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Social Policy Imperatives: Addressing Gaps in Skills and Education to Ameliorate Child Labour in Bangladesh

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Abstract

Child labour hampers social equality and threatens their future interest. The last two decades represented a slowing down of the global pace of reduction in child labour. Moreover, the pandemic and wars, including economic crises over the past years have further stalled progress toward the goal of eliminating the worst forms of child labour. For this country, a disturbing fact is substantial rise in the figure of employed children in the age group of 12-13 years – from 0.04 million in 2013 to 0.59 million in 2022 – and their involvement in perilous work, which has more than doubled in the last ten years. The Bangladesh Bureau of Statistics' National Child Labour Survey of 2022 documents that out of 39.96 million children, 1,068,212 children (aged 5 to 17 years) are in remunerated or low-paid work, and amongst them, 60 percent are involved in hazardous child labour. In the interest of sustaining development gains, child labour needs to be cogently addressed.

This study suggests a paradigm shift within a social policy imperative, due to the absence of an implemented and effective social protection strategy (notwithstanding the National Social Security Strategy that could successfully encompass this group) No implementation strategy has been articulated in NSSS. This study devises solutions that take into cognizance the socio-economic and structural constraints, for amelioration of child labour in Bangladesh. Also, policies have been recommended here: by drawing upon NGO initiatives in Bangladesh, as well as author's projection of innovative strategies to keep children attentive and keen. An idea of best practice from RSBY (India) and ID cards for support of street children and poor, has been given. A child centered development for improving their skills and education, leading to entry into trading, or remunerative activity through placements, have been delved into, for quick improvements in their situation. It would assist in developing more sensitive policies and its implementation, in future.

Key Words: Social-Policy, Child-Labour, Poverty, Education, Skills' Gap, Free-Enterprise.

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1. Introduction

Social Policy considers and even solicits that child labour is eliminated in the interest of a future that can harness and protect the potential of every child. Basically, within each child, is the ability to develop free enterprise and skills provided it is cultivated and nurtured effectively. This premise was also acknowledged in the 1972Bangladesh'sConstitutional assertions. Elimination of child labours intrinsically linked to basic rights of citizens. The ILO Global Report on Child Labour, 2010, documents that the previous decline of child labourers from 222 million to 215 million is, sadly enough, representing a slowing or stagnating of the pace of decrease of children in labour, worldwide. Covid and rising prices have been additional barriers to progress. In this global turmoil, as we move towardsmid-2024, the inimical conditions that persist for children, solicits a cogent impetus, especially to eliminate the least desirable types of child labour, which prove detrimental to the health and growth of children.

This deserves critical attention of policy makers because elimination of child labour in Bangladeshis now a social policy imperative and turning humans into wealth is very important for private enterprises and social upliftment. A society that neglects its future progeny, is likely to be troubled with problems, which will prove to be daunting in the long run (Begum, 2012).

The Bangladesh Bureau of Statistics' (BBS) National Child Labour Survey of 2022 reveals that Bangladesh has 39.96 million children (51.79% boys and 48.21% girls), who are aged 5 to 17 years. Amongst these, 4.4 percent (1,776,097) are engaged in child labour, while 60.14 percent (1,068,212) are engaged in hazardous child labour. Child labour poses as a major problem and a hindrance to development, as a large number are engaged in various types of economic activity, instead of attending school. Half of the children are living in poverty, with one-quarter in persistent poverty. The restrictive hindrances within society preclude many children from various socioeconomic strata, to forgo learning and relevant education. Here, children from very poor backgrounds, have been focused upon. They have difficulties in realizing their full potential, due to various economic constraints, too. Extensive hours of work are inimical to healthy growth of children and a holistic development is severely threatened. Children can be found working with flammable machines, risky instruments in automobile workshops, motor garages and waste collection etc.

The contextual impediments present in Bangladesh, often militate against people's desires and the structural milieu dictate a survival strategy. Unequal from birth and enduring sustained exclusion, they choose a survival strategy. The economic milieu in Bangladesh dictates that the chronically poor suffer from inequality in accessing structural opportunities and capability opportunities that lead to a perpetuation of poverty (Begum, 2009). Although poverty and inequality are inextricably linked, inequality sustains poverty. The resultant infringements of critical human rights are manifested in microcosm, upon the most vulnerable in society, i.e., children. Besides poverty, voiceless status of children renders them vulnerable to exploitation and this characteristic combined with other social and cultural factors, untenable economic conditions etc., robs them of childhood learning and decision-making.



