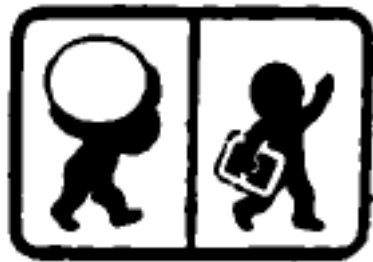


Urban Child Labour:
An Evaluative Study of the Implementation of Child
Labour Laws



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Introduction:

Urban child labour continues to be a major issue in India. The typical fields children are employed in include domestic servants, mechanics, rag pickers, construction work, brick making, serving in dhabas or hotels, wrapping candies, making incense, bangle making, beadle neck cutting, prostitution, and begging. Some of these children are bonded labourers, others are daily wage labourers. These children, regardless of the task they perform, are linked by the fact that they are being robbed of a childhood and denied a future.

Over the past 20 years, the situation for these children has improved dramatically. The government has made enormous advances through legislation and NGO's have worked to implement and enforce such legislation. Despite the fact that the number of child labourers in the country has fallen, it is still rampant. According to UNICEF, about 12% of children in India are labourers.ⁱ According to the 2001 census, the percentage of children not attending school in Hyderabad is around 21%ⁱⁱ Though these numbers give a rough estimate, some sources suggest child labour is less and others suggest that it is far more, with numbers ranging anywhere from 20 to 115 million children working in Indiaⁱⁱⁱ.

Since the 1986 Child Labour (Regulation and Prohibition) Act, there have been numerous legislative victories. One such victory, occurred in October of 2006, when the ban on the employment of children below the age of 14 as domestic child labour was added to the Child Labour Act listing domestic labour as a hazardous and prohibited type of work. Domestic labourers are not only often in private homes and hidden away from the public view, but also they are overwhelmingly found in the urban society. The urban society has many challenges that differ from the successful approaches to child labour eradication used in rural areas. Using Hyderabad and its metropolitan areas as a case study, this paper seeks to understand if the 2006

ban is being properly implemented from the time of rescue through the child's ability to receive an adequate education. Some of the questions assessed included understanding if successful methods employed in rural communities could be replicated in urban areas. The role of the government in implementing policies? Do policies reach every part of society or are certain communities excluded from protection? Is child labour being opposed? It was found that while strategies have been developed for implementing policy, they are not effective for every part of the community. Additionally, there is a lack of consistency and formal adoption of such strategies.

Methodology:

As part of the present study, the key actors in implementing child labour laws were identified. Data was collected through a series of interviews with these actors. Interviews were conducted by first allowing the individual to speak freely about the status of child labour and their role in abolishing the same. Next, a questionnaire, adapted to each individual, was used to identify key points of information.

Key Actors:

- B. Ajay, Joint commissioner of Labour, Hyderabad, Secunderabd
- Madhu Moheam, Mandal Revenue Officer, Amerpet Mandal
- Kishan Reddy, Member of the Legislative Assembly, Amberpet District
- Jagan Mohana Chary, Mandal Education Officer, Seri Ligampally Mandal
- Apanda Reddy, State Pedagogical Coordinator, Andhra Pradesh
- Balkram, Mandal Resource Person, Seri Ligampally Mandal
- Ramesh, Naushem, Sivarop, Leaders of Mahita NGO, Hyderabad, Secunderabad
- Shek Babu, CRPF Convener/ TDP Division President, Greater Hyderabad

Meetings:

- CRPF Meeting
- MVF Core Staff Meeting
- Coalition of NGO's working at Secunderabad Train Station

Places Visited:

- Motivation Center, Hill Top Colony, Marredpally Mandal, Secunderabad
- RBC Girls, Hyderabad
- RBC Boys, Hyderabad
- Aloo RBC Girls, Chevalla Mandal
- Government NRBC, Ambedkar Nager, Marredpally Mandal, Secunderabad
- Government primary school, Thukarangate Slum, Marredpally Mandal, Secunderabad

Legislation¹:

1. The Child Labour (Prohibition and Regulation) Act, 1986 (Domestic Child Labourers, a critical Analysis of Legal Instruments in their protection)
2. The Bonded Labour System (Abolition) Act, 1976
 - a. The act calls for the abolishment of the system of bonded labour. All liabilities under the existing system of bonded labour are extinguished. (Domestic Child Labourers, a critical Analysis of Legal Instruments in their protection)
3. The Juvenile Justice (Care and Protection) Act, 2000
 - a. Entitles any child (0-18 years) who is in need of care and protection or in conflict with the law. A child in need of care and protection includes a child who is abused, tortured or exploited for sexual or illegal acts, or one such who is vulnerable to such abuse

¹ Not all legislation pertaining to a child labour is included. Children are protected under the penal code. Thus, abuse in the workplace is a violation of rights that applies to many, if not all, child labourers. Additionally, the CLPRA absorbed many of the previous provisions on child labour in the constitution. Not all legislation listed is sound policy. However, this paper is primarily a discussion of the implementation of such policies. An in-depth analysis of legislation can be found in the MVF intern reports.

(Domestic Child Labourers, a critical Analysis of Legal Instruments in their protection)

4. Right to Education Act, 2009² (Domestic Child Labourers, a critical Analysis of Legal Instruments in their protection)

Mamedipuri Venkatarangaiya Foundation

Research was facilitated by the help of Mamedipuri Venkatarangaiya Foundation (MVF), a public trust founded in 1981. MVF works toward the abolition of child labour and the universalization of education for any child. Through a combination of community mobilization at the grass roots, level and pressuring the government to both adopt policies and implement them. MVF's approach is unique because they do not address specific interests. Rather, they follow an "area" based approach. The success of this approach is evident through both MVF's continuous expansion, and the many labour free 100% enrollment villages they have left in their trail. ^{iv} The Success of MVF programs is also a testament to their choice of complimenting government programs rather than creating parallel institutions. At the core of MVF's ideology, are the five non-negotiables.

- All Children must attend full-time formal-day schools.
- Any child out of school is a child labourers.
- All labour is hazardous, and harms the overall growth and development of the child.
- There must be total abolition of child labour.
- Any justification perpetuating the existence of child labour must be condemned.^v

² The right to free education is not a child labour law. However, education has proven to be an effective means of combating child labour. Moreover, it is MVF's position that any child not in school is a labourer. Thus, the legislation is relevant to this topic.

In the rural areas, MVF's promotes the importance of education by motivating entire villages to collectively send children to school. Rather than taking legal action, MVF motivates all community members, including child labour employers, to become anti-child labour activists. This process of mobilization has been enormously successful in the rural areas, as can be seen in one of the districts of Andhra Pradesh such as Ranga Reddy, where child labour numbers have fallen drastically over the past decade.^{vi}

Unfortunately, in the urban sector, the same methods and tactics cannot be employed successfully. The sense of community pride and joint responsibility of rural communities is replaced by urban individualism and anonymity. Moreover, the type of work being performed is often easily hidden within the confines of private homes and shops, rather than on the fields. While mobilization tactics prove less effective, legal action and threat of prosecution have proved to be excellent motivators in urban society. Thus, government policy and laws, media, and police departments take on a much more active and important role.

Role of Government officials / Departments

“It is Evident that legislation is one of the main weapons of empowerment of children. Even though appropriate legislation may not necessarily mean that the objectives of the legislation will be achieved, its very existence creates an enabling provision whereby the state can be compelled to take action. Legislation reflects the commitment of the state to promote an ideal and progressive value system. The notion of duty also applies to the state.”^{vii}

India's legislative history is both prolific and extensive. There have been enormous changes and major victories regarding policy on child labour. While legislation has taken a stand against child labour, the stance is not strong enough. A major flaw in the Child Labour Act is

that is still regulates and classifies child labour by defining certain fields as hazardous. Though this paper is focused on understanding the effect of the 2006 ban, which added domestic child labour to the list of prohibited hazardous forms of labour, the reality that the current policies do not take a strong enough stance must be noted.

Government policies are the first stepping-stone to eradicating child labour. However, it requires proper implementation. Legislative policy is necessary, but not sufficient to enacting change. The process of implementation requires rescue, rehabilitation, and longevity. In order for policy to truly make a change, the government must develop a strategic action plan and society must believe in the values of the legislation.

In the urban area, implementing child labour policy rests largely upon the shoulders of the labour department. Through discussions with Mr. B. Ajay, the joint commissioner of labour in Hyderabad, the state of policy implementation in Hyderabad and the power of the law became apparent. Though strategies for rescuing children from public sectors have already been developed, rescuing children from private homes poses extra challenges as children work in private homes. Mr. Ajay actually acted on behalf of children both before and after the 2006 ban on domestic child labour. Though he managed some successes before the ban, he risked legal trouble and had to find loopholes in which he could rescue young girls from domestic servitude, primarily filing charges based upon bonded labour and minimum wage laws. Without the law on his side, gathering a team was an incredibly difficult task. While he did manage to rescue a couple children without even having the proper authority to do so, it was not until the 2006 ban that he could effectively create a strategy and begin to tackle the problem. Thus, regardless of the current state of affairs, Mr. Ajay's actions are proof of the importance of proper legislation in eradicating child labour.

