8109	5043	51.3	31.9
Lucknow	46	2300	0	50.0	0.0
Ludhiana	36	9000	8000	50.0	44.4
Maldah	40	2000	2000	50.0	50.0
Mandsaur	6	1406	769	46.9	25.6
Mathura	32	4800	1726	50.0	18.0
Mayurbhanj	40	2999	2917	15.0	14.6
Mirzapur	20	4998	1917	50.0	19.2
Nagaon	95	9110	9110	47.9	47.9
Nalanda	25	12500	4213	100.0	33.7
Nanded	13	1250	850	50.0	34.0
Nellor	28	7250	3533	51.1	24.9
North Dinajpur	40	4000	2000	50.0	25.0
Nuapara	20	5067	2645	50.7	26.5
Pakur	19	4712	1739	49.6	18.3
Panchmahal	9	300	300	33.3	33.3
Purnia	40	2000	2000	50.0	50.0
Raichur	27	5190	3032	49.0	28.6
Raipur	102	9163	5033	44.9	24.7
Rajnandgaon	19	1825	937	49.3	25.3
Ranga Reddy	110	28925	23457	52.6	42.6
Rewa	39	1747	1747	44.8	44.8
Saharanpur	40	11899	3168	49.6	13.2
Salem	40	5072	4095	25.4	20.5

(Contd...)

(Contd...)

Districts	Number of Schools	Enrolment during 2001-07			
		Total	Fresh	Average Year-wise Per School Enrolment	
				Total	Fresh
Sarguja	21	2425	1421	57.7	33.8
Sidhi	40	2000	2000	50.0	50.0
Sitapur	30	1500	1500	50.0	50.0
Solapur	32	3519	2289	21.7	14.1
Sonbhadra	23	1150	1150	50.0	50.0
South 24 Pargana	40	6497	5834	32.5	29.2
South Dinajpur	40	9264	3256	46.3	16.3
Thane	30	7599	1476	50.3	9.8
Tirunelveli	56	11598	4328	41.3	15.4
Tonk	20	4800	1612	48.0	16.1
Ujjain	37	9170	3893	50.1	21.3
Varanasi	46	11500	5199	50.0	22.6
Vizianagram	30	7400	6920	50.0	46.8
Visakhapatnam	67	17000	16233	51.1	48.7
West Singhbhum	38	6338	2601	33.4	13.7
All	38	437492	244244	48.3	27.0

Table VI.4: Attendance Rates in Different Districts, Rural, Urban and Combined

Districts	Rural	Urban	Combined
Koraput	96.57	94.67	96.00
Sonbhadra	94.20	86.00	93.37
Hazaribag	93.38	92.94	93.31
Krishna	91.33	93.40	92.36
Jamui	93.00	87.00	91.80
West Singhbhum	91.13	–	91.13
Araria	90.40	92.00	90.70
Pakur	89.44	–	89.44
Salem	83.21	94.42	88.89
Purnea	87.33	92.00	87.80
Katihar	87.14	83.33	86.67
S Dinajpur	93.20	79.75	86.59
Fatehpur	91.33	76.00	85.20
Dumka	84.89	84.00	84.80
Nalanda	78.20	89.58	83.88
Nellore	83.44	83.00	83.27
Ganga Nagar	82.67	83.24	83.06
Ajmer	88.67	80.57	83.00
Gwalior	–	83.00	83.00
North Dinajpur	87.00	20.83	80.57
Alwar	77.01	88.81	80.54
Nuapara	80.20	–	80.20
Tonk	74.75	84.57	79.33
Ujjain	–	79.00	79.00
Tirunelveli	78.98	78.48	78.91
Karimnagar	75.49	81.00	78.84
Solapur	–	78.75	78.75
Mirzapur	84.00	77.25	78.60
Varanasi	80.77	70.00	77.78
Banda	62.00	80.50	76.80
Ganjam	74.40	80.00	76.79
South 24 Pargana	73.54	79.33	75.51
Bargarh	72.61	82.22	75.31
Darbhanga	72.97	88.00	74.39
Mandsaur	67.73	83.00	73.04
Ghaziabad	85.42	58.67	71.93

(Contd...)

Districts	Rural	Urban	Combined
Nagaon	70.84	72.76	71.69
Sitapur	72.86	66.00	70.80
Barmer	71.78	63.00	70.18
Hardoi	69.83	70.25	70.00
Mayurbhanj	70.00	70.00	70.00
Bhilwara	67.20	75.20	69.87
Visakhapatnam	66.08	71.31	69.82
Cuttack	59.19	91.33	69.43
Bangalore Urban	–	69.20	69.20
Maldah	68.85	–	68.85
Ludhiana	–	68.58	68.58
Vizianagram	76.33	56.00	68.20
Raipur	61.64	72.67	68.00
Mathura	–	67.60	67.60
Panchmahal	63.04	67.47	66.51
Ranga Reddy	66.10	63.47	64.93
Rewa	65.43	62.67	64.60
Kolar	100.00	60.30	63.08
Khargaon	55.60	68.00	61.80
Chennai	–	59.73	59.73
Anantapur	56.63	60.85	59.11
Lucknow	–	58.36	58.36
Rajnandgaon	55.56	59.34	58.24
Dharmapuri	53.75	64.48	57.65
Bagalkot	60.31	43.00	56.80
Kolkata	–	56.20	56.20
Bangalore Rural	42.67	75.50	55.80
Sidhi	52.50	54.00	52.80
Beed	43.00	59.00	52.60
Raichur	70.92	34.00	52.50
Saharanpur	58.00	47.71	50.80
Thane	–	48.26	48.26
Nanded	40.00	45.50	44.40
Sarguja	40.31	21.28	30.66
Total	73.75	71.34	72.54

Notes: i. Districts are arranged in descending order of attendance rate;
ii. Blank cells stand for no sample in the district

Table VI.5: Different Estimates of Mainstreaming Rates in Districts

Districts	Per School Mainstreaming	% Mainstreamed to Total Enrolment	% Mainstreamed to Additional Enrolment
Ajmer	19.79	26.90	79.16
Alwar	7.24	18.23	47.04
Anantapur	64.69	96.23	99.83
Araria	0.00	0.00	0.00
Bagalkot	0.00	0.00	0.00
Banda	0.00	0.00	0.00
Banglore Rural	19.95	42.39	80.72
Banglore Urban	8.63	19.88	58.35
Bargarh	13.17	32.38	68.32
Barmer	0.00	0.00	0.00
Beed	1.40	2.88	8.40
Bhilwara	0.00	0.00	0.00
Chennai	0.00	0.00	0.00
Cuttack	11.24	22.41	53.41
Darbhanga	0.00	0.00	0.00
Dharmapuri	12.99	20.07	72.41
Dumka	10.00	20.00	50.00
Fatehpur	0.00	0.00	0.00
Ganga Nagar	0.00	0.00	0.00
Ganjam	0.00	0.00	0.00
Ghaziabad	3.00	5.66	5.66
Gwalior	10.77	26.49	63.20
Hardoi	0.00	0.00	0.00
Hazaribag	5.53	11.07	22.13
Jamui	21.76	32.92	100.00
Karim Nagar	14.49	29.28	67.14
Katihar	0.00	0.00	0.00
Khargone	0.00	0.00	0.00
Kolar	0.00	0.00	0.00
Kolkota	8.39	16.79	45.13
Koraput	9.88	19.85	50.28
Krishna	28.46	55.46	89.17
Lucknow	0.00	0.00	0.00
Ludhiana	0.00	0.00	0.00
Maldah	0.00	0.00	0.00

(Contd...)

(Contd...)

Districts	Per School Mainstreaming	% Mainstreamed to Total Enrolment	% Mainstreamed to Additional Enrolment
Mandsaur	7.50	16.00	29.26
Mathura	1.31	2.63	7.30
Mayurbhanj	14.34	95.60	98.29
Mirzapur	17.25	34.51	89.98
Nagaon	0.74	1.55	1.55
Nalanda	18.06	18.06	53.60
Nanded	0.00	0.00	0.00
Nellore	19.28	37.77	77.50
North Dinajpur	0.00	0.00	0.00
Nuapara	17.75	35.03	67.11
Pakur	17.71	35.70	96.72
Panchmahal	0.00	0.00	0.00
Purnia	0.00	0.00	0.00
Raichur	21.15	43.20	73.94
Raipur	3.27	7.28	13.25
Rajnandgaon	0.00	0.00	0.00
Ranga Reddy	39.98	76.03	93.75
Rewa	0.00	0.00	0.00
Saharanpur	4.88	9.85	36.99
Salem	19.05	75.12	93.04
Sarguja	0.00	0.00	0.00
Sidhi	0.43	0.85	0.85
Sitapur	0.00	0.00	0.00
Solapur	9.90	45.55	70.03
Sonbhadra	0.00	0.00	0.00
South 24 Pragana	26.91	82.82	92.24
South Dinajpur	9.25	19.97	56.82
Thane	1.31	2.61	13.41
Tirunelveli	9.54	23.12	61.95
Tonk	6.12	12.75	37.97
Ujjain	15.03	30.00	70.67
Varanasi	9.02	18.04	39.91
Vizianagaram	46.22	92.43	98.84
Visakhapatnam	44.51	87.19	91.31
West Singhbhum	13.56	40.66	99.08
Total	14.12	29.22	52.33

Table VI.6: Distribution of Schools by Type of Curriculum Followed and Curriculum Development Agencies

States	Districts	% of Schools following various types of Curriculum			% of Schools Developed Curriculum by		
		Formal	Non-formal	Both	State Agency	District Education Deptt.	Others
Andhra Pradesh	Anantapur	100.0	0.0	0.0	40.0	60.0	0.0
	Krishna	20.0	75.0	5.0	90.0	5.0	5.0
	Karimnagar	50.0	50.0	0.0	83.3	8.3	8.3
	Nellore	100.0	0.0	0.0	60.0	40.0	0.0
	Ranga Reddy	66.7	13.3	20.0	60.0	40.0	0.0
	Vizianagram	0.0	0.0	100.0	100.0	0.0	0.0
	Visakhapatnam	33.3	50.0	16.7	50.0	50.0	0.0
	Total	48.4	33.7	17.9	69.5	28.4	2.1
Assam	Nagaon	0.0	0.0	100.0	100.0	0.0	0.0
	Total	0.0	0.0	100.0	100.0	0.0	0.0
Bihar	Araria	33.3	42.9	23.8	52.4	0.0	47.6
	Jamui	100.0	0.0	0.0	40.0	60.0	0.0
	Katihar	64.0	8.0	28.0	56.0	12.0	32.0
	Nalanda	90.0	10.0	0.0	40.0	20.0	40.0
	Purnea	60.0	0.0	40.0	70.0	20.0	10.0
	Darbhanga	80.0	10.0	10.0	60.0	0.0	40.0
	Total	65.1	15.1	19.8	53.5	15.1	31.4
Chhattisgarh	Raipur	73.1	0.0	26.9	73.1	26.9	0.0
	Rajnandgaon	70.0	20.0	10.0	70.0	30.0	0.0
	Sarguja	77.8	11.1	11.1	66.7	33.3	0.0
	Total	73.3	6.7	20.0	71.1	28.9	0.0
Jharkhand	Dumka	70.0	0.0	30.0	50.0	40.0	10.0
	Hazaribag	70.0	0.0	30.0	70.0	30.0	0.0
	Pakur	100.0	0.0	0.0	27.3	54.5	18.2
	West Singbhum	60.0	0.0	40.0	50.0	50.0	0.0
	Total	75.6	0.0	24.4	48.8	43.9	7.3
Karnataka	Bangalore Rural	60.0	20.0	20.0	100.0	0.0	0.0
	Kolar	50.0	0.0	50.0	80.0	20.0	0.0
	Bagalkot	60.0	0.0	40.0	90.0	10.0	0.0
	Bangalore Urban	10.0	10.0	80.0	90.0	10.0	0.0
	Raichur	70.0	10.0	20.0	100.0	0.0	0.0
	Total	50.0	8.0	42.0	92.0	8.0	0.0

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(Contd...)

States	Districts	% of Schools following various types of Curriculum			% of Schools Developed Curriculum by			
		Formal	Non-formal	Both	State Agency	District Education Deptt.	Others	
Madhya Pradesh	Rewa	100.0	0.0	0.0	80.0	10.0	10.0	
	Gwalior	0.0	0.0	100.0	100.0	0.0	0.0	
Madhya Pradesh	Khargone	30.0	0.0	70.0	30.0	50.0	20.0	
	Mandasur	10.0	0.0	90.0	40.0	40.0	20.0	
	Sidhi	40.0	10.0	50.0	100.0	0.0	0.0	
	Ujjain	10.0	0.0	90.0	90.0	10.0	0.0	
	Total	31.7	1.7	66.7	73.3	18.3	8.3	
	Maharashtra	Beed	80.0	20.0	0.0	100.0	0.0	0.0
		Nanded	70.0	0.0	30.0	60.0	40.0	0.0
Solapur		0.0	0.0	100.0	10.0	0.0	90.0	
Thane		90.0	0.0	10.0	80.0	0.0	20.0	
Total		60.0	5.0	35.0	62.5	10.0	27.5	
Orissa	Bargarh	100.0	0.0	0.0	50.0	40.0	10.0	
	Cuttack	100.0	0.0	0.0	90.0	10.0	0.0	
	Ganjam	100.0	0.0	0.0	90.0	0.0	10.0	
	Koraput	100.0	0.0	0.0	60.0	40.0	0.0	
	Mayurbhanj	100.0	0.0	0.0	100.0	0.0	0.0	
	Nuapara	100.0	0.0	0.0	80.0	20.0	0.0	
	Total	100.0	0.0	0.0	78.3	18.3	3.3	
Punjab	Ludhiana	100.0	0.0	0.0	80.0	0.0	20.0	
	Total	100.0	0.0	0.0	80.0	0.0	20.0	
Rajasthan	Ganganagar	70.0	0.0	30.0	30.0	50.0	20.0	
	Ajmer	90.0	0.0	10.0	40.0	40.0	20.0	
	Alwar	90.0	0.0	10.0	50.0	40.0	10.0	
	Barmer	72.7	0.0	27.3	81.8	9.1	9.1	
	Bhilwara	80.0	13.3	6.7	40.0	40.0	20.0	
	Tonk	78.6	21.4	0.0	64.3	28.6	7.1	
	Total	80.0	7.1	12.9	51.4	34.3	14.3	

(Contd...)