2. RATIONALE

About 9 percent of children never enroll into schools due to livelihood related constraints. Children from these poor families are born unequal from their conception. Handicapped from the womb, they face the harsh reality of earning a livelihood from a tender age, without reprieve. Superimposed on them is a lifetime of low income, illiteracy, lack of skills, debilitating health without adequate medication and nutrition leading to sustained inter-generational inequality and impoverishment. The urban areas depict, in microcosm, a similar inequality among the ultrapoor. The poor are not homogenous. The poorer they are, the greater the inequality, exploited and abused. The National Child Labour Survey (NCLS) testified that child labour is still mounting, from 1.70 million in 2013 to 1.78 million in 2022.

3. Objective

The objective of this study is to emphasize the potential for free initiative within the labour-intensive work involving child-labour and delineate policy sensitive niche areas for amelioration.

4. LITERATURE REVIEW

Children, from poor and extreme poor migrant families live in derelict and cheapest lodging in the city. They occupy slums, rooming homes and even the streets (Begum, 2020). Many children are sent to cities to work (Begum, 2021).

Todaro (1969) had claimed that migrants are economically motivated and expect a higher income. However, this is not altogether correct; more rightly, the relentless presence of a bimodal structure of migrant characteristics is being manifested in the presence of the not-so-well educated, old or too young and not-so-well informed people to the streets and slums. People not selected by age, sex and education, are also moving in, due to various reasons that include economic needs. Begum documents that, "Migration is a commitment to a way of life in another region based upon an expectation, arising from a cognition of the existence of benefits in the area of destination" (Begum, 1999).

Free enterprise and invention could be instilled in the younger generation, through policy planning. No such planning exists that could involve this group. Children on the streets are the most vulnerable and involved in the most hazardous activities. Suffering ill-health and stark poverty. A catch twenty-two situation stalk them, despite meagre income, handing over money to oppressors, even to law enforcers for sustaining lives and livelihoods on the streets, doing menial jobs. More ironically, the official forces confiscate resources and pitiful makeshift refuge. They cannot oppose the oppression that come in the guise of authority, transgressing rights. Although government and NGOs have been working with the pavement dwellers, no clear policy exists for enabling the pavement dwellers. Acts like the Bengal Vagrancy Act of 1943 and the Vagrant and Shelter-less Persons (Rehabilitation) Act of 2011 have identified these people as criminals and police arrest them, suspecting rule violation.

The new laws that are being promulgated to assist poor people are a repetition of the old law with omission of important Section 9 of the Act of 1943 whereby any authority issuing any order to send a person to a vagrancy home is required to ensure that children, among other classes of residents, are kept separate from other vagrants. Many sections and sub-sections of the *Dhaka*



Metropolitan Police Ordinance 1976 consider begging, prostitution, footpath-based small businesses like tea or cake selling as punishable offense and could be used against pavement dwellers.

Poor, although they are deprived of social security, but for them, taking alms is an offense. Therein the greatest paradox surfaces, when the rights of the poor are hampered in all aspects. Although Article 15 of the Constitution states that the state shall be responsible for the basic necessities of its citizens and respectful of the fundamental human rights and freedom of every person, a discriminatory law has been made against the interest of the poor. Thus, this review has noted that the expectations of these poor people do not materialize.

A Concern study (2010) enquired about the policy stance in their context. Unanimously, they cried that they are people too, ('Amrao Manush'), and they need enabling environment to function as human beings. Evidence, that the next generation of pavement born dwellers have failed to triumph over the sufferings of their parents. Indication that drug users, sex traders and other pavement dwellers are affected by the worst forms of exploitation, which precludes them from improving their situation and government is neither tactical nor facilitative. Case studies show that pavement dwellers are ridiculed, even hated and labeled as thieves, addicts, nuisance, prostitutes etc. The life on the streets deprives them of education, subjecting them to abject and miserable lives. They become victims of extortion: often complying with oppressors' sexual offers, facing false charges of drug business or other crimes.

Policies bypassed their basic needs. These policies also contributed to attitudes that tend to view their existence as a symbiotic exercise. The understanding was that migrants fared well and cities require revenue and so, poor can pay for services, housing etc. However, beyond that, the policies fail to recognize that the poor are not homogenous but rather incorporate heterogeneity amongst themselves. Especially children, are exploited in the urban scenario, in the same manner that they fail in the rural areas. Children's toil is unrewarded but often readily exploited. These policies thus, are ineffective, sustaining anomalous situation.