After the ban was in place, the strategy used to rescue child from domestic servitude was developed from a strategy if rescue used for other forms of labour previously, which are outlined in Appendix A. The strategy was adapted to the private home by relying on anonymous tips from neighbors and domestic servants themselves. Notice of these phone numbers were posted around the city on banners and flyers.

One the labour department found out about a domestic servant, a team of people including NGO's, CRPF members, the media police officers, and labour officers would storm the house. Immediately rescuing the child and filing charges against the employers. Unfortunately, very few children were rescued during this method because very few cases were reported to the labour department. In understanding the limited scope of change, one could effect by tackling individual apartments and relying on the community to report abuse, Ajay modified his strategy by reaching out to students.

A task force, comprised of hundreds of people including, the district collector, NGO's, police officers, labour officers, students, and mass media coverage, was created. Rather than relying on anonymous complaints or individual suspicions, the city was tackled colony by colony sending two students to each household to track children being employed for domestic help. Hundreds of students would be bused to the raids by the hundreds. The students were shouldered responsibility to represent the Labour department in their visit to the households to ask the employer if there was a domestic labourer present. If the answer was yes, they asked to see the worker. If the employee was an adult, they simply ensured that minimum wage laws were being upheld. If there was a child, labour officers and police officers would immediately rescue the child and book a case against the employer. Children rescued were sent to motivation centers and either mainstreamed into school or sent to RBCs

According to Mr. Ajay, about 15,000 children have been rescued since 2006. However, NGO's working for child labour as well as the media report different figures on the actual number of children rescued. Additionally, the claim was made that 2,000-3,000 homes could be searched in 3 hours (with a 500 person team) under this strategy.

While the plan of action taken by Mr. Ajay certainly seems to be effective, the raids need to be continuous and on going. "Bans can be imposed only through pressure and coercion. As a strategy, compulsion works as long as the pressure is maintained. The main thrust of the present strategy is compulsion, pressure and punitive action. The problem with compulsion is that it is like a spring: it stays contained only as long as the pressure is maintained and then bounces back and reverts to its old position, sometimes even worse than that" ^{viii}

Hyderabad seems to perfectly illustrate this example. Though successful in 2008, a current survey done by NGO's and the labour department showed the employment of child labour as an upward trend. "The survey report revealed that more children have been forced to become domestic help in the twin cities and other parts of the State in the last year compared to previous years." ^{ix} The slow in raids and increase in labourers reflects the fact that conducting raids is not a mandatory part of the labour department's duties. Additionally, there is no timeline or current strategic plan for removing every child from domestic labour.

Barriers to Education:

Education is a vital component in rehabilitation of children and perhaps the greatest antidote to child labour. While MVF has effectively demonstrated that poor parents are willing and eager to undergo many sacrifices to ensure their child has an education, a lack of adequate schools is a barrier. ^x

Upon a visit to the government run Ambedkar Nagar Non Residential Bridge Course, Marredpally mandal, Secunderabad, we found conditions that limit a child's ability to learn. Upon arrival, children were simply sitting around or playing dispersed between two classrooms. There was supposedly one teacher and two assistants at the school. However, the teacher was not at the school when we arrived. By interviewing the in charge and a teacher, we came to understand, that teachers are not willing to come to that NRBC or the local school because of the open sewage running alongside the slum. The poor sanitation is a deterrent not only for teachers, but for children as well. Many of the children become frequently ill, every fifteen days or so, because of the conditions. Of the 200 children in the area, only 100 attend the school daily. During the rainy season, the sewer drainage issue will cause flooding, which further prevents children from attending school and teachers from teaching.

In addition to these rather extreme issues, the schools lacked bathrooms and adequate facilities, forcing many children to go home if they required a bathroom. The headmaster said that once children leave they will generally not come back. Lack of bathroom facilities is a problem for all teachers and students. However, it is particularly problematic for girls, who already face more challenges to education.

The case of the primary school in Ambedkar is unfortunately not unique. In nearly every interview, both in urban and rural areas, with everyone from headmasters and teachers to politicians and government workers, lack of facilities were sighted as one of the biggest challenges.

In speaking with the state pedagogical coordinator, Apanda Reddy, the issue of facilities was a major concern. He acknowledged that not enough is being done, as only about 5-6 schools are being improved every year, and current coverage is only 10-15% of schools. Additionally,

there is also no time-line or plan for completion of the project. The slow progress is due to a lack of funds that results from a yearly budget without any long-term scheme.^{xi} As facilities have clearly become a barrier to quality education, a time-line should be adopted. There should be a separate funding stream for capital projects, which do not fit within the context of a yearly budget.

Where poor facilities are a major issue in government schools the issues are only exacerbated in government hostels where children do not go home. Ajay discussed one hostel in which 90 girls share five bathrooms. These girls have no other options. After being rescued from horrific situations of child labour, the girls are still being forced to suffer deplorable conditions.

In addition to lack of funding, MRO of Amerpet discussed the issue of litigation over property rights leading to a halt on construction projects. He states that currently, in his mandal, there are 80 such sites where others have made claim to the land.

Another challenge acknowledged was that of teacher absenteeism, quality, and professionalism. In some schools, there are simply not enough teachers. One such case was at a school where despite a new building with bathrooms and five classes filled with students there was only one teacher. Naturally, attendance plummeted during this time. Finally, with the help of volunteers and pressure on the government, more teachers have entered the school. However, multi-level classrooms are still an issue.

Even when there are adequate numbers of teachers, they often do not attend school or teach the students. As government workers, teachers might be called out during election times. In other cases, they simply will not come up to classes. When teachers do not come for class, Mr. Reddy informed us that they will be issued letters. However, no punitive action in terms of dismissal or withholding of pay is taken. In addition to improving teacher attendance through the

improvement of facilities and other such barriers, adopting a policy where teachers will face some sort of punishment for their actions could improve absenteeism.

Corporal punishment, a longtime issue in schools, has been largely eradicated as the mentality of society has changed. Currently, when a teacher is found to have used corporal punishment a criminal case will be filed against him or her. While this is protocol, it is unclear as to the number of actual convictions. Additionally, the method for reporting both absenteeism and corporal punishment is through complaints. Parents and community members are expected to monitor their own schools and complain to the MEO, district collector, or NGO's. In some communities, a parent review panel, comprised of about 10-15 parents has been developed to meet monthly to evaluate the school. In many communities, parents work long hours. Additionally, awareness of who to complain to is not necessarily there. Furthermore, in an interview with MLA of Amberpet, the issue of action was brought up. While there might be community task forces to monitor schools, it is often up to the district collector of whether or not to take action. Some are very active and others are not. These clear inconsistencies provide a dire barrier to effective implementation of policies geared towards both eradicating child labour and promoting education.

Another major issue is the state of food in government hostels and the mid-day meal. In both, corruption causes immense amounts of money to be embezzled. In government hostels where there should be 400 rupees per child, the number becomes reduced to about 250-300 after corruption. Likewise for the midday meal, where outsourcing causes much of the money to be pocketed. In both cases, the food provided is of very poor quality and lacks nutritional value. According to Ajay, when officers visit hostels or government schools the food provided are of much better quality. On a normal day, the sambar will be 90% water, there will not be any

vegetables or curries, and the rice will be of the lowest grade. Many children refuse to eat the mid-day meal. Additionally, due to the fact that in the urban areas the mid-day meal is outsourced to one provider who then delivers to all around the city, the food is cold and has sometimes spoiled by lunchtime.³

While these stories point out the barriers to education, there have also been many successes. In discussing the state of education with Krishna Reddy, he revealed the many actions he had taken towards improving government schools in his district where there is a six Lakh constituency and several slums. In the past five years, he has constructed 50 schools. Additionally, he has converted many primary schools to English medium because he believes English is the key to success. This switch is direct contrast to the view of the state pedagogical coordinator who subscribes to the belief that primary education should be in the mother tongue. Krishna Reddy has made the switch to try to even the barriers to a successful livelihood, allowing children who go to government schools to have the same opportunities as children in private schools.

He believes in policies that enable poor people such as fee reimbursement for private college and scholarships. The success in encouraging poor people to get an education are reiterated by through discussion with the MRO of Amerpet who discussed policies of allowing school enrollment and various registrations to occur on the street rather than the MRO office. MRO also discussed many of the monetary incentives such as fee reimbursement for encouraging poor parents to send their children to school.

³ The Mid-day meal was not assessed with immense detail. Through questioning, it was consistently found that it had helped improve enrollment, but that the current system was in much need of improvement. Thus, an empirical study should be done which looks into the state of the mid-day meal and offers possible policy recommendations.

Another way Krishna Reddy has showed his support for enabling poor children to get an education was by bringing 10 thousand students to a corporate hospital for a full check up. During the check up, it was found that 700 students needed glasses and 23 students had holes in their hearts that required operation. Inadequate health and home conditions were sighted by Reddy as major obstacles to education. While the government cannot create a better home space for children to study, programs such as ensuring all children have proper healthcare are effective strategies.