(Contd...)

States	Districts	% of Schools following various types of Curriculum			% of Schools Developed Curriculum by		
		Formal	Non-formal	Both	State Agency	District Education Deptt.	Others
Tamilnadu	Tirunelveli	94.4	5.6	0.0	33.3	66.7	0.0
	Salem	10.0	10.0	80.0	90.0	10.0	0.0
	Dharmapuri	0.0	0.0	100.0	90.0	0.0	10.0
	Chennai	0.0	40.0	60.0	90.0	10.0	0.0
	Total	37.5	12.5	50.0	68.8	29.2	2.1
Uttar Pradesh	Lucknow	100.0	0.0	0.0	100.0	0.0	0.0
	Mirzapur	100.0	0.0	0.0	100.0	0.0	0.0
	Banda	80.0	0.0	20.0	80.0	0.0	20.0
	Fatehpur	100.0	0.0	0.0	100.0	0.0	0.0
	Ghaziabad	58.3	41.7	0.0	66.7	33.3	0.0
	Hardoi	95.0	0.0	5.0	100.0	0.0	0.0
	Mathura	100.0	0.0	0.0	20.0	30.0	50.0
	Saharanpur	90.0	0.0	10.0	100.0	0.0	0.0
	Sitapur	100.0	0.0	0.0	100.0	0.0	0.0
	Sonbhadra	100.0	0.0	0.0	100.0	0.0	0.0
	Varanasi	100.0	0.0	0.0	0.0	100.0	0.0
	Total	93.1	3.8	3.1	75.6	19.1	5.3
West Bengal	Kolkata	10.0	10.0	80.0	10.0	0.0	90.0
	North Dinajpur	100.0	0.0	0.0	80.0	0.0	20.0
	South 24 Pargana	80.0	0.0	20.0	90.0	0.0	10.0
	South Dinajpur	100.0	0.0	0.0	80.0	10.0	10.0
	Maldah	90.0	0.0	10.0	90.0	10.0	0.0
	Total	76.0	2.0	22.0	70.0	4.0	26.0
Gujarat	Panchmahal	0.0	88.9	11.1	11.1	0.0	88.9
	Total	0.0	88.9	11.1	11.1	0.0	88.9
9 th		69.6	7.1	23.3	64.7	27.3	8.0
10 th		61.4	12.7	25.9	72.8	12.7	14.5
Total		65.7	9.8	24.5	68.6	20.3	11.1

Table VI. 7: Percentage of Schools Maintaining Different Registers of Records at the District Level

States	Districts	Admission	Attend.	Staff	Visitors	Medical	PTA Meeting	MDM	Total (N)
Andhra Pradesh	Anantapur	100.0	100.0	100.0	80.0	50.0	40.0	60.0	10
	Krishna	100.0	100.0	100.0	95.0	85.0	95.0	85.0	20
	Karimnagar	66.7	91.7	91.7	91.7	41.7	50.0	25.0	12
	Nellore	100.0	100.0	100.0	100.0	90.0	90.0	70.0	10
	Ranga Reddy	93.3	100.0	100.0	86.7	66.7	80.0	66.7	15
	Vizianagaram	100.0	100.0	100.0	100.0	90.0	100.0	100.0	10
	Visakhapatnam	94.4	100.0	100.0	100.0	55.6	50.0	72.2	18
	Total	93.7	98.9	98.9	93.7	68.4	72.6	69.5	95
Assam	Nagaon	100.0	95.8	100.0	70.8	0.0	25.0	100.0	24
	Total	100.0	95.8	100.0	70.8	0.0	25.0	100.0	24
Bihar	Araria	100.0	100.0	100.0	85.7	19.0	28.6	42.9	21
	Jamui	100.0	100.0	100.0	100.0	0.0	100.0	100.0	10
	Katihar	64.0	100.0	100.0	52.0	0.0	8.0	4.0	25
	Nalanda	100.0	100.0	100.0	90.0	30.0	80.0	100.0	10
	Purnea	30.0	100.0	100.0	100.0	10.0	60.0	70.0	10
	Darbhanga	50.0	100.0	100.0	40.0	0.0	0.0	40.0	10
	Total	75.6	100.0	100.0	74.4	9.3	37.2	47.7	86
Chattisgarh	Raipur	96.2	100.0	100.0	96.2	73.1	57.7	92.3	26
	Rajnandgaon	100.0	100.0	100.0	30.0	40.0	40.0	90.0	10
	Sarguja	100.0	100.0	100.0	55.6	77.8	100.0	100.0	9
	Total	97.8	100.0	100.0	73.3	66.7	62.2	93.3	45
Jharkhand	Dumka	100.0	100.0	100.0	100.0	10.0	70.0	100.0	10
	Hazaribag	70.0	100.0	100.0	80.0	20.0	30.0	50.0	10
	Pakur	90.9	100.0	100.0	100.0	0.0	9.1	81.8	11
	West Singbhum	100.0	100.0	100.0	90.0	70.0	90.0	100.0	10
	Total	90.2	100.0	100.0	92.7	24.4	48.8	82.9	41
Karnataka	Bangalore Rural	100.0	100.0	100.0	100.0	80.0	80.0	80.0	10
	Kolar	100.0	90.0	90.0	90.0	80.0	80.0	40.0	10
	Bagalkot	70.0	100.0	100.0	70.0	50.0	90.0	70.0	10
	Bangalore Urban	100.0	100.0	100.0	100.0	80.0	100.0	100.0	10
	Raichur	100.0	100.0	100.0	100.0	90.0	50.0	30.0	10
	Total	94.0	98.0	98.0	92.0	76.0	80.0	64.0	50

(Contd...)

(Contd...)

States	Districts	Admission	Attend.	Staff	Visitors	Medical	PTA Meeting	MDM	Total (N)
Madhya Pradesh	Rewa	100.0	100.0	100.0	100.0	30.0	90.0	60.0	10
	Gwalior	100.0	100.0	100.0	100.0	100.0	100.0	100.0	10
	Khargone	60.0	100.0	100.0	80.0	80.0	90.0	70.0	10
	Mandsaur	80.0	100.0	100.0	100.0	80.0	100.0	80.0	10
	Sidhi	100.0	100.0	100.0	100.0	70.0	80.0	100.0	10
	Ujjain	100.0	100.0	100.0	100.0	100.0	100.0	100.0	10
	Total	90.0	100.0	100.0	96.7	76.7	93.3	85.0	60
Maharashtra	Beed	40.0	90.0	100.0	90.0	60.0	40.0	90.0	10
	Nanded	20.0	90.0	100.0	50.0	70.0	50.0	80.0	10
	Solapur	100.0	100.0	100.0	100.0	60.0	100.0	100.0	10
	Thane	20.0	90.0	100.0	70.0	30.0	0.0	90.0	10
	Total	45.0	92.5	100.0	77.5	55.0	47.5	90.0	40
Orissa	Bargarh	100.0	100.0	100.0	100.0	40.0	90.0	100.0	10
	Cuttack	100.0	100.0	100.0	100.0	90.0	80.0	90.0	10
	Ganjam	100.0	100.0	100.0	100.0	90.0	100.0	100.0	10
	Koraput	100.0	100.0	100.0	100.0	0.0	100.0	100.0	10
	Mayurbhanj	80.0	100.0	100.0	80.0	50.0	80.0	80.0	10
	Nuapara	100.0	100.0	100.0	100.0	100.0	100.0	100.0	10
	Total	96.7	100.0	100.0	96.7	61.7	91.7	95.0	60
Punjab	Ludhiana	33.3	100.0	111.1	0.0	11.1	0.0	66.7	9
	Total	33.3	100.0	111.1	0.0	11.1	0.0	66.7	9
Rajasthan	Ganganagar	80.0	100.0	90.0	50.0	50.0	60.0	70.0	10
	Ajmer	90.0	100.0	100.0	100.0	100.0	100.0	100.0	10
	Alwar	100.0	100.0	100.0	100.0	60.0	90.0	100.0	10
	Barmer	81.8	100.0	100.0	90.9	36.4	72.7	100.0	11
	Bhilwara	73.3	100.0	93.3	86.7	73.3	66.7	80.0	15
	Tonk	71.4	100.0	100.0	64.3	42.9	50.0	64.3	14
	Total	81.4	100.0	97.1	81.4	60.0	71.4	84.3	70
Tamilnadu	Tirunelveli	100.0	100.0	100.0	100.0	72.2	100.0	44.4	18
	Salem	111.1	111.1	111.1	111.1	111.1	111.1	100.0	9
	Dharmapuri	111.1	111.1	111.1	111.1	33.3	111.1	33.3	9
	Chennai	70.0	100.0	70.0	90.0	100.0	70.0	90.0	10
	Total	97.8	104.3	97.8	102.2	78.3	97.8	63.0	46

(Contd...)

(Contd...)

States	Districts	Admission	Attend.	Staff	Visitors	Medical	PTA Meeting	MDM	Total (N)
Uttar Pradesh	Lucknow	72.7	100.0	100.0	100.0	45.5	90.9	100.0	11
	Mirzapur	100.0	100.0	100.0	100.0	100.0	100.0	100.0	10
	Banda	80.0	100.0	100.0	100.0	60.0	100.0	100.0	10
	Fatehpur	90.0	100.0	90.0	100.0	70.0	90.0	90.0	10
	Ghaziabad	75.0	100.0	100.0	91.7	91.7	91.7	100.0	12
	Hardoi	85.0	95.0	100.0	100.0	40.0	95.0	90.0	20
	Mathura	40.0	100.0	100.0	90.0	10.0	40.0	60.0	10
	Saharanpur	100.0	100.0	100.0	10.0	80.0	0.0	90.0	10
	Sitapur	50.0	100.0	100.0	40.0	0.0	80.0	70.0	10
	Sonbhadra	100.0	100.0	100.0	100.0	90.0	70.0	90.0	10
	Varanasi	83.3	94.4	100.0	94.4	94.4	72.2	100.0	18
	Total		80.2	98.5	99.2	86.3	62.6	77.1	90.8
West Bengal	Kolkata	40.0	100.0	100.0	70.0	20.0	50.0	60.0	10
	North Dinajpur	70.0	100.0	100.0	50.0	0.0	0.0	50.0	10
	South 24 Pargana	80.0	100.0	80.0	50.0	20.0	70.0	60.0	10
	South Dinajpur	100.0	100.0	100.0	90.0	10.0	80.0	40.0	10
	Maldah	90.0	100.0	100.0	0.0	0.0	10.0	100.0	10
	Total		76.0	100.0	96.0	52.0	10.0	42.0	62.0
Gujarat	Panchmahal	88.9	100.0	100.0	100.0	11.1	11.1	33.3	9
	Total	88.9	100.0	100.0	100.0	11.1	11.1	33.3	9
9th Plan		91.5	99.8	100.0	86.7	58.3	73.0	80.1	422
10th Plan		77.7	98.7	98.2	81.2	44.9	59.6	74.1	394
Total		84.8	99.3	99.1	84.1	51.8	66.5	77.2	816

Table VI.8: Percentage of Schools Reporting on Different Aspects of MDM

Districts	MDM provided Regularly	Cooked in School	PO decides Menu	Helper Appointed	Inspection is reported
Anantapur	100.00	100.00	70.00	100.00	80.00
Krishna	100.00	100.00	5.00	85.00	100.00
Karimnagar	91.67	100.00	0.00	18.18	63.64
Nellore	100.00	90.00	60.00	90.00	100.00
Ranga Reddy	100.00	100.00	80.00	93.33	100.00
Vizianagaram	100.00	100.00	60.00	100.00	60.00
Visakhapatnam	100.00	100.00	94.44	72.22	94.44
Nagaon	100.00	100.00	0.00	100.00	0.00
Araria	100.00	100.00	38.10	80.95	38.10
Jamui	100.00	100.00	100.00	100.00	100.00
Katihar	100.00	52.00	40.00	24.00	4.00
Nalanda	100.00	100.00	50.00	100.00	70.00
Purnea	100.00	100.00	50.00	100.00	50.00
Darbhanga	100.00	100.00	30.00	90.00	10.00
Raipur	100.00	100.00	23.08	76.92	79.17
Rajnandgaon	100.00	100.00	90.00	100.00	80.00
Sarguja	100.00	100.00	55.56	77.78	100.00
Dumka	100.00	100.00	80.00	100.00	100.00
Hazaribag	100.00	100.00	30.00	90.00	100.00
Pakur	100.00	100.00	100.00	100.00	100.00
West Singbhum	100.00	100.00	40.00	100.00	60.00
Bangalore Rural	100.00	100.00	20.00	100.00	70.00
Kolar	100.00	100.00	10.00	100.00	80.00
Bagalkot	100.00	90.00	10.00	80.00	40.00
Bangalore Urban	100.00	90.00	0.00	100.00	100.00
Raichur	100.00	100.00	10.00	100.00	50.00
Rewa	100.00	100.00	100.00	90.00	90.00
Gwalior	100.00	100.00	100.00	100.00	100.00
Khargone	100.00	100.00	20.00	40.00	100.00

(Contd...)