<u>Definition of Child Labour and Safeguards Needed to Enable Them to Be Socially Active and Economically Viable:</u>

Child Labour has no universally accepted definition. However, the definition of Child Labour broadly encompasses the following factors:

- (a) Some normative indication of minimum age for employment;
- (b) Having access to learning, especially those who are remuneratively active;
- (c) Children who often work to subsidize family income etc;
- (d) An assumption of access: these 'Working Children', also include child labourers, who form a sub-group. They need recognition as future citizens.

5. Analysis of Child Labour in Bangladesh

Due to shortage of more recent studies, reference is made here to the KAPE Study. KAPE Study has been an authentic documentation of Child Labour. The Child Labour Census (2013) of the Bangladesh Bureau of Statistics (BBS) has defined the number of Children but there is little or no information on the situation, at least on the prevailing cultural attitudes. KAPE study documents that children's involvement in work is common in Bangladesh. An estimated 3.55 million children



aged 7-14 years were in employment during the 2005/06 reference period. A greater number of Bangladeshi children were engaged in other productive activities during this reference period. Many reports give evidence of the negative effects of children's employment, which deters their learning to a great extent. Only some 59 percent of children in employment attended school in the 2005/06 reference year.

According to the UNICEF, *Multiple Indicator Cluster Survey 2006 published in October 2007*, it was reported that nationally, child labour prevalence was quite noticeable being in the vicinity of 10 to 12 percent. About half of them were occupied in family enterprises. Children from rural families were around 14 percent and deeply engaged, while around 12 percent urban poor children were working to earn some wages. Chittagong division had the lowest incidence (8.8 percent) while Rajshahi division had the highest (16.6 percent). Among districts, the lowest rate was in Barisal district (4.4 percent) while Panchagarh, Naogaon, Thakurgaon, Rangpur, Joypurhat and Mymen Singh districts had rates above 20 per cent.

Another interesting finding of the survey was that the 76.9 percent of children aged 5-14 years who were attending school, were also working part-time in some remunerated activity or the other. More male children compared to female children were attending schools and occupied in remunerated activity which could make their family expenses less burdensome.

Child labour is ubiquitous. Children are found working in garments, bakeries and confectioneries, hotels and restaurants, transport, bidi (cigarette) factories, small engineering workshops, fish-processing, and other informal and unregulated sectors. There are also allegations of children catching and processing shrimp in Chittagong for export. Young children serve at roadside tea stalls, and weave between cars selling goods to motorists. Many children are engaged as house-maids and male helpers inside homes, restaurants, hotels, vehicles, garages, in trading or apprenticeships, etc. On average, children work 28 hours a week and earn 222 taka a week (2011). The average take-home wage for working children in these informal occupations was meager; they earned less than \$ 2 a day (2023).

A survey of child domestic workers found that 38 percent were 11 to 13 years old and nearly 24 percent were 5 to 10 years old(Figure 1).On an average 5 percent children workers toil 13-14 hours, every day

Due to impoverishment, their extreme mendicant situation and other economic and social barriers, children are found to be occupied in the ready-made clothing industry. They cater to the out-sourcing of garment sector. Garment owners employed them because they are hard workers. However, subsequent to the Harkin Bill, almost all child workers have been retrenched from formal industries, albeit gravitating towards the informal units (outsourced), with lowered security and protection. It is basically a question of survival for these children and their families and issues of human rights should first be resolved within the global and economic order which impinges upon the macro-economic plans and programmes of developing countries like Bangladesh. It is forward and positive in its outlook despite being plagued with poverty, disasters, governance and a structurally dysfunctional economy. Bangladesh's government has stipulated manufacturers to adhere to the law so that its thriving garment sector can compete favorably with the wider markets.



Child laborers' major earnings contribute to expenses for family, subsidizing small incomes of parents, sibling's education etc. However, in many instances they are poverty ridden; on account of being destitute, without alternate choices, they cannot quit their jobs.

Gender is an important factor for consideration. There were family strategies to assist boys' and girls' involvement in remunerated work. It sometimes emerges that more household chores are expected from girl off-springs.

Figure 2 and Figure 3 illustrate how children transfer their energies from school to employment. Adolescents, during this transition period, have to contend with labour from childhood. An estimated 65 percent of 7–14-year-olds were engaged in housekeeping activities in their own parents' or guardians' home during the reference year.