Additional successes became evident through discussions with the MEO of Ligampally. Although he is the current MEO, he is still acting as headmaster of a government school. In his Mandal, he is responsible for visiting schools and improving the quality of education as well as ensuring enrollment and retention. He discussed the massive enrollment drives they have every June. Additionally, he boasted the successes of changes to policies, which allowed enrollment at any time of year. Though he tries to visit schools routinely, there are also motivators from both the government and NGO's who go to schools and ensure enrollment.

One of the biggest challenges he brought up was that of the migrant communities. In his mandal, there are many migrant workers. The challenges of migration include language barriers, poor attendance, children who stay home with sibling, and many children who help their parents at work. There have many effective strategies for ensuring quality education in this area.

One effective policy for bringing children to school that normally cares for their siblings are the creation of ECEC centers. These centers exist alongside schools so that children may bring their siblings to school with them. This form of day-care at primary school relieves the burden of children as young as five or six from having to remain at home with a baby.

An extremely effective policy has been the creation of alternative schools. In his particular mandal, there are six alternative schools enrolling 2999 children. These schools are focused in the slum areas. A teacher or educated person is chosen from the local area, on a volunteer basis. He or she is trained and reading materials are supplied. Additionally, some form of a building or structure is donated. These schools are located directly in the community where there is need and lack of funds prevents a proper schools from being built. Additionally, these schools, temporary in nature, allow the population waves to be accommodated in a rather inexpensive manner. Mid day, meals are provided at these schools.

A similar type of accommodation is the transit school. These schools are situated at construction sites. They are open from 9-5, while parents are working. These schools have proved extremely effective in ensuring that children get an education rather than simply helping their parents at work. Teachers at both these schools teach in the mother tongue of the population, which is typically not Telugu.

The success of these programs is the result of government action tied with heavy NGO pressure and support. Without the help of the CRPF, volunteers, and NGO action many of these improvements would not exist.

Rehabilitation methods

MVF plays a vital role in the rehabilitation of children through the use of motivation centers and residential bridge course camps. Motivation centers are small centers that open in areas where there are many child labourers. Volunteers will conduct surveys to find children that are not in school and motivate families to let their children get an education. It is at this level that mobilization will take place. The purpose of these centers is not to educate, but to teach children and parents about the importance of education. Additionally children become accustomed to

going to school. At the Hill Top Colony, motivation centre, Marredpally mandal, Secunderabad, we met with Shoba, who was running the centre, which had been open just 15 days and would close after 3 months. She went door to door, looking for children, and convincing them to get an education. In just fifteen days, the population of children at the center had grown from 5 to 28, 16 of which were previously employed. She explained that many of the children have never been to school. Thus, at the beginning they would come shabby. She taught them to take proper hygienic care before attending school. At the center, she will continue to motivate children so that they will truly believe in their right to education and the importance of going to school. After attending motivation centers, children will be sent to Residential Bridge Course's, Government schools, or hostels. The children's internalized understanding of their right to education that they learn in the motivation center will help them continue through their education to at least the 10th standard.^{xii}

After motivation centers, children are older or who have never attended school will be sent to RBC's. Children will remain at the RBC between 6 months to 2 years. The motivation and teaching methods at the camp follow a specific timeline and methodology. For the first two weeks, no schooling is given in what is referred to as the adjustment phase. Teachers simply listen to the child, allowing him or her to talk about their experience and become accustomed to the setting. During this time the child will often undergo many problems including crying, missing home, and wanting to leave. In very few cases, a child will actually leave. However, after only few days she will typically return. Additionally, this period is used to assess the child's skill level. Teacher's will not only take a full case study, but assess the degree of knowledge, if the child has ever attended school, etc. Children are grouped both by their arrival at the camp and

their age. Children 9-11 will study for the 5th standard and children 12-14 will study for the seventh.

See Appendix C4

At RBC's, children are taught at an accelerated pace so that they may be mainstreamed into schools at the appropriate age level. The teaching methods at such schools are informal both due to the accelerated pace and the needs of the children. Many of the girls are first time students. There is an enormous amount of information to be taught in a short amount of time. Non-formal methods allow for the classroom subjects to be taught at the pace required for the children to absorb the knowledge, rather than through an arbitrary timeline. Additionally, the setting is not standard and so a formal system would not be as effective. As children interact with teachers on a continual basis, they are encouraged to ask questions and continue learning throughout the entire day. Teachers are able to give each child enough individual attention that specific needs can be catered to and teaching methods developed for each individual child. Additionally, the teacher has the added roles of mentor, counselor, social worker, and friend. To impose a formal setting and methodology would be inconsistent with the atmosphere of the camps and hinder the teacher's ability to fulfill the other roles. The supportive atmosphere is a vital component to the RBC's. The atmosphere acts as a motivator that not only nurtures the child who has yet not truly had a childhood, but also prepares them emotionally and intellectually to move into a formal school.

Insert Table 2, Appendix B

After an RBC, MVF volunteers keep track of children ensuring they are still enrolled in school and attending regularly. This consistent mentoring is a key part of retaining students. If a child is absent for more than a week, an MVF volunteer will immediately go to the child's house

and question the child and parents in order to understand the problem and ensure that the child returns to school. In the urban area the dropout rate after RBC's, though low, is higher than in the rural areas. This may be due to the fact that there is more anonymity and difficulty in tracking children. Where community members in the rural areas are also accountable for children, much more of the burden rests on NGO's and CRPF members in the urban community. Migration is another possible cause.

Networking and building alliances

In addition to MVF, several NGO's are working on eliminating urban child labour. Many of these NGO's work in collaboration. One such example is regarding children at railway stations. Through collaboration, the process of identifying working children and brochures/middlemen has become much easier. Collaboration not only creates more manpower, but allows for an exchange of knowledge and identifies all relevant parties. Such collaboration is vital for lobbying the government and could prove useful for improving government schools. Particularly in the urban setting, where the population is very large and identifying people is difficult, working together provides a needed network and promotes efficiency.

Longevity:

In order for policy to be implemented correctly, citizens must believe in the ideology underlying policies. Thus, in order to ensure domestic child labour is eradicated parents must be motivated to send their children to school and society must recognize the hazards of employing children. NGO's and the CRPF take an active role in motivating parents to send their children to school.

Inculcating awareness amongst the public is one of the biggest issues and one in which policies have been quite successful. The MRO office engages in awareness by sending notices of labour laws to businessmen and conducting meetings in local slums. There are some claims that illiteracy is a major cause of lack of awareness. Though this may be true for child labourers and their parents, this not true for the employers of domestic labourers who tend to be both educated and wealthy. ^{xiii}

Part of the mentality shift has come from the labour department's active awareness campaigns. Schemes include the 10k run and extensive use of the media to cover raids and report on the deplorable conditions and treatment of children. Awareness of legislation has certainly been promoted. Additionally, there have been some shifts in how child labour is viewed. Where having a domestic labourer was once considered a mark of status, the mentalities of many have changed. Unfortunately, there still exists the belief that employing a domestic labourer is actually a benevolent act because the child is being provided work and food. Dispelling such myths are difficult and a change that will come with time, so long as government action, CRPF mobilization, and NGO awareness campaigns continue. Until society shifts its ideals, legislative policies cannot take full hold.

The State of the Old City:

Though female domestic servants are predominantly not from the Muslim community, other forms of child labour run rampant in the old city. During one particular visit, we stopped for tea at a local dhabas and were served by a boy about 12 years old who, after questioning, informed us he had dropped out of seventh class. In the dhaba a few other boys were also working. The establishment was publicly hiring boys in direct violation of the 2006 ban on

domestic child labour, a clear example of the lack of implementation and action. Where domestic servants tend to be hidden in private homes, children working in food service are in public establishments, at times in the kitchen, but often in public view. The acknowledgment by politicians, the labour department, and NGO's that action does not extend to the old city is a clear sign that the ban is not being implemented, as the ban applies to all children, of every religion in every district.

In discussing the implementation of Child Labour laws, there is rarely any discussion of the old city. In meeting with the labour department, it was revealed that few if any raids are in the old city, not because of a lack of need, but because of lack of power. Political figures and community leaders have a strong influence and are resistant to the current legislation. There seemed to be an acceptance that laws would not permeate into that community. "While 30 to 40 children are rescued from their workplaces every day from different parts of the twin cities, the old city's share in it is almost nil. In fact, it is not everyday that the rescue teams visit this part of the city. Adverse reaction and fear of being 'gharaoed' keeps them at bay"^{xiv}

Mahita is an NGO in Hyderabad that works toward protecting the rights of children and any marginalized community through various programs that include community mobilization, livelihood promotion, and education. Mahita works in slum areas of Hyderabad, largely within the Muslim community.^{xv} In discussions with leaders of the organization, the divide between the old city and new city was made quite apparent. Not only child labour policy, but nearly all policies do not seem to manifest in the old city. The reason suggested was that political interference in the area is very high. We were told, "the NCLP will not go into the old city." Moreover, when raids were conducted and attempts made at rescuing children, the local MLA

took back all the children. The extreme resistance makes action difficult. However, the challenge should not be an excuse for inaction.