(Contd...)

Districts	MDM provided Regularly	Cooked in School	PO decides Menu	Helper Appointed	Inspection is reported
Mandsaur	100.00	100.00	40.00	80.00	100.00
Sidhi	100.00	100.00	90.00	100.00	90.00
Ujjain	100.00	100.00	100.00	90.00	100.00
Beed	100.00	70.00	20.00	80.00	70.00
Nanded	100.00	50.00	30.00	40.00	60.00
Solapur	100.00	10.00	90.00	10.00	100.00
Thane	100.00	70.00	10.00	90.00	50.00
Bargarh	100.00	100.00	100.00	70.00	80.00
Cuttack	100.00	100.00	100.00	30.00	100.00
Ganjam	100.00	100.00	100.00	0.00	100.00
Koraput	100.00	100.00	100.00	80.00	100.00
Mayurbhanj	100.00	100.00	0.00	100.00	0.00
Nuapara	100.00	100.00	90.00	70.00	100.00
Ludhiana	90.00	88.89	88.89	88.89	100.00
Ganganagar	100.00	100.00	40.00	100.00	60.00
Ajmer	100.00	90.00	60.00	100.00	100.00
Alwar	100.00	100.00	80.00	90.00	90.00
Barmer	100.00	100.00	72.73	90.91	36.36
Bhilwara	100.00	66.67	33.33	100.00	60.00
Tonk	100.00	100.00	78.57	100.00	42.86
Tirunelveli	100.00	100.00	94.44	100.00	100.00
Salem	100.00	0.00	100.00	0.00	100.00
Dharmapuri	100.00	100.00	100.00	90.00	100.00
Chennai	100.00	30.00	80.00	60.00	100.00
Lucknow	100.00	81.82	100.00	81.82	27.27
Mirzapur	100.00	100.00	100.00	100.00	100.00
Banda	70.00	71.43	100.00	100.00	100.00
Fatehpur	100.00	100.00	90.00	100.00	10.00
Ghaziabad	100.00	41.67	75.00	41.67	91.67
Hardoi	100.00	65.00	35.00	85.00	70.00

(Contd...)

(Contd...)

Districts	MDM provided Regularly	Cooked in School	PO decides Menu	Helper Appointed	Inspection is reported
Mathura	90.00	11.11	77.78	0.00	55.56
Saharanpur	100.00	10.00	90.00	0.00	10.00
Sitapur	100.00	80.00	90.00	100.00	40.00
Sonbhadra	100.00	90.00	80.00	100.00	100.00
Varanasi	100.00	94.44	5.56	100.00	100.00
Kolkata	100.00	80.00	10.00	30.00	70.00
North Dinajpur	100.00	20.00	100.00	0.00	30.00
South 24 Pargana	100.00	30.00	20.00	70.00	80.00
South Dinajpur	100.00	40.00	20.00	10.00	60.00
Maldah	100.00	0.00	90.00	10.00	55.56
Panchmahal	55.56	60.00	0.00	20.00	0.00
9th Plan	99.53	86.52	66.19	76.12	81.90
10th Plan	97.97	80.31	45.60	74.87	58.12
All	98.78	83.56	56.37	75.53	70.57

Table VI.9: Total Number of Operational Schools Managed by Implementing Agencies and Number of Schools per NGO

Districts	Total Number of Operational Schools	Number of Implementing Agency running the School						Number of Operational Schools per NGO
		NGOs	Trade Unions	SHGs	Project Office	PRIs	Others	
Anantapur	12	11 (12)	0	0	0	0	0	1.1
Krishna	78	52 (73)	0	1 (5)	0	0	0	1.4
Karim Nagar	50	32 (50)	0	0	0	0	0	1.6
Nellore	30	22 (30)	0	0	0	0	0	1.4
Ranga Reddy	60	11 (46)	0	0	1 (14)	0	0	4.2
Vizianagram	39	39 (39)	0	0	0	0	0	1.0
Visakhapatnam	53	53 (53)	0	0	0	0	0	1.0
Nagaon	95	1 (95)	0	0	0	0	0	95.0
Araria	90	30 (90)	0	0	0	0	0	3.0
Jamui	40	15 (40)	0	0	0	0	0	2.7
Katihar	100	7 (79)	0	0	1 (21)	0	0	11.3
Nalanda	25	25 (25)	0	0	0	0	0	1.0
Purnia	40	4 (23)	1 (17)	0	0	0	0	5.8
Darbhanga	44	11 (44)	0	0	0	0	0	4.0
Raipur	102	40 (98)	0	0	1 (2)	1 (2)	0	2.5
Rajnandgaon	19	10 (19)	0	0	0	0	0	1.9
Sarguja	24	0	0	0	1 (24)	0	0	-
Dumka	40	1 (29)	0	0	1 (11)	0	0	29.0
Hazaribag	30	20 (30)	0	0	0	0	0	1.5
Pakur	19	0	0	0	1 (19)	0	0	-
West Singhbhum	28	3 (28)	0	0	0	0	0	9.3
Benglore Rural	20	16 (20)	0	0	0	0	0	1.3
Kolar	23	23 (23)	0	0	0	0	0	1.0
Bagalkot	53	52 (53)	0	0	0	0	0	1.0
Benglore Urban	40	23 (40)	0	0	0	0	0	1.7
Raichur	26	22 (26)	0	0	0	0	0	1.2
Rewa	31	14 (31)	0	0	0	0	0	2.2
Gwalior	40	31 (31)	1 (1)	1 (6)	0	0	1 (2)	1.0
Khargone	38	15 (38)	0	0	0	0	0	2.5

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Districts	Total Number of Operational Schools	Number of Implementing Agency running the School						Number of Operational Schools per NGO
		NGOs	Trade Unions	SHGs	Project Office	PRIs	Others	
Mandsaur	14	7(14)	0	0	0	0	0	2.0
Sidhi	40	0	0	0	1(40)	0	0	-
Ujjain	40	36(39)	0	1(1)	0	0	0	1.1
Beed	25	21(25)	0	0	0	0	0	1.2
Nanded	25	17(24)	0	0	1(1)	0	0	1.4
Solapur	33	24(33)	0	0	0	0	0	1.4
Thane	40	14(40)	0	0	0	0	0	2.9
Bargarh	20	0	0	0	1(20)	0	0	-
Cuttack	21	21(21)	0	0	0	0	0	1.0
Ganjam	28	24(28)	0	0	0	0	0	1.2
Koraput	20	2(3)	0	0	1(17)	0	0	1.5
Mayurbhanj	40	26(40)	0	0	0	0	0	1.5
Nuapara	20	17(20)	0	0	0	0	0	1.2
Ludhiana	20	20(20)	0	0	0	0	0	1.0
Ganganagar	40	16(40)	0	0	0	0	0	2.5
Ajmer	20	8(20)	0	0	0	0	0	2.5
Alwar	30	24(30)	0	0	0	0	0	1.3
Barmer	43	29(43)	0	0	0	0	0	1.5
Bhilwara	41	19(41)	0	0	0	0	0	2.2
Tonk	60	23(60)	0	0	0	0	0	2.6
Tiruenvelli	67	18(48)	0	6(8)	1(11)	0	0	2.7
Salem	40	1(5)	0	0	1(35)	0	0	5.0
Dharmapuri	32	0	0	0	1(32)	0	0	-
Chennai	19	13(19)	0	0	0	0	0	1.5
Lucknow	46	24(46)	0	0	0	0	0	1.9
Mirzapur	20	10(20)	0	0	0	0	0	2.0
Banda	40	20(40)	0	0	0	0	0	2.0
Fatehpur	39	15(39)	0	0	0	0	0	2.6
Ghaziabad	50	11(50)	0	0	0	0	0	4.5
Hardoi	82	48(82)	0	0	0	0	0	1.7

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(Contd...)

Districts	Total Number of Operational Schools	Number of Implementing Agency running the School						Number of Operational Schools per NGO
		NGOs	Trade Unions	SHGs	Project Office	PRIs	Others	
Mathura	32	5 (32)	0	0	0	0	0	6.4
Saharanpur	40	0	0	0	1 (40)	0	0	-
Sitapur	30	7 (30)	0	0	0	0	0	4.3
Sonbhadra	23	6 (23)	0	0	0	0	0	3.8
Varanasi	70	35 (70)	0	0	0	0	0	2.0
Kolkata	40	40 (40)	0	0	0	0	0	1.0
North Dinajpur	40	0	0	0	1 (40)	0	0	-
South 24 Pragana	40	8 (38)	0	0	0	2 (2)	0	4.8
South Dinajpur	40	3 (40)	0	0	0	0	0	13.3
Maldah	40	0	0	0	1 (40)	0	0	-
Panchmahal	9	4 (9)	0	0	0	0	0	2.3
Total	2748	1201 (2337)	2 (18)	9 (20)	16 (367)	3 (4)	1 (2)	1.9

- Note:
- (1) Figure in the parentheses suggests number of schools managed by various implementing agencies
 - (2) In Bhilwara all the schools are managed by NGOs. However, data relating number of NGOs managing these are not available.
 - (3) For the purpose of the table PS's are considered as one implementing agencies irrespective of number of schools managed by them.

Table VII.1: Enforcement Status of Labour Laws during 2005-06 and 2006-07 in the Sample Districts

Districts	Year	Inspections conducted	Violation detected	Prosecution launched	Convictions	Cases Dismissed	Cases acquitted	Cases Pending
Krishna	2005-06	3057	0	95	95	0	0	0
	2006-07	2711	0	216	216	0	0	0
Nellore	2005-06	260	0	0	0	0	0	0
	2006-07	805	450	450	209	0	0	141
Ranga Reddy	2005-06	536	87	87	0	0	87	0
	2006-07	0	734	734	0	0	714	20
Vizianagram	2005-06	986	22	22	19	0	0	15
	2006-07	853	339	339	323	0	0	31
Visakhapatnam	2005-06	1847	1847	290	11	5	0	412
	2006-07	1543	1543	474	62	9	0	615
Nagaon	2006-07	1	1	1	0	0	0	0
Araria	2005-06	5	2	–	–	7	–	–
	2006-07	6	3	1	–	–	–	9
Nalanda	2005-06	586	62	1	–	–	–	1
	2006-07	528	70	2	–	–	–	2
Purnia	2005-06	313	97	–	–	–	–	7
Darbhanga	2005-06	489	156	1	–	–	–	1
	2006-07	304	90	4	–	–	–	4
Raipur	2005-06	8	8	0	0	0	0	0
	2006-07	12	12	0	0	0	0	0
Rajnandgaon	2005-06	85	0	0	0	0	0	0
	2006-07	75	0	0	0	0	0	0
Pakur	2005-06	10	–	–	–	–	–	–
	2006-07	30	3	–	–	–	–	3
Bangalore Rural	2005-06	89	–	57	7	–	11	–
	2006-07	188	98	183	27	–	19	–
Kolar	2005-06	115	115	30	0	0	4	0
	2006-07	92	92	17	0	0	15	0
Gwalior	2005-06	511	10	10	10	0	0	1
	2006-07	124	11	11	10	0	0	3
Mandasur	2005-06	400	2	2	2	0	0	21
	2006-07	331	11	11	6	0	3	31
Sidhi	2005-06	12	0	2	0	0	0	2
	2006-07	9	2	2	0	0	0	4
Beed	2005-06	103	0	0	0	0	0	2

(Contd...)

(Contd...)

Districts	Year	Inspections conducted	Violation detected	Prosecution launched	Convictions	Cases Dismissed	Cases acquitted	Cases Pending
Nanded	2005-06	401	3	1	1	0	0	2
	2006-07	921	6	2	0	0	0	4
Solapur	2005-06	33	33	33	6	0	0	41
	2006-07	16	16	16	14	0	0	40
Thane	2005-06	172	87	87	18	0	0	69
	2006-07	86	51	51	0	0	0	171
Bargarh	2005-06	6	0	0	0	0	–	–
	2006-07	61	0	0	0	0	–	–
Cuttack	2005-06	9	0	0	0	0	0	0
	2006-07	11	1	0	0	0	0	0
Koraput	2006-07	8	49	0	0	0	–	–
Mayurbhanj	2005-06	8	25	0	0	0	0	0
	2006-07	32	9	0	0	0	0	0
Alwar	2005-06	343	2	1	500	0	0	0
	2006-07	519	0	1	0	0	0	1
Tirunelveli	2005-06	4856	0	0	8	0	0	0
Salem	2005-06	232	24	15	11	0	0	4
Dharmapuri	2005-06	290	57	57	23	0	2	32
	2006-07	51	30	30	3	0	0	27
Lucknow	2005-06	–	–	5	–	–	–	77
	2006-07	207	–	32	–	–	–	109
Mirzapur	2005-06	301	1	–	–	–	–	1
	2006-07	25	9	–	–	–	–	1
Ghaziabad	2005-06	73	–	–	–	–	–	–
	2006-07	97	9	9	–	–	–	9
Sitapur	2005-06	30	10	–	–	–	–	10
	2006-07	81	15	–	–	–	–	15
Sonbhadra	2005-06	1	222	222	1	–	109	112
Maldah	2005-06	247	0	0	0	0	0	0
	2006-07	23	0	0	0	0	0	0
Panchmahal	2005-06	19	–	48	–	–	–	85
	2006-07	11	–	–	14	–	–	71
Total		26194	6526	3652	1596	21	964	2206

Source: MoLE, GOI

Note – Districts such as Sarguja, Ujjain, Ganjam, Nuapara, Ganganagar, Ajmer, Barmer, Bhilware, Khargone, Tonk, Mathura, Varanasi have no data from 2002- 2007.