Child labour remains a concern for poor children in Bangladesh. The latest National Child Labour Survey (NCLS: 2022) testified that it is still growing, from 1.70 million in 2013 to 1.78 million in 2022. Instantaneous policy measures are in order if improvements are needed and counter this increase in child labour.

An alarming trend is the significant increase in the number of working children in the age group of 12-13 years – from 0.04 million in 2013 to 0.59 million in 2022 – and their participation in unsafe work, which has more than doubled in the last ten years.

6. LEGAL PROVISION AS SAFEGUARDS AGAINST CHILD LABOUR

- a. This country has many laws of which 25 are special laws and ordinances to ensure the security and well-being of children. Majority of these laws are unclear and complex, offering regulatory provisions to safe-guard and regulate child labour. The minimum age limit for employment is in the range of 12 to 16 years. Thus, in 1993, government attempted to review and standardize through synchronization of the labour laws. Children work under 6 types of categories, namely, as trainee, substitute, casual, apprentice, temporary and permanent workers.
- b. 'Hazardous Child Labour' or HCL- is a form of labour that could prove highly detrimental to children when they are grown up. Severe and strenuous hours of work at a tender age could have psychological and physical trauma and hamper healthy lives during adulthood.

The Types of Hazardous work identified by the ILO, which expose children to risks on a daily basis, could have far reaching consequences. These often pose as threats to the growth and healthy development of children. At least 1.5 lacs of child workers are engaged in daily work that is harsh and uncompromising.

Within the ambit of NCLEP there are three main strategies, namely, protection of children, overall development of children and the concomitant economic and labour market impacts of Child Labour. It has been developed in tandem with UN-CRC, 1989, ILO C: 138 (1973) and its R146, and ILO C: 182 (1999) and its R190. There is an imperative need to address the finalized List of Hazardous Work or Occupations by the Tripartite Technical Committee (TTC).



7. EFFECTIVENESS OF GOB'S POLICIES IN ADDRESSING CHILD LABOUR

The National Child Labour Elimination Policy 2010 provides a framework to eradicate all forms of child labour by 2015, which will need to be reviewed in order to make it more amenable for implementation as we have reached 2024. The component for elimination of child labour has been set up as part of the policy that would guide implementation: responsibilities including collecting, disseminating, storing, up-dating data on children in the work force.

Ministry of labour and employment are implementing various projects to eradicate hazardous child labour from the country. The Labour Act, 2006 and 2013 have been formulated towards a more forward-looking agenda for curbing untenable situation of children in the labour force.

8. Social perceptions towards child labour

The KAPE study reveals that child labourers' parents think that children are better occupied in remunerated labour and returns are higher (61 percent: KAPE). Sometimes, society is apathetic to children and often victimize them, on account of their defenselessness, as evident from this case study given below:

'A10-year-old little boy was accused of theft by his employers. This false accusation left the boy mentally abnormal, posing a future that is burdensome for his family'.

9. Prioritized list of implementable recommendations

This prioritized list of recommendations is designed for implementation and effective results. First, Digitized Health Cards for street children, in the same vein as the RSBY; the Rashtriya Swasthya Bima Yojana (RSBY), could be cited here, whereby a massive number of poor have benefited in India (Begum and Hossain, 2023). It may be noted that Mr. Anil Swarup of India, had agreed (through personal communication, while he was visiting Dhaka) that it is feasible to render help to street children here, by distributing ID cards to deserving poor mendicants, especially street children.

Second, Mobile Clinics for Child Workers, including free nutritious meals along with medicine, counseling and foster care for vulnerable and street children could be planned.

Third, formation of Social Work Groups/Peer Groups from all sections of society especially Colleges, Universities, High Schools: who will learn to be leaders pursuing altruistic activities, alongside education, for the nation. Fourth, create mass awareness through all forms of communication and mass media, on important issues like Child Labour Elimination Awareness Bid. Fifth, ensure through mass campaigns, a change in attitudes of people, across all sections of society, (through popular songs like "jari-gaan" or folk song), puppet shows, folk lore-stories of Bauls, who are traditional village-based singers etc., videos, community radio, billboards and so on) beginning from the family up to the policy makers.

Sixth, motivate and involve communities and School Management Committees to assist children from very poor families, to engage in remunerated activity, learning as well as on-the-job training. An example would be the Underprivileged Children's Education Programme (UCEP) of Bangladesh, which has been acclaimed internationally for its pioneering education system through a relevant, succinct educational course work and technical training, suitd with job placement.