Recognition of the challenge and problems is widespread. However, the government does not seem to be attempting to combat those challenges. Effective strategies and an action plan must be developed and adopted in order to ensure that child labour is eradicated in every part of Hyderabad. MVF Mandal-in-charges of two mandals in the old city discussed tactics currently being employed to win support.

- One approach has been to bring local leaders to RBC's and the slums. There is hope that through exposure, leaders will begin to look favorably on labour policies and take action to implement legislation.
- Additional tactics aimed at children and parents are to motivate them through exposure visits to the RBC's, child-to-child motivation, rallies, and posters. While many of the tactics employed are similar to those in other communities, the way of implementing these strategies must vary and suit the needs of the particular community. Volunteers must first gain trust before any real effect can take hold.

Policy suggestions that require further enquiry:

RBC:

Within the context of the RBC, the only suggestion or potential issue was that of moving from the RBC to either a government school or hostel. Preparation both through descriptions and through an exposure visit could ease the transition. The adoption of a peer mentor at the new school could also help, allowing children who have gone through the transition to help new students to acclimate to the very different atmosphere, lifestyle, teaching methods, food, and

quality of facilities. Additionally, for first generation students going to government schools, the support and help required may not be available at home. Having an older peer mentor to help with homework and ease the transition might help the child acclimate. Additionally, the older child will learn valuable skills and reinforce the positive value of education in his or her mind. The child will become an activist for education and feel his or her own role as an ambassador of education, thus likely encouraging that child to stay in school up to 10th standard and above.

Bring domestic labour into the recognized sector:

Currently, domestic labour both adult and child is part of the unrecognized sector. Once it is a more formalized institution better, tabs can be kept on those being employed. This tactic could not only ensure that children are not being employed in households, but also that minimum wage requirements are being upheld. While the logistics of such a plan and its feasibility are major concerns, research onto the viability of such a plan should be done. Research might include documenting nations where domestic work is recognized and regulated. Additionally, the mentality of all parties involved, from the labour department, to employers and employees should be assessed.

Compulsory Birth Registration:

. Currently, 41% of births In India are registered, with 59% of births being registered in urban areas and 35% in rural.^{xvi} These numbers reflect the fact that a system is already in place for registering births and that that system is not yet functioning properly. In discussions with an MRO, it was revealed that current government schemes already aim to promote ease of registration by allowing registration to take place on the streets. Thus, encouraging more birth registration would not necessitate implementing an entirely new infrastructure. Birth registration

would allow the government and NGOs to ensure school enrollment from birth. Rather than simply monitoring attendance, once a child is enrolled. Moreover, it would help to identify the real number of labourers by birth records to enrollment. As current statistics and figures regarding child labour are skewed, this measure would prove particularly useful in urban areas where there is little knowledge of one's neighbors and a child can easily be hidden from public purview. The true scale of child labour is important to developing strategies for implementing labour laws.

Instating compulsory birth registration could prove extremely difficult. Much research on the topic still needs to be done. One large obstacle to such policy would be migration, as the numbers of children may not correlate to the number of births. However, if tabs that are more stringent were kept on migratory workers, a policy that is much needed to protect the rights of this marginalized community, the policy could prove to be a very effective tool.

While compulsory birth registration would prove useful for all forms of child labour, for domestic labour in particular it would benefit greatly. When taking case studies at the Aloo Girls Camp in the Chevalla Mandal, a couple of the girls were unsure of their actual age. "Many of the children are from rural areas have no formal identification and so the onus is often not on the employers as they just plead innocent," ^{xvii}

While they could guess approximately, making convictions is very problematic as there is no real proof that a violation occurred. In domestic child labour, this is particularly true as many of the girls are between the ages of 12-16. Compulsory registration would help prove the child age and thus allow for more convictions. Additionally, if compulsory birth registration is more widespread, the owner would be forced to check the age of the girl prior to her gaining

employment. As so many girls do not have birth registration, it is very easy for an employer to claim innocence.

In the interim, the ban on domestic child labour should be amended so that the employer is responsible for determining the girl's age, rather than the girl proving she is not of age. Employers should be required to verify that a worker is of age before she begins work, and failure to do so should result in legal recourse. A possible issue with this amendment is that requiring the employer to check a birth certificate, when so many births are unregistered, could actually hurt potential adult labourers. Thus, until birth registration is more widespread, a labourer's own claim about his or her approximate age could suffice.

The aforementioned policy would benefit greatly from the minimum age of employment for domestic labourers being moved from 14 to 18. This will both alleviate confusion over wrongdoing and account for many of children engaged in domestic labour aged 14-18.^{xviii} There is far less confusion over determining the difference between a labourer who is 14 and 18 years old versus 14 and fifteen.

Teacher Professionalism:

Teacher Professionalism should be combated by taking action against teachers who fail to perform their duties. Rather than simply issuing legal notices, pay should be docked and teachers should risk dismissal if they do not perform. For positive reinforcement, a system of potential bonuses or at the minimum public recognition for outstanding teachers should be in place. The current system of sending letters to teachers who do not perform shows that the current infrastructure has a system in place for monitoring teacher performance. By docking pay or removing inefficient teachers, the government would actually save money. This money could

either be put towards government programs or towards bonuses for the teachers that do perform well.

Adapting a capital project timeline and budget is necessary to improving schools. While yearly funding is optimal for certain parts of the budget, a capital project budget should plan for the future. While the exact amount of time needed must be assessed through further research. This timeline and budget are particularly important because it would become something that is not based upon election cycles. Typically, such projects are ignored because they are very expensive, take a long time to complete, and benefit the politician's successor, as election cycles tend to be quite short. Immediate projects are favored because they will help politicians in re-election. By creating a separate budget with a specific timeline, the project will be removed from the volatile nature of election cycles, allowing true progress to be made. Moreover, the project will be taken out of the hand of individual politicians and the burden placed on the ministry of education. In doing this, uniformity across districts and constituencies will be created.

Conclusion:

While there have been considerable steps taken towards implementing the ban on domestic child labour, there are still some major considerations and issues. The strategy for conducting raids though both efficient and effective must be continuously implemented. While the raids are a successful method of releasing children already in situations of labour, the mentality of those employing children needs to change to have a lasting effect. Employing the use of the media to advertise raids can be an effective measure of prevention as it worries prospective employers. Conducting consistent raids makes employing children not worth the

risk. However, if the raids are not consistent and widespread, the risk of public shame and punishment becomes very small.

Currently raids have slowed because of lack of funds and time. While the raids should be conducted by the government, NGO's and the CRPF could act as intermediaries when the government fails to act. Just as MVF steps into government schools by providing volunteers and other resources when they are not available, they could take an active role in conducting raids. Many CRPF members participate in the labour department raids. If one or two police officers could be provided, and the labour department pledges to book cases, CRPF members could continuously conduct raids in various parts of the city.

Additionally, simply taking the child from the home is not enough. Employers must be prosecuted and convicted. Statistics and data vary between organizations and the government, with some claiming no convictions have been made and others claiming about 30% of cases result in conviction. Though there is not a fully reliable data set, all data consistently points to the fact that there are low numbers of convictions. Without conviction, the employers are not actually being punished, rendering the raids far less effective.

While legal recourse seems to be the appropriate method of reducing child labour in the urban setting, community mobilization efforts in the rural areas have proved much more successful. Many child labourers working in the city actually come from rural areas. Thus, perhaps more effort to motivate families in the rural setting could prevent girls from coming to the city for work. Additionally, many slum areas have strong community ties not unlike villages. Mobilization efforts in the slum areas using tactics similar to rural areas could help to reduce the supply of child labourers.

As of yet, there has not been any legal action to uphold the Juvenile Justice Act, which covers all children up to the age of 18. Taking legal action on behalf of domestic servants under the age of 18 using this act could prove an effective way of implementing legislation. Domestic child labourers are in dire need of care and protection, as is evident through the numerous case studies outlined by Noa Marom, one of the MVF interns, A child of fifteen, who may legally be allowed to work, might also be denied food, forced to work extreme hours, kept in deplorable conditions, and forced to suffer corporal punishment. The Juvenile Justice Act is a more complete policy that lends itself to the total abolishment of child labour. Rather than simply amending less comprehensive policies, invoking the act to file legal recourse would set a precedent and be a major step forward.

From labour to education, there are both policies that are extremely effective and policies that are not being implemented. The key to implementation in nearly every area seems to be that the political actor in charge is interested in taking action. While in this study political actors that care about issues of child labour and education were interviewed, many do not believe it is their duty to pursue social action.^{xix} In order for policies to truly be effective, implementing them should not be contingent on who the government official is. Consistency is a necessary to ensuring that child labour is eradicated. Thus, no matter who is in office, some action is must be taken. The lack of current consistency in implanting policies can be found from the highest level down to the local task forces set up to monitor schools.