Figure VII.1: Organizational Structure and Functions of NCLP Scheme

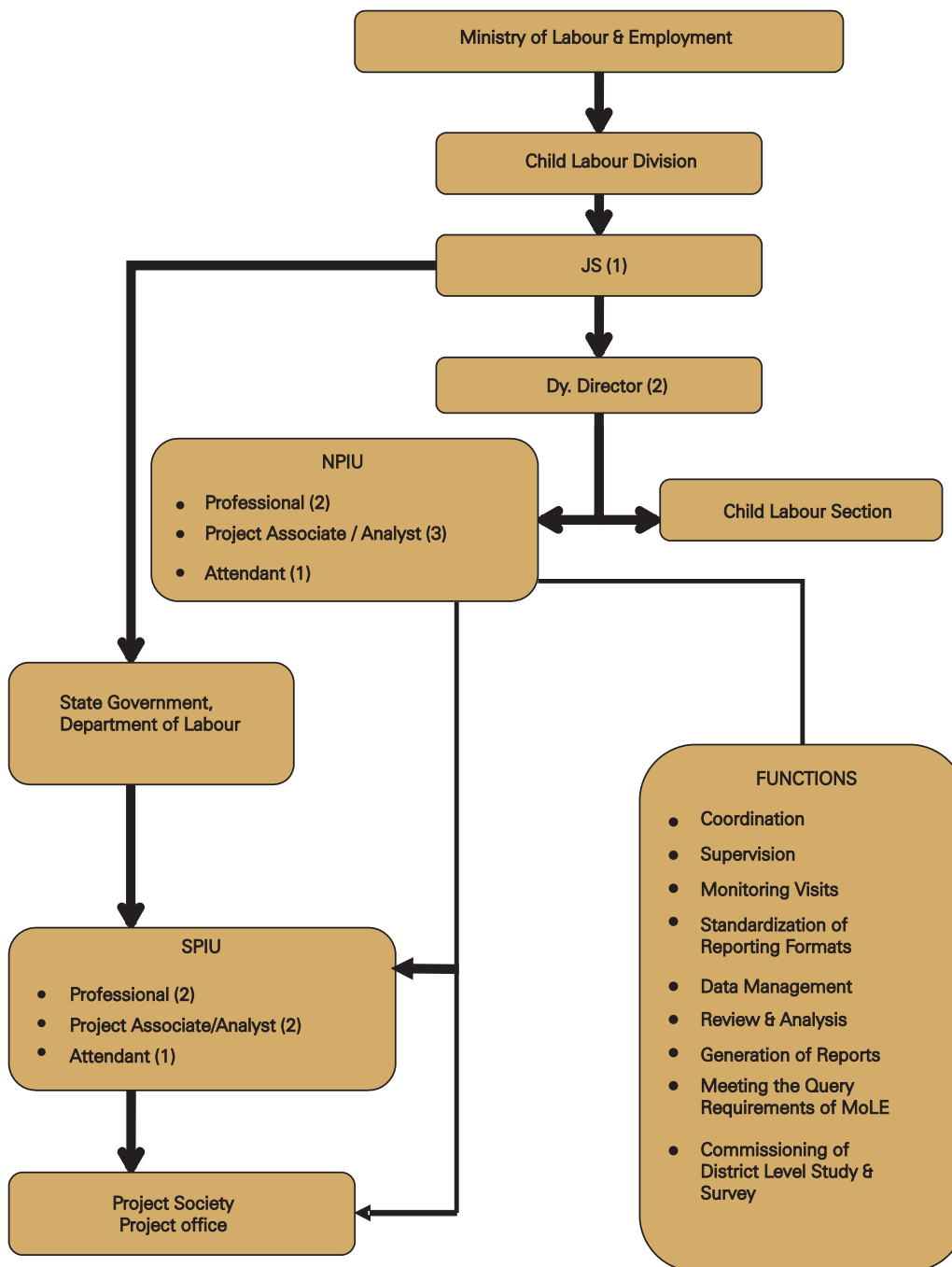


Table VII.2: State-wise Prosecutions, Convictions and Acquittals under Child Labour (Prohibition & Regulation) Act, 1986 in India (1997-2006)

States/UTs	Inspections	Violations	Prosecutions	Convictions	Acquittals
Assam	14901	546	12	0	0
Bihar	223766	25655	2193	3	0
Chandigarh	4743	0	0	0	0
Chhattisgarh	11172	550	631	4	2
Daman & Diu	3400	0	0	0	0
Delhi	27427	1628	1128	267	0
Dadra & Nagar Haveli	983	0	0	0	0
Goa	2979	35	35	7	0
Gujrat	15822	2247	500	20	0
Haryana	10329	150	113	93	0
Lakshadweep	0	0	0	0	0
Meghalaya	2869	5	5	0	0
Punjab	19139	91	103	61	0
Tamil Nadu	1388980	6955	4971	1367	12
Tripura	2957	11	5	0	0
Uttaranchal	42037	117	87	10	7
Uttar Pradesh	14160	8369	6904	340	25
A&N Island	387	74	0	0	–
Andhra Pradesh	218052	79021	40504	17279	–
Arunachal Pradesh	434	26	46	0	–
Himachal Pradesh	6246	4	4	4	–
Jammu& Kashmir	9324	82	65	5	–
Jharkhand	13542	1176	291	48	–
Karnataka	146474	13219	6436	633	–
Kerala	19726	631	25	7	–
Madhya Pradesh	37336	1258	1258	248	–
Maharashtra	152992	2161	137	33	–
Manipur	799	0	0	0	–
Mizoram	0	0	0	0	–
Nagaland	24494	0	0	0	–
Orissa	1853	1145	308	7	–
Pondicherry	85808	11511	0	2	–
Rajasthan	35365	567	1666	2147	–
Sikkim	0	0	185	0	–
West Bengal	95656	4231	79	3	–
Total	2634152	161465	67691	22588	37

Source: MoLE, GoI

Table IX.1: Impact of Awareness Generation Programmes on Parent of Enrolled Children

Districts	Percentage Parents Reporting				
	Visiting School Regularly	Knowing Child's Teacher	Knowing that Rs. 100 is paid to Child	Aware about Implementing Agency which run the School	Sharing of Experience with others
Anantapur	–	–	–	–	–
Krishna	91.50	61.00	92.00	85.50	79.00
Karimnagar	90.00	67.50	87.50	86.67	83.33
Nellore	95.56	92.22	87.78	16.00	69.00
Ranga Reddy	90.37	70.37	1.48	8.00	69.33
Viziayanagram	98.98	70.41	54.08	94.00	86.00
Visakhapatnam	93.98	66.17	33.08	36.11	60.56
Nagaon	87.92	93.70	90.42	20.42	51.67
Araria	75.71	70.00	53.33	2.86	46.67
Jamui	59.00	81.00	56.00	19.00	65.00
Katihar	79.60	58.80	50.40	3.60	56.00
Nalanda	78.00	76.00	84.00	22.00	75.00
Purnea	91.00	76.00	96.00	8.00	61.00
Darbhanga	77.00	56.00	58.00	13.00	60.00
Raipur	55.12	43.29	87.01	46.85	42.91
Rajnand Gaon	53.61	73.91	76.24	44.55	13.86
Sarguja	80.00	70.59	58.00	32.00	14.00
Dumka	61.00	96.00	70.00	6.00	43.00
Hazaribagh	75.00	76.00	67.00	0.00	38.00
Pakud	55.45	70.00	68.18	7.27	60.91
West Singhbhum	71.00	100.00	70.00	2.16	40.00
Bangalore Rural	95.00	100.00	67.00	43.00	64.00
Kolar	97.00	98.00	83.00	43.00	73.00
Bagalkot	89.00	98.00	96.00	37.00	62.00
Bangalore Urban	90.00	94.00	70.00	32.00	71.00
Raichur	91.00	92.00	93.00	32.00	67.00
Rewa	45.56	96.47	97.78	24.44	62.22
Gwalior	90.20	68.37	88.24	24.51	89.22

(Contd...)

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Districts	Percentage Parents Reporting				
	Visiting School Regularly	Knowing Child's Teacher	Knowing that Rs. 100 is paid to Child	Aware about Implementing Agency which run the School	Sharing of Experience with others
Khargone	88.00	98.98	55.00	31.00	89.00
Mandasur	87.36	99.00	97.00	26.00	97.00
Sidhi	50.00	86.49	65.00	28.75	38.75
Ujjain	86.87	76.77	73.00	32.00	84.00
Beed	86.00	91.00	93.00	66.00	86.00
Nanded	53.61	86.60	82.47	4.00	47.00
Solapur	98.00	92.00	99.00	14.00	77.00
Thane	56.00	94.00	86.00	20.00	59.00
Bargarh	60.00	76.00	94.00	10.00	17.00
Cuttack	78.79	86.00	86.00	64.00	86.00
Ganjam	95.00	93.00	95.00	100.00	74.00
Koraput	66.00	97.00	94.00	36.00	39.00
Mayurbhanj	56.38	66.00	74.00	8.00	54.00
Nuapara	47.00	87.00	78.00	14.00	7.00
Ludhiana	62.00	36.36	79.00	18.00	88.00
Ganganagar	73.00	90.00	92.00	28.00	70.00
Ajmer	91.00	87.00	98.00	37.00	73.00
Alwar	75.00	75.00	87.00	35.00	62.00
Barmer	67.27	81.82	66.36	31.82	55.45
Bhilwara	78.67	93.33	85.33	30.67	57.33
Tonk	76.43	91.43	92.14	41.43	69.29
Tirunelveli	98.90	95.58	99.45	4.42	86.19
Salem	99.01	100.00	100.00	0.00	75.25
Dharmapuri	96.04	95.05	95.05	7.92	86.14
Chennai	82.52	88.35	56.86	44.66	85.44
Lucknow	57.27	36.36	72.73	23.64	59.09
Mirzapur	65.00	81.00	97.00	61.00	92.00
Banda	98.00	97.00	96.00	3.00	76.00

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Districts	Percentage Parents Reporting				
	Visiting School Regularly	Knowing Child's Teacher	Knowing that Rs. 100 is paid to Child	Aware about Implementing Agency which run the School	Sharing of Experience with others
Fatehpur	86.00	63.00	97.00	5.00	57.00
Ghaziabad	85.00	89.17	86.67	5.00	72.50
Hardoi	80.00	84.50	98.50	23.50	64.00
Mathura	85.00	67.00	92.00	7.00	25.00
Saharanpur	65.00	55.00	92.00	3.00	92.00
Sitapur	56.00	98.00	96.00	18.00	92.00
Sonbhadra	83.00	89.00	99.00	63.00	86.00
Varanasi	56.67	88.89	87.22	18.89	88.89
Kolkata	52.04	92.86	68.00	6.00	64.00
North Dinajpur	100.00	97.98	92.93	2.00	99.00
South 24 Pargana	67.00	80.00	61.00	28.00	69.00
South Dinajpur	81.82	86.00	92.00	52.00	91.00
Maldah	55.00	95.96	73.00	1.00	45.00
Panchmahal	28.89	43.33	20.00	1.11	41.11

Table IX.2: List of Variables used for Generating Performance Indicators

Components	Abbreviated Name of Variables	Explanation of Variables
Financial		
1	Exp_alloc.	% of total Expenditure to allocation
2	Exp.STA	%Expenditure of survey, Teacher's training and Awareness generation to allocation
3	Avgdum_FP	Average of dummy components for other financial programme
	a. Timlygrant (dummy)	Grant reached on time
	b. Po'sformat_Mexp. (dummy)	Po's format to monitor monthly expenditure
	c. RegAudit (dummy)	Regular Audit done
	d. Fund_OS (dummy)	Fund got from other sources
Survey		
1	FundUt_Sv	% of Fund Utilized
2	R_age_hg	Ratio of 9-14 hazardous identified to Total hazardous identified
3	R_TH_T	Ratio of total hazardous identified to Total identified
4	R_ag-h.9-14	Ratio of 9-14 hazardous identified to Total 9-14(H&NH)
5	Avgdum_Sv	Average of dummy components of survey
	a. Regsurvey (dummy)	District conducted survey regularly
	b. Survey_ent.dist. (dummy)	District conducted survey in entire district
	c. Distpre_DCF (dummy)	District prepared DCF for survey
	d. POsuperSv (dummy)	PO supervised the survey
Infrastructure		
1	Sch_Rent	% schools running at rented building
2	Sch_Sitt	% schools providing sitting arrangement
3	Sch_drink	% schools with drinking water facility
4	Sch_Toil	% schools providing Toilet facility
5	Sch_gtoil	% schools having separate toilet for girls
6	Sch_playg	% schools with playground

(Contd...)

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Components	Abbreviated Name of Variables	Explanation of Variables
Enrollment		
1	PR_9-14	Proportion enrolled in 9-14age
2	PR 9-14-g	Proportion of girls enrolled in9-14age
3	Annual_Enroll.	annual enrollment
4	Renroll.Girls_Boys	Ratio of enrolled girls to boys
Awareness Generation		
1	FundUt_Agp	% fund utilized for awareness generation programme
2	Persch.aep_Agp	Per school expenditure for aware generation programme
3	Avgdummy_Agp	Average of dummy components of awareness generation
	a. Pocarr_Agp (dummy)	PO carrying out awareness generation programme
	b. Reg_Agp (dummy)	Awareness generation programme carrying out regularly
	c. Mmeans_Agp (dummy)	Modern means of awareness generation programme adopted
	d. ComuAssoW_Agp (dummy)	Community associated with awareness generation programme
Mainstreaming and Tracking		
1	PR_Fmains	% Of mainstreamed children to fresh enrollment
2	g-b_mains	ratio of Girls mainstreamed to Boys mainstreamed
3	PR_Tmains	% of mainstreamed to total enrollment
4	Avgdum_MTS	Average of dummy important components of Mainstreaming & tracking system
	a. Mech_monmains (dummy)	Mechanism developed by Po to monitor mainstreamed
	b. Dist_DOD (dummy)	Districts maintaining dropout data
	c. trac.Mstm_Fsch (dummy)	Tracking mainstreamed to formal school

Table IX.3: Values of different Variables Considered for Ranking

Districts	Financial Performance			Survey				Infrastructure						Enrollement				Awareness Generation			Mainstreaming and Tracking System					
	Exp_alloc.	Exp_STA	Avgdum_FP	Fundtsv	R_ag_hg	R_TH-T	R_ag-h-9-14	Avgdum_Sv	Sch_Rent	Sch_Sitt	Sch_drink	Sch_toll	Sch_toll	Sch_gtoll	Sch_playg	Proportion of children enrolled in 9-14 age				Fundt_Agp	Persch_exp_Agp	Avgdum_Ag	PR_Fmains	g-b_mains	Mstm_Tenroll	Avgdum_MTS
																PR_9-14	PR_g-9-14	Anu_F_enroll	R_g-b_enroll							
Ajmer	82.94	38.60	0.50	41.78	1.00	1.00	1.00	0.00	90.00	70.00	100.00	90.00	30.00	60.00	60.00	76.00	82.14	0.34	1.05	43.22	0.14	0.50	79.16	1.18	26.90	0.00
Alwar	97.79	0.77	0.25	1.89	1.00	1.00	1.00	0.00	80.00	70.00	80.00	80.00	30.00	60.00	60.00	76.00	84.62	0.39	2.11	0.00	0.00	0.50	47.04	0.01	18.23	0.00
Anantpur	93.20	0.00	0.75	0.00	0.00	0.00	0.00	0.00	100.00	10.00	100.00	90.00	40.00	50.00	50.00	70.00	71.79	0.96	1.04	0.00	0.00	0.75	99.83	0.93	96.23	0.67
Araia	16.67	0.00	0.00	0.00	1.00	0.70	1.00	1.00	100.00	42.86	90.48	19.05	0.00	57.14	75.71	79.52	0.25	1.18	0.00	0.00	0.00	0.00	0.00	-	0.00	0.00
Bagalkot	66.15	15.76	0.50	0.00	0.75	0.78	1.00	0.75	100.00	10.00	10.00	50.00	20.00	30.00	30.00	78.00	76.47	0.33	1.39	0.00	0.00	1.00	0.00	-	0.00	0.00
Banda	22.02	0.00	0.50	65.82	0.00	0.00	0.00	0.00	100.00	80.00	90.00	90.00	30.00	50.00	50.00	82.00	79.17	0.25	1.50	10.00	0.02	0.75	0.00	-	0.00	0.00
Bangalore(R)	93.53	30.00	0.00	19.09	0.69	0.70	1.00	1.00	100.00	0.00	60.00	70.00	50.00	20.00	20.00	77.00	74.19	0.53	1.36	18.40	0.04	1.00	80.72	1.54	42.39	0.33
Bangalore(U)	98.47	21.22	0.75	0.00	0.00	0.00	0.00	0.00	80.00	60.00	60.00	90.00	20.00	20.00	20.00	70.00	66.67	0.34	0.00	0.00	0.00	1.00	58.35	0.89	19.88	0.33
Bargath	77.91	0.00	1.00	53.16	0.00	0.00	0.00	0.50	100.00	90.00	30.00	30.00	10.00	10.00	10.00	95.00	96.00	0.47	1.00	40.40	0.13	0.75	68.32	1.15	32.38	0.67
Barmer	59.63	42.08	0.25	37.09	1.00	1.00	1.00	0.00	100.00	63.64	90.91	54.55	18.18	81.82	74.55	72.00	0.17	1.57	1.34	0.00	0.00	0.50	0.00	-	0.00	0.00
Beed	89.81	15.34	0.25	0.00	1.00	1.00	1.00	0.75	90.00	50.00	100.00	50.00	20.00	60.00	60.00	87.00	81.48	0.11	1.00	0.82	0.00	1.00	8.40	0.75	2.88	0.00
Bhilwara	71.76	6.05	0.50	39.24	1.00	1.00	1.00	0.00	93.33	73.33	73.33	26.67	0.00	46.67	70.00	73.17	0.17	0.96	2.27	0.00	0.00	0.50	0.00	-	0.00	0.00
Chennai	79.41	5.98	0.00	4.85	0.50	0.50	0.50	0.50	70.00	50.00	90.00	50.00	20.00	50.00	68.35	75.35	0.17	0.81	32.21	0.11	1.00	0.00	0.00	-	0.00	0.6
Cuttack	82.84	26.07	0.25	3.64	1.00	1.00	1.00	0.75	100.00	30.00	70.00	30.00	0.00	10.00	67.00	67.92	0.42	0.68	12.32	0.02	0.50	53.41	1.21	22.41	0.33	
Darbhanga	58.33	13.22	0.33	16.36	0.75	0.80	0.60	0.33	100.00	60.00	60.00	50.00	0.00	20.00	84.00	90.32	0.20	1.11	0.00	0.00	0.00	0.50	0.00	-	0.00	0.33
Dharmapuri	81.78	30.64	0.75	0.00	1.00	1.00	1.00	0.00	70.00	50.00	60.00	40.00	0.00	50.00	93.07	94.12	0.28	1.27	58.21	0.11	1.00	72.41	0.90	20.07	0.67	
Dumka	77.88	20.68	0.50	18.07	1.00	1.00	1.00	1.00	0.00	10.00	60.00	0.00	20.00	20.00	87.00	88.00	0.40	0.41	20.64	0.03	1.00	50.00	1.06	20.00	0.67	
Fatehpur	43.44	25.94	0.25	45.55	0.83	0.96	0.50	0.51	40.00	90.00	100.00	70.00	10.00	60.00	96.00	94.00	0.25	1.08	18.40	0.03	1.00	0.00	0.00	-	0.00	1.00
Ganganagar	80.00	18.23	0.50	41.89	1.00	1.00	1.00	0.00	100.00	100.00	100.00	90.00	20.00	60.00	72.00	69.64	0.25	0.30	4.42	0.01	0.50	0.00	0.00	-	0.00	0.00

(Contd...)

(Contd...)

Districts	Financial Performance			Survey				Infrastructure						Enrollement				Awareness Generation			Mainstreaming and Tracking System				
	Exp_alloc.	Exp_STA	Avgdum_FP	Fundtsv	R_ag_hg	R_TH-T	R_ag-h-9-14	Avgdum_Sv	Sch_Rent	Sch_Sitt	Sch_drink	Sch_toll	Sch_gtoll	Sch_playg	PR_9-14	PR_g-9-14	Anu_F_enroll	R_g-b_enroll	FundUt_Agp	Persch.exp_Agp	Avgdum_Ag	PR_Fmains	g-b mains	Mstm_Tenroll	Avgdum_MTS
Ganjam	97.66	28.91	0.75	49.18	1.00	1.00	1.00	100.00	0.00	50.00	50.00	0.00	0.00	75.00	73.08	0.21	1.47	18.85	0.04	0.25	0.00	0.00	-	0.00	0.00
Ghaziabad	99.27	16.20	0.50	40.73	0.77	1.00	1.00	91.67	83.33	83.33	58.33	0.00	41.67	81.67	71.67	0.33	0.99	2.40	0.00	0.50	5.66	0.47	5.66	0.67	
Gwalior	90.00	11.46	0.75	0.00	1.00	1.00	1.00	100.00	100.00	100.00	100.00	30.00	60.00	92.16	92.86	0.42	1.31	9.44	0.01	0.75	63.20	1.35	26.49	0.67	
Hardoi	17.79	9.75	0.25	29.56	0.76	0.89	1.00	95.00	95.00	45.00	55.00	5.00	20.00	77.00	76.64	0.13	1.12	0.00	0.00	0.50	0.00	-	0.00	0.33	
Hazaribag	88.41	11.07	0.75	27.27	0.93	0.67	1.00	60.00	100.00	80.00	90.00	50.00	30.00	77.00	75.51	0.13	0.96	0.00	0.00	0.75	22.13	0.21	11.07	0.00	
Jamui	65.41	5.72	0.50	14.71	1.00	0.58	0.58	80.00	80.00	70.00	10.00	0.00	0.00	73.00	83.08	0.33	0.81	0.00	0.00	0.75	100.00	1.57	32.92	0.67	
Karim Nagar	95.00	22.98	0.75	0.00	1.00	0.60	0.60	91.67	8.33	50.00	33.33	25.00	16.67	77.50	81.54	0.44	2.39	54.24	0.07	0.75	67.14	1.05	29.28	0.67	
Katihar	61.54	11.18	0.50	33.51	1.00	0.16	1.00	100.00	16.00	52.00	28.00	8.00	36.00	72.40	69.72	0.25	0.51	0.00	0.00	0.50	0.00	-	0.00	0.00	
Khargone	84.62	9.98	0.00	0.00	1.00	0.08	0.75	100.00	60.00	100.00	90.00	70.00	50.00	72.00	77.78	0.20	1.02	22.40	0.04	0.75	0.00	-	0.00	0.33	
Kolar	70.37	9.44	0.75	4.36	0.00	0.00	0.75	80.00	10.00	60.00	80.00	30.00	20.00	88.00	87.69	0.24	0.96	16.00	0.04	1.00	0.00	-	0.00	0.00	
Kolkata	89.10	13.70	0.75	0.00	1.00	1.00	1.00	70.00	80.00	70.00	70.00	10.00	30.00	82.00	81.63	0.37	0.90	31.01	0.05	0.50	45.13	0.83	16.79	0.00	
Koraput	97.03	27.01	1.00	47.20	1.00	1.00	1.00	80.00	0.00	20.00	10.00	0.00	30.00	96.00	96.15	0.39	0.79	14.43	0.05	0.50	50.28	1.09	19.85	0.33	
Krishna	96.54	38.62	0.50	50.00	1.00	0.62	1.00	70.00	15.00	90.00	80.00	75.00	60.00	82.50	86.11	0.21	1.18	38.34	0.03	1.00	89.17	2.35	55.46	0.33	
Lucknow	89.26	17.12	0.75	41.07	0.67	1.00	1.00	90.91	100.00	100.00	54.55	29.09	40.00	81.82	81.48	0.75	0.77	3.60	0.00	0.75	0.00	-	0.00	0.67	
Ludhiana	91.79	16.33	0.75	0.00	0.00	0.00	0.75	40.00	100.00	80.00	100.00	80.00	40.00	83.00	75.93	0.89	0.73	23.12	0.04	0.50	0.00	-	0.00	0.00	
Maldah	76.11	6.01	0.00	0.00	1.00	1.00	0.75	0.00	90.00	70.00	30.00	10.00	50.00	96.00	97.22	0.33	2.40	13.62	0.02	0.50	0.00	-	0.00	0.00	
Mandasur	31.88	9.59	0.25	14.05	0.00	0.46	0.00	80.00	100.00	100.00	70.00	20.00	70.00	74.00	72.73	0.55	0.79	6.94	0.03	0.75	29.26	0.86	16.00	0.33	
Mathura	68.39	9.22	0.00	19.78	0.86	1.00	1.00	100.00	70.00	50.00	50.00	10.00	0.00	82.00	85.11	0.12	1.07	2.75	0.01	0.75	7.30	0.64	2.63	0.33	
Mayurbhanj	93.30	36.98	0.50	49.96	1.00	1.00	1.00	100.00	0.00	40.00	10.00	0.00	0.00	62.00	58.00	0.97	1.22	39.74	0.06	0.75	98.29	1.00	95.60	0.00	