At the local level, rather than relying on the district collector or parents to take initiative, there must be labour or education officers in charge of monitoring schools. At the minimum, there should be routine check-in meetings with CRPF members or NGO's and the government. Responsibility for monitoring government programs should be mandatory, not optional.

At the state and city level, Strategic plans complete with time-lines and goals must be adopted. The labour commissioner must be responsible for issuing legal notices and conducting a certain number of raids each year until the timeline and plans accomplished. These goals must be consistently updated and codified. Failure to uphold the implementation of policy should result in the possibility of removal from office. Government watchdog NGO's should monitor the actions of the government and be responsible for ensuring duties are being upheld.

The government has a responsibility to all of its citizens, particularly its most abused and ignored. Thus, action must be taken to not only pass legislation, but to implement it. Implementation cannot be accomplished through the hands of a few caring politicians or NGOs. True implementation, and the total eradication of child labour, must come from collective action. Where the government must require action to be taken, citizens must accept responsibility and the challenge of bettering society. After all, Gandhi said, "A nation's greatness is measured by how it treats its weakest members".

Appendix A: Interviews

A1: Meeting with Joint Commissioner of Labour, B. Ajay, 15/12/09

Discussed his general role and the various labour laws. The strategy for rescuing children from domestic labour and its development was discussed. The current state of implementation was assessed.

Designation

- 1991 Assistant Commissioner of Labour
- 2002 Deputy commissioner of Labour
- 2008 Joint Commissioner of Labour

Responsibilities

- For enforcing 23 from the Indian Constitution and booking and filing cases.
 - Minimum wage:
 - Lowest employee is entitled to 4,300 rs/month
 - If a claim is filed, the labour department will direct the management to pay the difference within 30 days. If the employer fails to pay back wages, they face penalties up to 10x compensation.
 - Children are not paid minimum wage. Often paid under 600rs/ month.
 - Employers are allowed to pay in installments if they cannot pay the full amount. AP Shops and Installment Act 1988:
 - AP Shops and Installment Act 1988
 - Child labour employment prohibited
 - Ensures adequate working conditions and hours
 - 59 leaves, fiscal and national holidays, and Sunday
 - If employee terminated file a petition to question legality. Can order reinstatement w/ full back wages
 - Workman's compensation
 - Officers of labour department act as judicial authority's by holding court and assign judgments
 - At times will acquire wages by force

Inspection and filing cases under criminal courts

Licensing authorities

- Issue licenses
- Contract labour act, shops and installments, interstate migrant workers, motor transport workers act

Consolation officers

- Industrial Disputes Act
- Union Registration
- Register under trade union act
 - Union enjoy certain privileges
 - Paid disputes, fight for workers rights, charter demands
 - Working hours, wages, etc

- Management not in position to concede demands uses the labour department for mediation. Department will hold meeting with both sides in order to facilitate common understanding and promote peace.
 - The agreement will be signed and endorsed. Then it becomes binding.
- Manage workers, etc.

Labour Commissioner plays several roles- clearly not enough time

Child Labour

- Current statistics are not very good. Proper scientific survey is lacking
- AP uses high numbers as a positive motivator
 - Claims more child labour to get more resources and attention

Government Hostels

- 470 rupees/ month/ child
 - The presence of corruption make the number about 300 rupees/month/ child
- Inadequate food
 - Very cheap and of poor quality. Lacks nutrients and diversity.
 - Lunch/ Dinner low grade rice and Dal, no curries
 - Dal is 90% water without any dal inside
- 120 children in hostel with 5 bathrooms/ toilets
- Rescued children are placed in hostels then forced to suffer terrible conditions.
- When there are visits by NGO's/ Inspectors, the conditions will be much better. The true status is hidden.

Status of the Child Labour Act 1986

- Prior to 1993
 - The act was not enforced at all. No one was even aware of its existence
- 1993 a
 - Conference was held which supported the ideas of parents and employers
 - Belief that poverty is the cause of child labour. Therefore, children must work.
 - Additionally, schools are bad. There are no facilities, no teachers (or in adequate teachers), and no guarantee of employment.
 - Education has no point, at least as a laborer can earn wages and get food.
 - Accused government of interfering
 - These ideas must be disgraced
 - NGO's such as MVF create awareness
 - Workshops, rallies, counseling, and motivation
 - Pressure the government to act
 - Elimination of Child labour is only possible by sending children to schools and motivations centers such as the RBC'S.
 - The Labour Department was never serious about child labour because there was no support from the public
 - Today, many officers still have not read the act
 - Many are uninterested in social activity
- 1995

- Rules for the 1986 child labour act are finally formulated because until laws and framed and formulated no action can/will be taken
- 1996 Supreme Court released a ruling requiring management to pay 20,000 rupees from the employer running a factory and directed the government to recover 20,000 rupees.
 - No one was concerned or took action
- 2000
 - Effort is finally taken because 1 commissioner was passionate
- 2004
 - Another commissioner became interested in the act
 - Raids were conducted over the course of 7 days
 - 188 children were identified
 - Hundreds of children found working in the cotton industry⁴
 - No cases were booked
 - Employers were motivated to release the children
- 2005
 - B. Ajay transferred to Hyderabad
 - He found that there were not any officers working on Child Labour
 - He could not take any action because not all the officers were there. (Offices were completely empty)
- 2006
 - Work finally started to be taken seriously
 - Each rep an assistant labour officer.
 - Shops, hotels, etc.
 - Each area must be attacked 4-5 times each day
 - Out of 2000 children, they would book 50-60 cases each day, immediately under the Shops and installments act.
 - File prosecuting before the criminal courts and take the attention of the media
 - Over 1 month, they covered the entirety of Hyderabad
 - Found 1121 children
 - The efforts were watered down because there were no judgments. People would simply book cases and then take bribes.
 - The strategy was altered
 - Booked cases under minimum wage act
 - Record statement of the child on the spot by employing the proper authority and the parents of the child
 - Required the employers to pay the wages to the child.
 - Employers were shocked
 - Children would just say they started work 1 or 2 days before, do they would not receive much wages.
 - Labour department started conducting open courts specially meant for child labour.

⁴ Legal action seems to be a less effective means of eradicating child labour in the rural areas. Motivation of Employers is the preferred strategy.

- They had wide publicity with big banners invited parents children and employers. MVF became engaged
 - Publicity campaign worked well in promoting the idea that children should not work.
 - The problem was the parents and children would lose 1 day wage because the courts lasted 6-7 hours
- The labour department required employers to pay then the compensation, in order to ensure it really went to the child. Employers blamed the labour department for using the 10x compensation mercilessly. They claimed they could not pay the wages and filed cases against the labored apartment.
- Then, the employers then began paying the correct wages and 10x compensation without problems.
 - The department would go back and find the same child working even after being paid compensation.
 - Employer pays state, state pays child, child pays employer
- Strategy 4
 - The money was deposited into a fixed account for 5-6 years. Once the child is 18, then entitled to claim the amount
 - The department does not always know the whereabouts of the child after 4/5 years. The money is often not claimed. However, successfully managed to punish employers. Even if the money does not go to the children, the employers are forced to pay.
 - Additionally, children were physically picked up from work on the spot. At times they would literally fight employers
 - Child kept for a few days then released to parents. If the child is an orphan, either mainstreamed into government hostel or sent to RBC.
 - Found children by conducting raids, canvassing the streets, and relying on tips from citizens.
- Domestic Child Labour
 - 2006
 - B. Ajay received 2 reports, from neighbors, outside his jurisdiction
 - Until October there was no law prohibiting domestic child labour
 - He took labour officers, police, revenue department, and media to conduct raid.
 - No jurisdiction, no power, no control
 - Case Study 1
 - The child was under 8, had not washed in months, and was severely beaten.
 - She was responsible for walking to the interstate, milking cows, selling the milk to the colony, and doing all the household chores.

- The case was booked for wrongful confinement and abuse
- The child is now in a government school and happy
- Case study 2
 - Child locked in the house from 7am to 7:30pm. She was responsible for all household work.
 - She was very thin and in shabby condition- routinely beaten
 - At the raid, the door was locked and no one would open the door for fear of punishment.
 - With a camera on the entire time, and signatures collected from all the witnesses, an inquest report was filed on the spot and statements recorded from those around.
 - The lock was broken and replaced, the child rescued. A new lock was placed on the door and keys given to the police.
- B. Ajay believed it was his duty and the duty of all citizens to act in such cases even if you do not have any power. He believed that if what you are doing is just and in good faith, ultimately, the law will support you.
- 10/10/2006 Ban on Domestic Child Labour
 - Many people were shocked and not supportive of the ban or the Labour department's actions.
 - The law gave the Labour Department power and authority. However, they needed to somehow implement the ban and publicize it
 - Invoked the help of NGO's, politicians, police department, etc.
 - Held workshops, made banners, had good media coverage and ensured that all AP knew of the ban.
 - Held 10k run in November for eradication of child labour
 - Attended by 10,000 people.
 - Bureaucrats, politicians, and society must be involved
- 2007
 - Implementing the ban had many difficulties
 - The issue of privacy and going into someone's home.
 - Lacked infrastructure and manpower. Not enough officers
 - There were many doubts about how it would work
 - Strategy was to rely on anonymous complaints
 - They had 16 teams and waited for complaints to come. That year, there were hardly even 30 cases
 - The approach was to attack each home with 40-60 people, students, media, police, etc. There was good publicity and huge media attention.