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Districts	Financial Performance			Survey				Infrastructure						Enrollement				Awareness Generation			Mainstreaming and Tracking System				
	Exp_alloc.	Exp_STA	Avgdum_FP	Fundtsv	R_ag_hg	R_TH-T	R_ag-h-9-14	Avgdum_Sv	Sch_Rent	Sch_Sitt	Sch_drink	Sch_toll	Sch_gtoll	Sch_playg	PR_9-14	PR_g-9-14	Anu_F_enrol	R_g-b_enrol	FundUt_Agp	Persch.exp_Agp	Avgdum_Ag	PR_Fmains	g-b mains	Mstm_Tenroll	Avgdum_MTS
Mirzapur	93.30	45.87	0.25	12.55	1.00	0.70	0.70	0.50	100.00	90.00	30.00	40.00	20.00	70.00	98.00	97.96	0.10	1.13	21.62	0.07	1.00	89.98	0.05	34.51	0.67
Nagaon	98.77	11.00	0.50	50.00	0.00	1.00	0.00	0.00	91.67	100.00	58.33	41.67	8.33	33.33	69.58	68.31	0.25	0.95	38.54	0.03	0.50	1.55	0.74	1.55	0.33
Nalanda	54.55	13.98	0.50	5.25	1.00	1.00	1.00	1.00	100.00	90.00	90.00	100.00	20.00	10.00	68.00	67.86	0.34	0.97	18.69	0.05	0.75	53.60	0.82	18.06	0.3
Nanded	100.00	57.25	0.50	10.00	1.00	0.18	0.18	1.00	90.00	90.00	80.00	80.00	20.00	70.00	68.00	62.22	0.23	0.90	29.63	0.07	0.50	0.00	-	0.00	0.3
Nellore	100.00	17.53	0.50	0.00	0.00	0.00	0.00	0.00	90.00	20.00	80.00	50.00	30.00	50.00	71.00	69.49	0.49	1.20	15.71	0.03	0.75	77.50	1.25	37.77	0.3
North Dinajpur	97.73	29.65	0.75	42.18	1.00	1.00	1.00	1.00	100.00	60.00	90.00	70.00	20.00	40.00	86.00	80.77	0.25	1.06	2.56	0.00	0.75	0.00	-	0.00	0.67
Nuapara	103.87	0.00	0.25	47.27	1.00	1.00	1.00	0.50	70.00	0.00	30.00	10.00	10.00	20.00	98.00	98.00	0.52	1.16	19.84	0.06	0.50	67.11	1.11	35.03	0.67
Pakur	60.42	22.38	0.25	0.00	1.00	1.00	1.00	0.00	45.45	0.00	18.18	9.09	0.00	0.00	87.27	86.67	0.37	1.21	0.00	0.00	0.50	96.72	1.47	35.70	0.67
Panchmahal	19.41	6.35	0.33	18.00	0.33	0.47	0.47	0.33	88.89	68.89	88.89	66.67	22.22	33.33	67.78	67.35	0.25	0.77	0.00	0.00	0.00	0.00	-	0.00	0.00
Purnea	68.42	20.89	0.50	0.58	0.00	0.00	0.00	0.50	80.00	40.00	50.00	0.00	0.00	50.00	85.00	83.05	0.25	0.91	19.81	0.03	0.75	0.00	-	0.00	0.00
Raichur	100.00	10.60	0.50	3.82	1.00	0.50	0.52	1.00	70.00	10.00	60.00	30.00	20.00	30.00	80.00	80.65	0.58	1.10	41.12	0.10	0.75	73.94	2.31	43.20	0.67
Raipur	79.85	0.00	0.75	34.44	1.00	0.52	0.52	0.00	80.77	84.62	57.69	42.31	15.38	42.31	79.92	82.71	0.18	2.07	0.00	0.00	0.50	13.25	1.15	7.28	0.67
Rajnandgaon	49.17	26.06	0.75	0.00	1.00	0.33	0.33	0.75	80.00	80.00	80.00	30.00	20.00	40.00	67.33	60.78	0.51	1.04	0.00	0.00	0.50	0.00	-	0.00	0.67
Ranga Reddy	70.61	40.32	0.25	50.00	0.00	0.00	0.00	1.00	66.67	13.33	100.00	93.33	86.67	40.00	82.00	87.76	0.81	0.83	20.00	0.02	0.50	93.75	1.40	76.03	1.00
Rewa	81.98	0.00	0.25	49.91	0.75	0.44	0.90	0.75	90.00	70.00	80.00	50.00	10.00	40.00	63.33	82.61	0.33	0.71	30.96	0.06	0.33	0.00	-	0.00	0.00
Saharanpur	96.56	6.25	0.25	0.00	1.00	1.00	1.00	0.50	70.00	90.00	80.00	70.00	30.00	40.00	73.00	67.31	0.27	0.83	0.00	0.00	0.25	36.99	1.43	9.85	0.33
Salem	78.12	44.17	0.75	0.00	0.00	0.00	0.00	1.00	60.00	0.00	70.00	50.00	10.00	30.00	83.17	76.60	0.81	0.20	88.80	0.14	0.50	93.04	1.04	75.12	0.67
Sarguja	89.44	34.65	0.25	35.82	0.00	0.00	0.00	1.00	0.00	55.56	100.00	88.89	22.22	88.89	59.00	62.50	0.59	0.27	27.52	0.07	0.50	0.00	-	0.00	0.33

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(Contd...)

Districts	Financial Performance			Survey				Infrastructure						Enrollement				Awareness Generation		Mainstreaming and Tracking System					
	Exp_alloc.	Exp_STA	Avgdum_FP	Fundtsv	R_ag_hg	R_TH-T	R_ag-h-9-14	Avgdum_Sv	Sch_Rent	Sch_Sitt	Sch_drink	Sch_toil	Sch_gtoil	Sch_playg	PR_9-14	PR_g-9-14	Anu_F_enrol	R_g-b_enrol	FundUt_Agp	Persch.exp_Agp	Avgdum_Ag	PR_Fmains	g-b_mains	Mstm_Tenroll	Avgdum_MTS
Sidhi	67.50	16.23	0.25	37.33	0.00	0.00	0.00	0.75	100.00	100.00	90.00	30.00	0.00	80.00	77.50	80.95	0.25	0.96	3.89	0.01	0.33	0.85	0.55	0.85	0.37
Sitapur	9.76	1.62	0.25	4.00	1.00	1.00	1.00	0.00	100.00	100.00	60.00	30.00	0.00	40.00	79.00	78.43	0.25	0.83	0.00	0.00	0.75	0.00	-	0.00	0.00
Solapur	93.10	89.01	0.75	96.29	1.00	1.00	1.00	0.25	90.00	100.00	100.00	70.00	60.00	50.00	92.00	94.00	0.65	0.95	80.91	0.15	0.25	70.03	2.58	45.55	0.33
Sonbhadra	97.53	10.72	0.25	16.55	1.00	1.00	1.00	0.00	100.00	100.00	40.00	0.00	0.00	90.00	95.00	97.73	0.25	1.22	7.95	0.02	1.00	0.00	-	0.00	0.67
South 24 Pragma	99.71	29.76	0.25	14.55	0.00	0.00	0.00	0.00	60.00	80.00	60.00	80.00	10.00	60.00	79.00	78.00	0.90	1.14	30.42	0.05	0.50	92.24	1.10	82.82	0.67
South Dinajpur	96.97	23.63	0.75	0.00	0.00	0.00	0.00	0.00	100.00	100.00	70.00	60.00	10.00	30.00	73.00	76.92	0.35	0.93	53.49	0.08	0.50	56.82	1.04	19.97	0.33
Thane	75.91	15.92	0.75	21.82	0.86	0.94	1.00	0.75	100.00	70.00	80.00	60.00	20.00	10.00	80.00	80.77	0.10	1.00	14.54	0.04	1.00	13.41	2.74	2.61	0.33
Tirunelveli	95.23	40.55	0.75	0.00	0.00	0.00	0.00	0.00	94.44	77.78	55.56	66.67	5.56	0.00	83.98	83.76	0.37	1.41	71.49	0.07	0.75	61.95	1.57	23.12	1.00
Tonk	92.66	17.88	0.75	43.35	1.00	1.00	1.00	1.00	100.00	57.14	71.43	71.43	21.43	57.14	73.57	76.32	0.34	0.42	5.26	0.01	0.50	37.97	1.05	12.75	0.00
Ujjain	92.62	0.00	0.25	0.00	0.00	0.00	0.00	0.75	100.00	110.00	80.00	100.00	20.00	60.00	76.00	75.93	0.42	1.11	0.00	0.00	0.75	70.67	1.18	30.00	1.00
Varanasi	73.36	6.86	0.50	7.44	0.57	0.65	0.50	0.50	75.00	27.78	55.56	55.56	5.56	61.11	64.44	78.24	0.45	1.10	42.00	0.06	0.50	39.91	1.43	18.04	0.67
Visakhapatnam	92.58	0.47	0.75	1.27	0.87	0.51	0.47	0.25	72.22	16.67	72.22	61.11	50.00	33.33	75.56	72.82	0.95	2.57	0.00	0.00	0.75	91.31	1.28	87.19	0.67
Vizaynagar	60.20	0.14	0.50	0.36	1.00	0.59	0.59	0.50	70.00	40.00	100.00	100.00	90.00	70.00	77.00	76.67	0.47	1.19	0.00	0.00	0.75	98.84	1.50	92.43	0.33
West Singhbhum	96.19	11.38	0.75	3.38	0.50	0.18	0.18	0.75	0.00	70.00	50.00	20.00	0.00	10.00	68.00	74.51	0.41	1.00	20.00	0.10	1.00	99.08	0.98	40.66	0.67
All India	84.11	17.84	0.48	20.54	0.90	0.59	0.57	0.49	83.64	59.10	69.96	53.11	19.54	37.85	79.16	79.63	0.56	1.04	17.92	0.03	0.67	51.62	1.19	29.37	0.38

Table IX.4: Component-wise Consolidated Index

Districts	Financial	Survey	Infrastructure	Enrolment	Awareness	Mainstreaming
Ajmer	139.73	131.78	141.75	90.37	261.75	86.02
Alwar	57.55	92.94	135.84	118.52	24.88	38.50
Anantapur	89.02	0.00	130.95	112.91	37.31	193.71
Araria	6.61	111.16	84.70	88.49	0.00	0.00
Bagalkot	90.39	108.63	71.09	96.90	49.75	0.00
Banda	43.45	64.09	139.78	98.00	74.02	0.00
Bangalore Rural	93.13	133.35	107.65	103.78	131.57	129.50
Bangalore Urban	130.77	0.00	101.27	58.29	49.75	85.90
Bargarh	100.32	72.17	74.80	105.40	258.76	128.57
Barmer	119.63	127.22	128.18	91.43	30.16	0.00
Beed	81.62	121.71	115.03	82.22	53.63	22.28
Bhilwara	74.46	129.31	85.67	75.54	32.84	0.00
Chennai	42.65	70.69	104.26	72.13	232.43	43.86
Cuttack	98.91	125.25	58.88	77.55	70.10	92.27
Darbhanga	70.73	94.19	75.64	90.44	24.88	21.93
Dharmapuri	141.76	91.10	76.91	101.85	289.77	114.89
Dumka	104.23	149.51	42.98	82.83	125.52	107.32
Fatehpur	83.06	133.64	114.09	97.09	118.15	65.79
Ganganagar	100.50	131.89	143.67	63.11	41.09	0.00
Ganjam	144.82	138.99	47.53	91.41	96.25	0.00
Ghaziabad	104.35	125.65	98.27	86.98	32.82	61.31
Gwalior	109.17	121.71	155.34	108.56	71.97	125.47
Hardoi	42.64	110.68	86.77	80.80	24.88	21.93
Hazaribag	107.81	104.79	143.32	76.66	37.31	24.49
Jamui	71.33	86.57	58.32	83.47	37.31	153.36
Karim Nagar	132.68	63.57	71.65	127.09	216.78	123.32
Katihar	80.00	106.53	68.29	68.21	24.88	0.00
Khargone	52.18	58.42	170.65	80.69	121.67	21.93
Kolar	97.62	34.86	92.56	88.89	129.89	0.00
Kolkata	112.99	91.10	96.89	89.78	138.70	53.54
Koraput	158.38	177.88	37.05	97.19	103.98	86.05
Krishna	145.17	154.73	155.13	90.85	156.66	161.71
Lucknow	119.45	164.65	129.69	103.41	49.68	43.86
Ludhiana	118.98	30.61	172.47	107.34	115.39	0.00
Maldah	41.40	121.71	82.02	133.37	74.86	0.00

(Contd...)

(Contd...)

Districts	Financial	Survey	Infrastructure	Enrolment	Awareness	Mainstreaming
Mandasur	47.91	29.22	137.82	89.62	86.15	67.78
Mathura	44.33	148.02	75.80	83.61	48.66	41.07
Mayurbhanj	140.80	139.75	32.59	110.64	183.21	150.05
Mirzapur	140.06	102.89	112.89	93.17	168.23	117.93
Nagaon	94.41	82.64	95.23	77.37	125.96	39.56
Nalanda	82.46	137.03	119.59	81.21	126.21	80.57
Nanded	181.34	85.10	135.36	72.80	165.84	21.93
Nellore	107.11	0.00	105.93	94.97	104.47	117.94
North Dinajpur	146.23	172.99	114.93	89.08	46.71	43.86
Nuapara	58.52	157.54	41.57	112.95	133.62	129.40
Pakur	83.12	91.10	16.24	100.44	24.88	151.97
Panchmahal	42.47	70.58	112.87	72.23	0.00	0.00
Purnea	100.87	20.97	61.15	86.01	110.02	0.00
Raichur	94.16	101.14	70.75	103.09	228.34	164.90
Raipur	83.73	91.59	98.73	109.20	24.88	80.67
Rajnandgaon	120.27	75.45	101.65	88.27	24.88	43.86
Ranga Reddy	120.69	89.50	161.70	109.70	86.22	205.34
Rewa	49.85	142.16	98.57	78.04	146.34	0.00
Saharanpur	67.32	111.51	123.56	76.12	12.44	78.20
Salem	165.59	40.82	66.06	91.29	350.84	174.72
Sarguja	117.56	75.69	125.48	70.98	159.11	21.93
Sidhi	74.44	66.96	114.21	84.06	30.69	36.72
Sitapur	24.26	95.00	89.45	80.66	37.31	0.00
Solapur	255.33	195.06	165.13	110.59	340.52	148.78
Sonbhadra	76.04	107.21	97.29	101.24	89.58	43.86
South 24 Praganas	112.50	14.16	108.87	117.13	136.53	182.11
South Dinajpur	134.67	0.00	105.37	85.19	221.22	88.38
Thane	111.91	137.94	99.02	79.01	118.94	88.12
Tirunelveli	165.60	0.00	79.65	103.46	247.57	148.51
Tonk	122.23	174.12	118.91	72.33	41.36	51.23
Ujjain	54.07	30.61	144.87	93.42	37.31	150.26
Varanasi	76.62	79.96	85.09	91.55	167.15	108.58
Viziaynagaram	58.85	83.61	188.03	97.92	37.31	180.05
Visakhapatnam	89.65	64.55	112.81	151.29	37.31	189.15
West Singhbhum	111.48	57.62	42.33	87.28	202.83	147.12
All India	100.00	100.00	100.00	100.00	100.00	100.00