- Despite the few cases, people were scared. The risk of child labour was a huge nuisance for employers.
 - Despite the success, there were so few cases that a new strategy was employed.
 - The department of labour attacked colonies en mass instead of waiting for complaints.
 - Students were motivated and became involved in the task force
 - They were a 500-member team, brought to colonies by bus.
 - With the new strategy, they did 3 colonies in 1 month. They had better control and no one was an exception
 - 2-3000 homes could be searched in 3 hours
 - Strategy
 - First 2 female students go to the door and ask if Domestic Labour is employed. They ask to see the laborer. If adult, ensure the laborer is being paid minimum wage. If child, they would rescue him/ her.
 - Labour officer and police would come to the door.
 - Cases were filed
 - 3 months- 1 year in prison and/or 10,000-20,000 rupees
- Strategy is not replicated in the rest of state
- Claimed that 15,000 children have been rescued
- Role of the NGO's is to motivate, ensure that the DCL is not replicated
- Won the confidence of the media
- Continuous mission

A2: Meeting with Mandal Revenue Officer, Madhu Moheam, Amerpet, 12/15/2009

His role and function in child labour laws and implementation was discussed. He is responsible for sending legal notices to employers, settling land disputes, and general administrative duties of implementation.

Role:

- Main implementer of revenue department
- Inculcate awareness among public.
- Meeting with public and local leaders
- Book cases against employers
- Send Legal notices to business men
- Land administration
- Issue certificates
- Taxes
- GHMC

Challenge and solutions:

- Acts not implemented properly
- Literacy and awareness are a cause
 - Slums, literacy rates very low, dropouts. Crime rate
 - Conducts meetings in local slum areas to spread awareness
- Try to eradicate poverty
 - Mimic the road paved by MVF
 - Conduct meetings other departments, labour, education, MVF
- New sites for school building in litigation
 - 80 unable to build
 - Claim over whether government land or not
 - Successfully biggest colony
 - Not a single child labour
 - Many certificates when due, education, caste, etc.
 - Going to streets issuing certificates of education, etc.
 - Action- strongly opposed
 - Go to police

A3: Meeting with, MLA Amberpet (BJP), Kishan Reddy 21/12/09

Discussed his role, the actions he had taken and the current state of education and labour. His focus is on education rather than implementing labour laws in his six lakh constituency.

- Unicef Award child friendly

Role/ daily activities

- 6:30 am people come with grievances end at 10-11pm
- Marriages, festivals, 2-3 times go to minister
- Sanitation to schools, roads, etc
- Motivation campaign to parents/ public
- Encouraging NGO'S
- Pick up and improve strategies
- Every 3 months head masters review with MLA
 - Will get all concerned department to join meeting
 - Confide to HM's to run the schools

Implementation

- No proper commitment from the government
 - Officers take the labour organization's fights. Use small officers
- Much change in 3-4 years
- Students questioning parents, parents are questioning society
- Implementing
- Encourage poor people
 - Total fee reimbursement for private college
- Change coming soon
- Every middle class family all consistently receive higher education

Actions Taken/ Successes:

- Recent activity 5.5 years ago elected
 - More construction in 5 years than last 50
 - Constructed 50 government schools
- Change Telugu medium schools to English
 - 10 English medium government schools in constituency
 - Mother language Telugu, must learn another
 - English road to success
- 10th class improvement (5-7pm) to allow chance to get higher grades like private
- Facility available for little child, so siblings can go to school
- Went with 10 thousand students to corporate hospitals for a full check up
 - 700 students needed glasses
 - 23 student s had hole in heart for operation in corporate hospital

- Pensions of 200 rupees before 900 people, now 13000
- Self help groups, 800
- Government subsidies
 - 1kg Rice for two Rupees. 25kg Rice for 1 dollar. Feed family for 1 month

Barriers to Education

- Problem of environment
 - 1 room, cant study
 - Higher classes better environment
 - Slum areas
 - Competition in education
 - No strides in 10-15 years
- Proper education
 - Children prefer to go to school, but there are no proper schools in some areas
 - What after 10th class?
- Government hostels
 - Parents come and put pressure on the child to work
- Midday meal
 - No proper infrastructure b/c of staff
 - Food delivered after 3 or 4 hours
 - Centralized food problem
 - Decentralization
- School teachers no responsibility
- No money for cleaning schools
 - Teachers end up also having to clean
- Ready to spend on buildings- can't
 - No provision for sanitation
 - No play grounds
 - No labs
 - No sports
- Number of students attending is on the rise, because of mid day meal scheme.
- No proper training for Telugu teachers – no English medium

Challenges

- 1000 years of child labor, improvement is slow
- Migration brought backward minds to the urban area. Domestic labor is prevalent in backward/slum areas.
- Poverty is biggest problem
 - Eradicating poverty first, then education
- System needs improvement

Goals

- Slowly improving and discouraging CL
 - DC (District Collector) in charge identify and send task force
 - Some take action others do not
- Concentrating on fixing schools
 - Admission in encouraging schools
 - Supporting education

- Midday meals, scholarships, fees reimbursements
- No proper infrastructure in government schools (staff, water, sanitation etc.)
- Land becoming costly
- Improve scores on common exams

A4: Meeting with State Pedagogical Coordinator, Apanda Reddy, 22/12/09

Discussed his role in education and the strategies for teacher training and curriculum development. Systemic issues within the system, such as teacher professionalism and facilities were discussed.

(Has been in education for 20-25 years),

Role:

- Teacher Training
- Classroom monitoring
- AMO Training
- Review with teachers
- Subject Review, modules
- Assessment procedure for children
- Improve performance areas in all subjects

Info on Teachers and training of teachers:

- There are 4 Lakh Teachers in AP (thinks this is sufficient)
- Every year there is a 10 day compulsory teacher training
 - Topics covered:
 - Methods of teaching, assessment of students, professional development, lesson planning, the nature of children
 - Goals
 - Improve professional accountability and teacher preparation
 - Improve child performance
 - Encourage community involvement and parents
 - Inform parents

Curriculum:

- Developed at National Level
- Once in 10 years the curriculum is updated
 - Improvement of Textbooks
 - New pedagogy
 - Learning outcomes
 - Curriculum reforms
- Formation of curriculum is based upon several countries
 - Multi-level approach (Philippines)
- General education only
 - Not vocationally based
 - No informal education

- No after school programs
- 2 periods for games and sports
- Parents prefer English Medium schools. He prefers elementary education be in mother tongue.
- When schools are around construction sights (with migrant population) Hindi medium
- Construction school, slum schools, RBC (NGO projects) mostly in Telugu or Hindi medium (Nandy, Prapham, Ramdu Reddy, MVF)

Challenges:

- Professional accountability of teachers (absenteeism)
- Classrooms have different levels of students
- First generation students

Collaboration:

- Working with 7/8 NGO's (including MVF).
- Will go to meetings on strategies for child labour.
- Implementing different strategies from NGO'S
- No real collaboration with department of labour

Improving Teacher Performance:

- If teachers do not go to school or fulfill duties, letters will be sent to them.
 - No punishment or removal of salary
- If teacher is proved to use corporal punishment, will be punished through legal action (criminal case if filed).
- Reliance on communities to monitor their own schools. Parents and students must complain to MEO, district collector, or NGO's.
 - Economic Monitoring Committee
 - 10/15 parents meet 1/month for quality review

How to improve schools?

- Process of constant monitoring and evaluation of studies
- Free textbooks for all children
 - New textbooks

Mid-day Meal:

- Improved attendance and enrollment
- Needs much improvement and funding

Facilities:

- Sanitation requirements
 - Currently constructing/ improving 5-6 schools/ year
 - 10-15% covered (cannot complete more due to budgetary restrictions)
 - there is no time-line or plan for completion
- Yearly budget without any long- term scheme

Private schools/ Government vouchers

- Does not believe in Government Vouchers- rather should strengthen institutions
 - No clear line between private and government
- Private schools do not have qualified teachers

Government Hostels

- Need much improvement
 - Food quality

- Facilities
- Monitoring system in place
 - Visits by education department officers
- Adoption program in place

A5: Meeting with Mandal Education Officer, Jagan Mohana Chary, Seri Ligampally Mandal, R. Reddy district, 7/1/2010

The interview provided the opportunity to discuss some of the issues in the metro-area of Hyderabad. The rapid development in Ligampally and the large migrant population causes a unique set of challenges. Strategies for dealing with the community and encouraging student enrollment were discussed. Additionally, the relationship between the government and NGOs was assessed.

Role:

- Visit schools and check on their activities
- Guide for improvement of quality
- Ensure enrollment/ retention

NCLP – National Child Labor Project

- Conduct raids with the labour department
 - Primarily hotels/ dhabas
- They have one RBC in this Mandal. 65 students there (B&G)
- Raids/ enrollment drives conducted primarily in June
 - Guidance is given for teachers for accepting children during the middle of the year.
- Motivators go around and check if attendance is regular.
 - They have constant checkups to see where children are. They have a list they refer to

Supporters:

- MVF, Dr. Reddy, RBC, Alternative Schools, RVM SSA

Schools:

- General
 - Telugu Medium
 - 5 Urdu Medium schools (Muslim community)
 - People from Oria – teaching in their mother tongue
 - Emphasis of teaching in mother tongue.
- Alternative Schools
 - Focus on slum areas and open temporary schools with help of donors construct building. At present six Alternative schools. Total of 299 children enrolled in these schools
 - Mid-day meals are supplied to Gov. Schools (and from there to other centers).
 - Teachers

- Pick teacher/educated person from the local area (on a volunteer basis).
 - Training is provided.
 - Reading material is supplied.
- 10 transit Schools
 - During times of construction open from 9-5 (while parents are working)
 - 500 students enrolled

Challenges:

- Migrant communities
 - Many migrant people come for work not permanently settled. Children help them to check this use MVF home to home survey.
 - Attendance is not regular because of migration (teachers have raised this as a problem)
- Because of poverty of parents 5-6 age group do not attend school because they take care of their younger siblings.
 - ECEC centers are available to allow school going children to attend school and not take care of siblings.
 - Additionally, children are allowed to bring younger siblings to school.
- Too big of an area. Can't reach every part
- Small percentage of parents find issue with loss of wages
- The problem is not drop outs, it is children that have never been enrolled or move away
- There is no compulsory birth registration, but it could help.

Successes:

- Keeping children in school.
- Trying to get help for the Alternative Schools.
 - People are coming forward and sending their children.
 - The Alternative school might start out with low attendance, but quickly word is spread that the quality is good and activity is good.
- system where any volunteer or teacher that they employ they will get bank details and give it directly the financial dept so that payment is placed directly into personal bank account rather than the MEO office being a middle man.
- If teachers are not attending they will cut their salary according to the days they did not work
- There are enough teachers (1/40) that the government provides, and they also get volunteers to help

All schools:

- Attendance is less on days of bandhs.
- Only teachers give home work help during class hours.
- Nothing is provided after school.

A6: Meeting with Mandal Resource Person, Balkram, Lingampally, 7/1/2010

Met with three MRPs. Their role was discussed. Additionally, population statistics were given and the strategies used to increase enrollment were assessed.

Role:

- School inspection
- Reporting corrections from schools
- Providing guidance to the school teacher

Strategy to enroll and retain children 5-14 years of age:

- Motivate parents
 - Interact with parents
 - Determine financial status and child's position in family
 - Create an interest of school in children and then in parents
 - Discuss importance and use of school
 - Teach how to help/ encourage children in school

Statistics:

- Mandal population: 74236
- 49 government schools
- Total enrollment: 54, 653
 - Enrollment of boys: 28, 565
 - Enrollment of girls: 25, 653
- 20,000 either child labour or private school

A7: Meeting with Mahita, Ramesh, Naushem, and Sivarop, 1/2/2010

Met with the leaders of Mahita NGO to understand the role of NGOs in implementing legislation and assess the use of collaboration and networking among different organizations. Additionally, Mahita's work within the Muslim community allowed for a discussion of the old city and the current implementation problems that persist there.

General Information:

NGO working in urban slums and focusing on children from Muslim communities.

- Mission- every child needs a quality education.
 - Education comes first. Life skills should be taught. Livelihoods will come later.
- Community education centers
 - Bridge between the community and government schools
 - Children age 6-9
 - Mostly girls age 10-15
- After seventh standard, there is a resource center for after school study.
 - Mostly help in the topics of science and maths
- Link adolescent girls with education- help them develop self confidence
- They also provide livelihood skills for girls/ women
- Provide regular classes of Reproductive Health
- Work within government schools to improve quality
 - Eradicate corporal punishment
 - Better enrollment

Strategy:

- Learn about the community
- Use social workers/ good communication skills
- Understand local needs, sensitivities, etc.
 - Dr. Robert Chambers, learning from Farmers
- Build trust through person to person interaction
 - Start dialogue with children
 - Rights should come from the heart. The child needs to believe in them
- Use plays, workshops, and fun to teach girls and capacitate them
- Encounter issues within the community and create a news bulletin
 - Girls also make posters, mono-ptints, etc. These materials are hung up and sent around to different communities
- Community video unit
 - Give training to girls to take videos, develop script, edit etc.

- Girls produce their own videos, each girl has a role. They show them to the community

Urban vs. Rural:

- Began in the rural areas but found that there were immense problems in the urban sector
 - Currently working in 62 slums
- Rural schools are better than in Hyderabad
 - 150 schools, 90% are terrible

Labour industries with children:

- Primary employment of children in the Muslim communities:
 - Rag pickers, incense makers, bangle making, beadle neck cutting, chocolate-candy- and biscuit wrapping, mechanics, hotels, auto-garages.
- Slums are a hub for work

Legislation:

- Juvenile Justice Act, 2000
 - Most powerful piece of legislation, if it can be implemented
 - How can it be activated at the grassroots level?
- 1986 Legislation
 - still does not prohibit enough
 - implementation and enforcement are the challenge
 - Domestic child labour
 - Being reduced because of enforcement. Good awareness campaigns through raids and prosecution. Needs to be sustained
- There must be civil society pressure for legislation
- People must be aware and give importance to children
- If schools are not encouraging, children will join the labour market b/c education is not helpful
 - There has been much improvement through motivation and caring teachers

Collaboration of NGOs

- AP alliance for child rights
 - State level policy meetings
- Pressuring the government
- Networking

Old City, New City

- Politics is different
- NCLP will not go into the old city
 - Political interference is very high
- Attempts to rescue children from hotels, domestic, etc and put them into RBC.
 - In the old city, the MLA took all the children back.
- Unique ideology and unity
 - Need to try and break the silence
 - Re-strategize programs

A8: Meeting with Greater Hyderabad CRPF Convener, Shek Babu, political party TDP division president, 2/2/2010

Meeting was to assess the problems of implementation within the Muslim community in Hyderabad. Additionally, CRPF tactics, challenges, and successes were discussed. Additionally, several case studies were given.

CRPF community watchdog role

- Ensure children's rights are not being violated
- Monthly visits to hostels
 - check facilities
 - talk to teachers
- follow up with drop-outs
- write letters to produce to the higher authorities

Strategies for motivation:

- First talk to the parents, then counsel the child.
- Talk to government teachers, NGO's, parents, neighbors and the community to gain support

Muslim community

- More children in the family and many are employed
- Face discrimination because they are minorities.
 - No government jobs

Improvements

- Last 5 years girls are being enrolled in school
- Minority institutions are providing loans and subsidies for the poor
- Local leaders beginning to support NGO's.
- Community action resulted in the building of the Rasoalpura high school.
 - Telugu, English medium.
 - Up to 10th standard
 - % of school going drastically increased
 - However, 60-70% of children do not attend regularly

Case Study

- Soap factory with 14 children working. CRPF informed the labour department, media, etc. and raided the factory
- All the children were released
 - Some are attending schools

Appendix B: Meetings

B1: CRPF meeting, Marredpally district office, Secunderabad, 14/12/09

CRPF staff and core staff meeting was attended. We were able to first observe the general meeting. Focusing on the challenges and issues brought up by members. Next, we were able to ask focused questions and learn about the role of the CRPF in implementing labour laws.

Interpreter: Prakash

Participants:

- MVF resource person
- MVF CRPF district secretary
- ?program in charge
- CRPF convener
- BSP leader

Meeting schedule :

- Mandal level – once a month
- District level – once a month
- Members go every 15 days to schools and hostels
 - 6 month reports to education department of problems at school level
- Survey the area – door to door
 - neighbors secretly inform if there is domestic labour
 - any reports of abuse (corporal etc) reported: abuse to police and domestic labour to labour department

Strategies to combat child labour:

- NCLDP department do raids, 20 children rescued, 2000 homes inspected in one day.
- Holistic approach- uses the media, police and labour department.
- 5-25,000 fine for employers who hire children
- They find that highly educated families use domestic child labour.