Table X.1 (A): Financial Implications for NPIU

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7
				Amount (in Rs.)		
				Per Month (Col.3 x Col.4)	Per Year (Col.5 x 12)	Per Plan Period (Col.6 x 5)
A-I: Remuneration						
Sl. No.	Items of Expenditure	Nos.	Remuneration per Month			
1	Professional	2	40,000	80,000	960000	4800000
2	Project Associate/Analyst	3	12,000	36,000	432000	2160000
3	Attendant	1	5000	5,000	60000	300000
Total				121,000	1,452,000	7,260,000
A-II: Office & Support Expenses						
Sl. No.	Items of Expenditure					
1	Recurring		@ Rs.25,000 per Month	25,000	300000	1500000
2	Non Recurring (Furniture, Computer, Printer, Phone, Fax, etc.)					600000
Total				25,000	300,000	2,100,000
A-III: Travel Expenses						
Sl. No.	Items of Expenditure	Units	Provision per Unit			
1	Local Travel	5 per Month (approx.)	@ of Rs.700 per Visit	3500	42000	210000
2	TA/DA for Monitoring Visits to the States	20x2=40 ^	@ of Rs. 15,000 per Visit		600000	3000000
3	TA/DA for the Monitoring Visits to the Districts	50*			750000	3750000
Total				3,500	1,392,000	6,960,000
A-IV: MISC. Expenses					50,000	250,000
Grand Total (I+II+III+IV)				149,500	3,194,000	16,570,000

Note: ^Each of the 20 NCLP States have to be visited twice in financial year
*On an average 50 NCLP districts have to be visited once in a financial year

Table X.1 (B): Financial Implications for One SPIU

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7
				Amount (in Rs.)		
				Per Month (Col.3 x Col.4)	Per Year (Col.5 x 12)	Per Plan Period (Col.6 x 5)
B-I: Remuneration						
Sl. No.	Items of Expenditure	Nos.	Remuneration per Month			
1	Professional	2	30,000	60,000	720000	3600000
2	Project Associate/Analyst	2	10,000	20,000	240000	1200000
3	Attendant*	1	4000	4,000	48000	240000
Total				84,000	1008000	5040000
B-II: Office & Support Expenses						
SL. No.	Items of Expenditure					
1	Recurring		@ Rs. 20,000 per Month	20,000	240000	1200000
2	Non Recurring (Furniture, Computer, Printer, Phone, Fax, etc.)					500000
Total				20,000	240000	1700000
B-III: Travel Expenses						
Sl. No.	Items of Expenditure	Units	Provision per Unit			
1	Local Travel	5 per Month (approx.)	@ of Rs.500 per Visit	2500	30000	150000
2	TA/DA for the Monitoring Visits to the Districts	5 per Year (approx.)	@ of Rs. 15,00 per Visit		7500	37500
Total				2,500	37,500	187,500
B-IV: Expenses for Awareness Generation Programme					200000	1000000
B-V: MISC. Expenses					50,000	250,000
Grand Total (I+II+III+IV+V)				106,500	1,535,500	8,177,500

Note: *The attendants in SPIU should be paid the prevailing minimum wage or Rs. 4000/- , whichever is higher.

Table X.1(C): Financial Implications for One Project Office

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7
				Amount (in Rs.)		
				Per Month (Col.3 x Col.4)	Per Year (Col.5 x 12)	Per Plan Period (Col.6 x 5)
C-I: Remuneration						
Sl. No.	Items of Expenditure	Nos.	Remuneration per Month			
1	Project Director	1	10,000	10,000	120,000	600,000
3	Field Officer*	2	6,000	12,000	144,000	720,000
2	Clerk Cum Accountant	1	4,000	4,000	48,000	240,000
4	Child Tracking Officer (formerly Steno-Cum- Typist)	1	3,000	3,000	36,000	180,000
5	Community Mobiliser	1	3,000	3,000	36,000	180,000
6	Master Trainer#, *	2	7,500	15,000	180,000	900,000
7	Attendant	1	2,250	2,250	27,000	135,000
Total				49,250	591,000	2,955,000
C-II: Office & Support Expenses						
SL. No.	Items of Expenditure					
1	Recurring				200,000	1,000,000
2	Non Recurring ^ (Furniture, Computer, Printer, Phone, Fax, etc.)					100,000
Total					200,000	1,100,000
C-III: Travel Expenses						
Sl. No.	Items of Expenditure	Units	Provision per Unit			
1	Monitoring Visits by PD and Field officer+		Reimbursements as per the Actual		100000	500000
2	Training for the Educational Instructor \$, (2 training per instructor in a plan period)	160	@ of Rs. 500 per Training			80000
3	Training for the Vocational Instructors! (2 training per instructor in a plan period)	80	@ of Rs. 500 per Training			40000
Total					100000	620000

(Contd...)

(Contd...)

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7
				Amount (in Rs.)		
				Per Month (Col.3 x Col.4)	Per Year (Col.5 x 12)	Per Plan Period (Col.6 x 5)
C-IV: Expenses for the Awareness Generation Programme				125000	625000	
C-V:	Expenses for the Survey of Child Labour	3 Surveys in a plan Period	4 lakh for the 1st survey and 2 lakhs for the two Subsequent Surveys			800000
C-VI: Health Check-up Fund						
Sl. No.	Items of Expenditure					
1	Doctors Visit				120,000	600,000
2	Medicine, Emergency Medical Facility and thereof.				80,000	400,000
Total					200,000	1,000,000
C-VII: Expenses for One Residential School@				858,600	4,443,000	
Grand Total (I+II+III+IV+V+VI+VII)			49,250	2,074,600	11,543,000	

Note: *The number will vary according to the number of schools i.e. in multiple of 20 approximately.

#To be hired from time to time on a contractual basis from this budgeted amount.

^The existing district however may be provided with Rs. 50,000/- since they already have furniture and they only have to buy computers and printers additionally.

+In those districts where driver has been provisioned, the driver's salary i.e. Rs. 3000/- (after the 50% hike) should be paid out of this fund

\$There are two educational instructor in a special school and there 40 schools functioning in a district on an average, however the number will vary according to the actual number of schools i.e. in multiple of 20 approximately.

!One vocational instructor per school and there 40 schools functioning in a district on an average however the number will vary according to the actual number of schools i.e. in multiple of 20 approximately,

@The details are given in table X.1 (E).

Table X.1 (D): Financial Implication for One Special School

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7
				Amount (in Rs.)		
				Per Month	Per Year	Per Plan Period
D-I: Remuneration						
Sl. No.	Items of Expenditure	Nos.	Remuneration per Month			
1	Educational Instructor	2	3,000	6,000	72000	360000
2	Vocational Instructor	1	3,000	3,000	36000	180000
3	Clerk Cum Accountant	1	2,100	2,100	25200	126000
4	Attendant	1	1200	1,200	14400	72000
Total				12,300	147,600	738,000
		Units	Provision per Unit			
D-II: Expenses for Payment of Stipend ^		50	100	5000	60000	300000
D-III: Expenses for Nutrition ^		50x26(days) =1300	10	13000	156000	780000
D-IV: Expenses for Rent, Water, Electricity & Other Basic Facilities			2000	2000	24000	120000
D-V: Expenses for Education Material					5000	25000
D-VI: Expenses for Vocational Material					10000	50000
D-VII: Expenses for Sitting Arrangements (Mats/Dari twice in a plan period) Nutrition			500			1000
D-VIII: Contingency Expenses					5000	25000
Grand Total (I+II+III+IV+V+VI+VII+VIII)				32,300	407,600	2,039,000

^On the basis of 50 students per school

Table X.1 (E): Financial Implications for One Residential for 50 Children

				Amount (in Rs.)		
				Per Month	Per Year	Per Plan Period
E-I: Remuneration						
Sl. No.	Items of Expenditure	Nos.	Remuneration per Month			
1	Warden	1	3,000	3,000	36,000	180,000
2	Educational Instructor	2	3,000	6,000	72,000	360,000
3	Vocational Instructor	1	3,000	3,000	36,000	180,000
4	Clerk Cum Accountant	1	2,100	2,100	25,200	126,000
5	Attendant	1	1,200	1,200	14,400	72,000
6	Chaukidar	1	1,000	1,000	12,000	60,000
7	Cook	1	1,500	1,500	18,000	90,000
8	Helper to Cook	1	1,000	1,000	12,000	60,000
9	Safaiwala	1	1,000	1,000	12,000	60,000
Total		10	16,800	19,800	237,600	1,188,000
		Units	Provision per Unit in (Rs.)	Amount (in Rs.)		
				Per Month	Per Year	Per Plan Period
E-II: Expenses for Payment of Stipend		50	100	5,000	60,000	300,000
E-III: Expenses for Nutrition ^		50x30(days) =1500	25	32,500	390,000	1,950,000
E-IV: Expenses for Uniform#		50	750		37,500	187,500
E-V: Expenses for Rent			5000	5,000	60,000	300,000
E-VI: Expenses for Water, Electricity & Other Basic Facilities			2500	2,500	30,000	150,000
E-VII: Expenses for Education Material					5,000	25,000
E-VIII: Expenses for Vocational Material					10,000	50,000
E-IX: Expenses for Medical Facilities					10,000	50,000
E-X: Expenses for Recreation Facilities					10,000	50,000
E-XI: Contingency Expenses					6,000	30,000
E-XII: Miscellaneous Expenses		50	50		2,500	12,500
E-XIII: Non Recurring Expenses (furniture, bedding, kitchen equipments etc.)					150,000	
Grand Total (sum of E-I to E-XIII)				64,800	858,600	4,443,000

Note: ^Rs. 25/- per day per child since the children have to be provided two meals and two tiffins in a day

#Two Uniforms (Summer and Winter Wears) will be provided to a child in a year

Table X.2: Grand Total of Financial Implications for the Proposed Changes

Sl.No.	Items of Expenditure	No. of Units	Amount (Rs in Crore.)	
			Annual	Plan Period
A	NPIU	1	0.32	1.66
A-(i)	Remuneration		0.10	0.50
A-(ii)	Others		0.22	1.15
B	SPIU	20	3.07	16.36
B-(i)	Remuneration		2.02	10.08
B-(ii)	Others		1.06	6.28
C	Project Office#	Existing 250 Districts	30.40	177.50
C-(i)	Remuneration		14.78	73.88
C-(ii)	Others		15.63	103.63
D	Special School!	250X40=10000	407.60	2039.00
D-(i)	Remuneration		147.60	738.00
D-(ii)	Others		260.00	1301.00
E	Residential Schools@	250X1 + 15X2 + 5X6=305	26.19	135.51
E-(i)	Remuneration		7.25	36.23
E-(ii)	Others		18.94	99.28
Grand Total			467.58	2370.02

Note: # Excluding Residential School

@ One is each NCLP district, 2 in 15 state capitals, 5 in each of the 6 metros

! There are 40 schools on an average per district, the actual however may vary

Table X.3: Additional Financial Implications on Account of Proposed Modifications (Project Office)

Project Office (For One)	Annual (Rs. In Lakhs)			Plan Period (Rs in Lakhs)		
Items of Expenditures	Proposed	Existing	Additional Financial Implications	Proposed	Existing	Additional Financial Implications
C-I: Remuneration	5.91	2.94	2.97	29.55	14.70	14.85
C-II: Office & Support Expenses	2.00	3.00	-1.00	11.00	15.50	-4.50
C-III: Travel Expenses	1.00	0.00	1.00	6.20	2.40	3.80
C-IV: Expenses for the Awareness Generation Programme	1.25	1.25	0.00	6.25	6.25	0.00
C-V: Expenses for the Survey of Child Labour	0.00	0.00	0.00	8.00	5.50	2.50
C-VI: Health Check-up Fund	2.00	1.20	0.80	10.00	6.00	4.00
C-VII: Expenses for Residential School	8.59	0.00	8.59	44.43	0.00	44.43
Grand Total (I+II+III+IV+V+VI+VII)	20.75	8.39	12.36	115.43	50.35	65.08
Project Office (For 250 Districts)	Annual (Rs. In Crore)			Plan Period (Rs in Crores)		
Items of Expenditures	Proposed	Existing	Additional Financial Implications	Proposed	Existing	Additional Financial Implications
C-I: Remuneration	14.78	7.35	7.43	73.88	36.75	37.13
C-II: Office & Support Expenses	5.00	7.50	-2.50	27.50	38.75	-11.25
C-III: Travel Expenses	2.50	0.00	2.50	15.50	6.00	9.50
C-IV: Expenses for the Awareness Generation Programme	3.13	3.13	0.00	15.63	15.63	0.00
C-V: Expenses for the Survey of Child Labour	0.00	0.00	0.00	20.00	13.75	6.25
C-VI: Health Check-up Fund	5.00	3.00	2.00	25.00	15.00	10.00
C-VII: Expenses for Residential School	21.47	0.00	21.47	111.08	0.00	111.08
Grand Total (I+II+III+IV+V+VI+VII)	51.87	20.98	30.89	288.58	125.88	162.70