Urban compared to rural

- Man power limited in the urban area. If one person is enough in a village, in the city there is need for much more man power
- People are educated in the urban city and don't have any interest to listen to MVF
- Different methods needs to be used in the city, plays and music do not work to attract the children.
- Less community

- In villages, entire village takes responsibility for children. Urban setting much more individualistic

Methods used in urban setting:

- Pamphlets
- Posters
- Stickers
- Cultural programs in the slum area
- Person to person motivation
- Action with labor department – good outcome
- Sound system is needed

B2: MVF Core Staff – Hyderabad, Marredpally district office, Secunderabad, 14/12/09

MRO – Mandal Revenue Officer

- General: Singled out areas where there is high percentage of domestic child labour through surveys. Then they organized rallies and pamphlets. Went from house to house and motivating. A lot of them are migrant children and parents were arguing as this helps their income.

Musheerabad mandal:

- strategies undertaken:
 - Getting maps of slums
 - Building trust in the slums
 - Mediate between the parents and the MRO.
 - Form networks with NGO's to work with runaways and send them back home
 - Police and administration officials are used.
- Biggest challenge
 - building trust

Ameerpet mandal:

- Organize meeting with elected officials of the slum and create basic awareness
- Survey 20/84 slums have high concentration of child labor
- 531 child labourer in this mandal

Strategies

- Meeting with Head Masters of schools and evaluating the problems.
- They are taking HM to slums and physically getting the children to come to the schools.
- Get water and electricity for structures
- Motivation
 - Convince elders
 - Door-2-door surveys
 - Rallis, slogans, street plans
 - Motivation centers (children)
- A distinction was emphasized between urban setting and rural setting: where surveys are concerned, in the urban setting change is drastic in short intervals of time.
- 3 fold strategy to reduce certain forms of labour:

- Administration – through MRO (Mandal Resource Official)
- Political – through MLA (Member of Legislative Assembly) cooperation (bring them to the slums etc)
- Public
- This is the first time this type of review is happening in Hyderabad
- Working with the MRO on identifying who is employing for each form of labour and giving legal notices
 - Raids conducted by MVF, MEO (Mandal Education officer), MRO, Police together (first time all 4 agencies worked together)
- Emphasis was put on a holistic approach to any of these issues – you must get everyone involved in the issue.

Asif Nagar Mandal (at Old City of Hyderabad) –

- More girl children in government schools because less money is spent on their education. (Boys go to private school)
- Schools are all day so they can't go back to work
- Emphasis is put on those going to school
- Concentration of schools is low. The facilities that do exist are bare minimum.
- Main employer of child labour is mechanic shops – MLO served legal notices as precautionary measure.
- Discussions are being held between students and teachers.

Bandlagula Mandal (at old city of Hyderabad)

- Children beggars stay in small colonies that are closed to outsiders. It makes it tough to interact with them and motivate the parents.
- Methods of motivation:
 - The RBC is close so one method of motivation is to send the parents to visit. The children talked about their experiences
 - Child-2-Child motivation
 - Slogans
 - Rallies
- To get support of the local Muslim leaders they expose him to the RBC and to the slums
- Area is full of migrants who don't speak Telugu, work has been done to create an informal school in their language medium

Appendix C: Site Visits⁵

C1: Hill Top Colony, Motivation centre, Marredpally mandal, Secunderabad, 14/12/09

The centre started on December 1, 2009. It had been opened for 15 days and will close after 3 months

In-charge, Shoba

Hours of activity: 9am-12pm

Strategy

- Shoba went door to door to motivate families to let their children get an education. The centre started with 5 children but developed and now has 28 children, 16 of which come from child labor background.
- The children would come very messy in the mornings, but Shoba educated the children on the importance of neatness and has taught them to get ready for school.
- The purpose is not to educate, it is to get them to go to school (either RBC or Hostel). Methods of engaging with the children: drawing, games etc.

⁵ The Sites listed in the appendix are not complete. Several other government schools and RBCs were visited. However, the primary sites discussed on the paper are included. Soft copies of detailed notes from every visit are available.

C2: Ambedkar Nagar NRBC, Marredpally mandal, Secunderabad,14/12/09

Site visit including discussion with the head master and teacher. The function of the particular center was assessed. Additionally information about the general quality of schools in the area and problems in the community was derived.

- The school has been open for 15 years. The head master has been in position for 2 months after being transferred from a different NRBC.
- There is 1 teacher and 2 assistants at the school.
- 200 children in the area, 100 attend the school daily

Facilities :

- Open sewage running alongside the school causes teachers to refuse to come to teach.
- Because of the poor sanitation in the area the children are frequently sick and will not attend school regularly (every 15 days)
- Drainage issue prevents even more children from attending during the rainy season (flooding)
- Some children don't come to school because they need to take care of siblings
- Children will come to get support from the school but won't attend the classes
- School does not have sanitation or water facilities
 - children will go home for these, they will often remain at home after leaving

Community:

- MV has too work hard to motivate parents and children to attend
 - Parents will prefer the children to work because it brings an income to their pocket
 - Children don't save their money, they spend their earnings on a daily basis
 - Children want to work – it's all they know
 - All are first generation students

**C3: Government School, Thukarangate slum, Marredpally mandal, Secunderabad,
14/12/09**

Site visit including interview with the assistant head master and teacher. The development of that particular school and the challenges faced were discussed.

Logistics:

English Medium School

Five teachers

120 students enrolled

Past Challenges and Successes:

- At first, she was the only teacher. After putting pressure on the government, and through NGO's they received more teachers. During the time when she was the only teacher attendance at the school fell.

120 children in attendance.

- MVF brings children to the schools from both RBC and hostels.
- MVF volunteers monitor attendance, motivate children not to drop out
- First the children come to the school and all they can do for a while is play and repeat some structures they went through in the RBC.
- The children (former labourers) do not come regularly and act afraid of anything
- She said that they do not treat the children any differently just because they have dropped out or come from a labour background.

Schedule of the school:

8:50-9:00 – Prayer

9:00-10:30 – English

10:30-10:45 – Interval

10:45 – 12:15 – Mathematics

12:15 – 1:00 – Lunch

1:00 – 1:45 – EV

1:45 – 2:00 – Tel/library

2:30 – 3:00 – Activities

Problems prevailing:

- Many children do not come to the prayer session because many act as domestic servants or do chores at home before coming to classes.

- If they fall ill or cannot attend for some reason, they will not study at home or do homework and if they do not attend regularly, they forget what they learned.
- Parents will not encourage because the children support the family by working.
- During harvest tie, the children will go to the village with their family to work.
 - The parents will make the child drop out to go and harvest and then complain that the school was bad and will sign up the children at a different school when they return from harvest.
- There is a nursery for 3-5 year olds that works on getting the younger children ready for 1st class.
- There is a mid-day meal scheme in place at the school which is provided by an NGO, Nandi foundation. This is centralized and cooked at 4am and distributed to the schools in thermos containers. They provide rice and dal/curry. Once a week there is eggs and bananas. They also give biscuits.
- The school complains that the rice is of very poor quality and the children will refuse to eat it.
- Facilities are poor and need fixing. (meaning not clear)

C4: Chandrainguta Residential Bridge Course for Girls, Chandrainguta, Hyderabad, January-February 2010

General:

Funded by Broad Bridge Software Company, USA

- Cover all expenses including: facilities, food, and salaries

In charge: Vani

91 Children- 28 Domestic Child Labourers

7 Groups- classes based on age and degree of schooling

8 teaching staff

5 non teaching staff

Schedule:

5	Freshen Up
5:30	Yoga/ Meditation
6:30	Bathing
8:15	Breakfast
9	classes
11:15	interval
11:30	classes
1:10	lunch
2:15	classes
4:30	games
5:30	Freshen up
6	Review (Every child speaks about what they did)
7:30	Dinner
8:30	Homework
9:30	Bed

Time Frame:

First 2 weeks	<ul style="list-style-type: none"> ● Adjustment phase ● Child might cry and want to leave
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	<ul style="list-style-type: none"> • In a few cases the child will go, but typically returns after 1-3 days • Parents are invited to encourage child by sending support, clothes, sandals, etc. • Child will speak freely about feelings and past experiences • Teachers counsel the child • Teachers assess the child's skill level • No teaching is done
Third week	<ul style="list-style-type: none"> • Child is placed in a group based on age and ability. • Ages 9-11 will study for 5th class. Ages 11-14 will study for 7th. • Children with some education will be placed in one class, children without any education in another
2-3 Months	<ul style="list-style-type: none"> • Child will be fully acclimated and largely past the trauma of prior experiences. • No longer considered "new group".
6 months- 18 Months	<ul style="list-style-type: none"> ○ Child will leave the camp and be mainstreamed into either a government school or hostel. Those requiring more education will stay for longer, those with a higher ability will leave sooner. Many factors are assessed when determining child's ability to leave the camp.

Urban vs. Rural children

- Urban children
 - More difficult to teach
 - More clever and less respectful.
 - More aggressive
 - More incentive for working, higher/ more immediate wages

Urban vs. Rural community

- Urban
 - No aggression/ hostility from neighbors
 - No one knows or cares
 - More manpower required for motivation
- Rural
 - Everyone know everything
 - More difficult in the beginning when there is hostility
 - Positive when the community is supportive. Help field staff, make motivation easier.

ⁱ Table 1

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