Table X.4: Additional Financial Implications on Account of Proposed Modifications (School)

Special School (For One)	Annual (Rs. In Lakhs)			Plan Period (Rs in Lakhs)		
Items of Expenditures	Proposed	Existing	Additional Financial Implications	Proposed	Existing	Additional Financial Implications
D-I: Remuneration	1.48	0.80	0.67	7.38	4.02	3.36
D-II: Expenses for Payment of Stipend	0.60	0.60	0.00	3.00	3.00	0.00
D-III: Expenses for Nutrition	1.56	0.78	0.78	7.80	3.90	3.90
D-IV: Expenses for Rent, Water, Electricity & Other Basic Facilities	0.24	0.12	0.12	1.20	0.60	0.60
D-V: Expenses for Education Material	0.05	0.10	-0.05	0.25	0.50	-0.25
D-VI: Expenses for Vocational Material	0.10	0.00	0.10	0.50	0.00	0.50
D-VII: Expenses for Sitting Arrangements (Mats/Dari twice in a plan period)	0.00	0.00	0.00	0.01	0.00	0.01
D-VIII: Contingency Expenses	0.05	0.04	0.01	0.25	0.20	0.05
Grand Total (I+II+III+IV+V+VI+VII+VIII)	4.08	2.44	1.63	20.39	12.22	8.17
Special School (For 10,000 School ^)	Annual (Rs. In Crores)			Plan Period (Rs. In Crores)		
Items of Expenditures	Proposed	Existing	Additional Financial Implications	Proposed	Existing	Additional Financial Implications
D-I: Remuneration	147.60	80.40	67.20	738.00	402.00	336.00
D-II: Expenses for Payment of Stipend	60.00	60.00	0.00	300.00	300.00	0.00
D-III: Expenses for Nutrition	156.00	78.00	78.00	780.00	390.00	390.00
D-IV: Expenses for Rent, Water, Electricity & Other Basic Facilities	24.00	12.00	12.00	120.00	60.00	60.00
D-V: Expenses for Education Material	5.00	10.00	-5.00	25.00	50.00	-25.00
D-VI: Expenses for Vocational Material	10.00	0.00	10.00	50.00	0.00	50.00
D-VII: Expenses for Sitting Arrangements (Mats/Dari twice in a plan period)	0.00	0.00	0.00	1.00	0.00	1.00
D-VIII: Contingency Expenses	5.00	4.00	1.00	25.00	20.00	5.00
Grand Total (I+II+III+IV+V+VI+VII+VIII)	407.60	244.40	163.20	2039.00	1222.00	817.00

Note: ^10,000=250 districts X 40 schools on an average

Table X. 5 (A): Comparative Financial Implications for One Project Office

I: Remuneration		Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Difference	
Sl. No.	Items of Expenditure	Nos.	Remuneration Per Month	Per Month	Per Year	Per Month	Per Year	Per Month	Per Year	Per Plan Period	Per Plan Period	Per Year	Per Plan Period
1	Project Director	1	10,000	10,000	6,000	6,000	120,000	72,000	600,000	360,000	360,000	48,000	240,000
3	Field Officer*	2	6,000	12,000	4,000	8,000	144,000	96,000	720,000	480,000	480,000	48,000	240,000
2	Clerk Cum Accountant	1	4,000	4,000	2,000	2,000	48,000	24,000	240,000	120,000	120,000	24,000	120,000
4	Child Tracking Officer (formerly Steno-Cum-Typist)	1	3,000	3,000	2,000	2,000	36,000	24,000	180,000	120,000	120,000	12,000	60,000
5	Community Mobiliser	1	3,000	3,000	0	0	36,000	0	180,000	0	0	36,000	180,000
6	Master Trainer#,*	2	7,500	15,000	5,000	5,000	180,000	60,000	900,000	300,000	300,000	120,000	600,000
7	Attendant	1	2,250	2,250	1,500	1,500	27,000	18,000	135,000	90,000	90,000	9,000	45,000
Total		9	35,750	49,250	20,500	24,500	591,000	294,000	2,955,000	1,470,000	1,470,000	297,000	1,485,000
II: Office & Support Expenses		Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Difference	
S. No.	Items of Expenditure	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Per Year	Per Plan Period
1	Recurring					200000	300000	1000000	1500000	1000000	1500000	-100,000	-500,000
2	Non Recurring (Furniture, Computer, Printer, Phone, Fax, etc.)					100000	50000	100000	50000	100000	50000	0	50,000
Total						200,000	300,000	1,100,000	1,550,000	1,100,000	1,550,000	-100,000	-450,000

Table X. 5 (A): Comparative Financial Implications for One Project Office (Contd....)

III:	Travel Expenses	S.No.	Items of Expenditure	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Difference	
				Units	Units	Provi- sion per Unit	Provi- sion per Unit	Provi- sion per Unit	Provi- sion per Unit	Provi- sion per Unit	Provi- sion per Unit		
1	Monitoring Visits by PD and Field officer					Reimbur- sements as per the Actual	No Specific Provi- sion	100000	0	500000	0	100,000	500,000
2	Training for the Educational Instructor \$, (2 training per instructor in a plan period)	160	160	@ of Rs. 500 per Training	@ of Rs. 1500 per Training					80000	240000	0	-160,000
3	Training for the Vocational Instructors ! (2 training per instructor in a plan period)	80	0	@ of Rs. 500 per Training	0					40000	0	0	40,000
Total								100,000	0	620,000	240,000	100,000	380,000

Table X. 5 (A): Comparative Financial Implications for One Project Office (Contd....)

		Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Difference
IV: Expenses for the Awareness Generation Programme												
V: Expenses for the Survey of Child Labour	3 Surveys in a Plan Period	2 Surveys in a Plan Period	4 lakh for the 1st survey and 2 lakhs for the two Subsequent Surveys	Rs.2.75 lakhs per Survey	125,000	125,000	625,000	625,000	800,000	550,000	0	250,000
VI: Health Check-up Fund												
SL. No.	Items of Expenditure											
1	Doctors Visit ^	0	5,000	0	10,000	120,000	120,000	600,000	600,000	0	0	0
2	Medicine, Emergency Medical Facility and thereof.	0	0	0	0	80,000	400,000	0	400,000	80,000	400,000	400,000
Total												
VII: Expenses for Residential School@		1	0									
Grand Total (I+II+III+IV+V+VI+VII)			49,250	34,500	2,074,600	839,000	11,543,000	5,035,000	1,235,600	1,235,600	6,508,000	6,508,000

Note:

* The number will vary according to the number of schools i.e. in multiple of 20 approximately.

To be hired from time to time on contractual basis from this budgeted amount.

\$ There are two educational instructor in a special school and there 40 schools functioning in a district on an average, however the number will vary according to the actual number of schools

! One vocational instructor per school and there are 40 schools functioning in a district on an average however the number will vary according to the actual number of schools

^: Earlier i.e. in the 10th plan, there was provision for two doctors per district on the assumption of 20 schools per district i.e. one doctor for 20 schools each.

Table X. 5 (B): Comparative Financial Implications for Project Offices (in 250 Districts)

I: Remuneration		Annual (Rs. in Crores)			Plan Period (Rs. in Crores)		
Sl.No.	Items of Expenditure	Proposed	Existing	Additional	Proposed	Existing	Additional
1	Project Director	3.00	1.80	1.20	15.00	9.00	6.00
3	Field Officer	3.60	2.40	1.20	18.00	12.00	6.00
2	Clerk Cum Accountant	1.20	0.60	0.60	6.00	3.00	3.00
4	Child Tracking Officer (formerly Steno-Cum-Typist)	0.90	0.60	0.30	4.50	3.00	1.50
5	Community Mobiliser	0.90	0.00	0.90	4.50	0.00	4.50
6	Master Trainer	4.50	1.50	3.00	22.50	7.50	15.00
7	Attendant	0.68	0.45	0.23	3.38	2.25	1.13
Total		14.78	7.35	7.43	73.88	36.75	37.13
II: Office & Support Expenses		0.00	0.00	0.00	0.00	0.00	0.00
1	Recurring	5.00	7.50	-2.50	25.00	37.50	-12.50
2	Non Recurring (Furniture, Computer, Printer, Phone, Fax, etc.)	0.00	0.00	0.00	2.50	1.25	1.25
Total		5.00	7.50	-2.50	27.50	38.75	-11.25
III: Travel Expenses							
1	Monitoring Visits by PD and Field officer	2.50	0.00	2.50	12.50	0.00	12.50
2	Training for the Educational Instructor \$, (2 training per instructor in a plan period)	0.00	0.00	0.00	2.00	6.00	-4.00
3	Training for the Vocational Instructors! (2 trainings per instructor in a plan period)	0.00	0.00	0.00	1.00	0.00	1.00
Total		2.50	0.00	2.50	15.50	6.00	9.50
IV: Expenses for the Awareness Generation Programme		3.13	3.13	0.00	15.63	15.63	0.00
V: Expenses for the Survey of Child Labour		0.00	0.00	0.00	20.00	13.75	6.25
VI: Health Check-up Fund							
1	Doctors Visit	3.00	3.00	0.00	15.00	15.00	0.00
2	Medicine, Emergency Medical Facility and thereof.	2.00	0.00	2.00	10.00	0.00	10.00
Total		5.00	3.00	2.00	25.00	15.00	10.00
VII: Expenses for Residential School		21.47	0.00	21.47	111.08	0.00	111.08
Grand Total (I+II+III+ IV+V+VI+VII)		51.87	20.98	30.89	288.58	125.88	162.70

Table X. 6 (A): Comparative Financial Implication for One Special School

I: Remuneration	Proposed Existing	Existing	Proposed Existing	Proposed Existing	Amount (in Rs.)				Difference	
					Proposed	Existing	Proposed	Existing		Proposed
Sl. No.	Nos.	Remuneration Per Month	per Month	per Month	Per Year	Per Plan Period	Per Year	Per Plan Period	Per Year	Per Plan Period
1	2	3,000	1,500	6,000	72,000	36,000	36,000	180,000	36,000	180,000
2	1	3,000	1,500	3,000	36,000	18,000	18,000	90,000	18,000	90,000
3	1	2,100	1,400	2,100	25,200	16,800	12,600	84,000	8,400	42,000
4	1	1,200	800	1,200	14,400	9,600	7,200	48,000	4,800	24,000
Total	5	9,300	5,200	12,300	147,600	80,400	738,000	402,000	67,200	336,000
	Units	Provision per Unit								
II: Expenses for Payment of Stipend ^	50	100	100	5,000	60,000	30,000	30,000	300,000	0	0
III: Expenses for Nutrition ^	50x26 (days) =1300	10	5	13,000	156,000	78,000	78,000	390,000	78,000	390,000
IV: Expenses for Rent, Water, Electricity & Other Basic Facilities		2000	1000	2000	24,000	12,000	12,000	60,000	12,000	60,000
V: Expenses for Education Material#					5,000	10,000	25,000	50,000	-5,000	-25,000
VI: Expenses for Vocational Material					10,000	0	50,000	0	10,000	50,000
VII: Expenses for Sitting Arrangements (Mats/Dari twice in a plan period) Nutrition		500	0				1,000	0	0	1,000
VIII: Contingency Expenses					5,000	4,000	25,000	20,000	1,000	5,000
Grand Total (I+II+III+IV+V+VI+VII+VIII)				32,300	407,600	244,400	2,039,000	1,222,000	163,200	817,000

Note: ^ on the basis of 50 students per school

Earlier i.e. during the 10th plan Rs. 15000 was provision for the purchase of both the educational and vocational material

Table X. 6 (B): Comparative Financial Implication for all Special Schools*

I: Remuneration		Annual (Rs. in Crores)			Plan Period (Rs. in Crores)		
Sl. No.	Items of Expenditure	Proposed	Existing	Additional	Proposed	Existing	Additional
1	Educational Instructor	72.00	36.00	36.00	360.00	180.00	180.00
2	Vocational Instructor	36.00	18.00	18.00	180.00	90.00	90.00
3	Clerk Cum Accountant	25.20	16.80	8.40	126.00	84.00	42.00
4	Attendant	14.40	9.60	4.80	72.00	48.00	24.00
Total		147.60	80.40	67.20	738.00	402.00	336.00
II: Expenses for Payment of Stipend		60.00	60.00	0.00	300.00	300.00	0.00
III: Expenses for Nutrition		156.00	78.00	78.00	780.00	390.00	390.00
IV: Expenses for Rent, Water, Electricity & Other Basic Facilities		24.00	12.00	12.00	120.00	60.00	60.00
V: Expenses for Education Material		5.00	10.00	-5.00	25.00	50.00	-25.00
VI: Expenses for Vocational Material		10.00	0.00	10.00	50.00	0.00	50.00
VII: Expenses for Sitting Arrangements (Mats/ Dari twice in a plan period) Nutrition		0.00	0.00	0.00	1.00	0.00	1.00
VIII: Contingency Expenses		5.00	4.00	1.00	25.00	20.00	5.00
Grand Total (I+II+III+IV+V+VI+VII+VIII)		407.60	244.40	163.20	2039.00	1222.00	817.00

Note: * denotes 10,000 special schools=250 districts x 40 schools on an average

“ The child
is a soul with a
being, a nature and
capacities of its own, who must be
helped to find them, to grow into their
maturity, into a fullness of physical and vital
energy and the utmost breadth, depth and
height of its emotional, intellectual and
spiritual being; otherwise there
cannot be a healthy growth
of the nation. ”

- Justice P.N. Bhagwati
(Former Chief Justice of India)



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