Seventh, begin ECCD learning niches in Bangladesh, especially remote areas, inaccessible backward regions, physically inhospitable areas like Chars etc. Eighth, enjoin on employers to offer minimum benefits alongside livable wages commensurate with the requirements. Convince them about the benefits of giving time for the education of these children, in terms of improved human capital.

Ninth, policing and monitoring of the various legal safeguards for children especially CL, must be done by people who may be from within the law enforcing agencies, community leaders, teachers, religious leaders etc. Initiation of these groups may be necessary through community talks by officials from MLE, MoWCA, MSW and development partners, by synchronization of efforts. Eleventh, promoting, strengthening and coordinating partnership among all organs of the government, as well as other actors and development partners who are directly or deeply involved with children and their up-liftment.

Tenth, formulate a strategy for the development and management of an integrated Child Labour Management Information System (CLMIS) with CLU being responsible to act as a focal point for developing a comprehensive and integrated CLMIS to facilitate access to information and contribute towards better understanding of the trends of Child Labour;

Eleventh, finalize Hazardous Work for prohibiting children aged less than 18 years from cognizant of constraints within impoverished families and the structural milieu. Lacking Social Protection, the alternatives lie in greater supervision, protection equipment, lowered work hours, or provision for talented poor children to procure government sponsorship.

Twelfth, provision of cash money or training for CL for a stipulated period from the budget allocated for Social Protection

Thirteenth, give micro-loans to young entrepreneurs, working in manufacturing, repairs and maintenance, on-farm and off-farm activities, petty businesses, along with counseling and marketing advice. Fourteenth, establish a Child Labour (CL) component.

Finally, the Child Labour Unit may also bridge the gap, disseminate information among and between NGOs, GOs and other agencies who are involved in CL issues (BSAF, TWC, CLEAN, JCLWG, ILO, UNICEF, SCA, Dhaka Ahsania Mission, CMES etc.)

10. Conclusion

Child labour remains a concern for poor children in Bangladesh. The National Child Labour Survey (NCLS) testified that it is still growing, from 1.70 million in 2013 to 1.78 million in 2022. Instantaneous policy measures are in order if improvements are solicited for countering this increase in child labour. An alarming trend is the significant increase in the number of working children in the age group of 12-13 years—from 0.04 million in 2013 to 0.59 million in 2022 (NCLS). Around 1,776,097 of this number comprise child labourers and 60 % of them are in hazardous child labour. The Bangladesh government's 2015, National Social Security Strategy (NSSS) has been formulated comprehensively, albeit without documenting an implementation strategy or action plan for this group.

They participate in unsafe work. The latter has more than doubled in the last ten years. As child labour is triggered by numerous reasons, several strategies should be employed in order to reduce it. Ensuring inclusive and quality education for all children, as stated in the target of SDG



4, will necessitate immense increase and eminence of Bangladesh's education sector, especially relevant technical education and job placements.

Evidence from MICS (UNICEF: 2007), show that nationally child labour comprises of work, for around 43 hours per week, by an adolescent aged below 15 years. While, When younger children (less than 14 years, i.e., between 5 and 14 years, work 13-14 hours in a day, it is called hazardous

Children may not be visible in garments, but garment employment may be outsourced and involvement is not conspicuous. Subsequent to the Harkin Bill, child workers have been retrenched from formal industries, albeit gravitating towards the informal units, with lowered security and protection. It is basically a question of survival for these children and the well-being of their families and issues of human rights should first be resolved within the global and economic order which impinges upon the macro-economic plans and programmes of countries

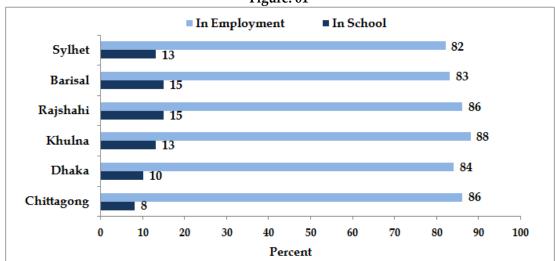
The global number of child labourers had declined from 222 million to 215 million, or 3 per cent, over the period 2004 to 2008, and subsequently in 2020-2021, a further slide downwards. SDGs seem to be sadly off-track in this regard.

Child labour poses major problem and poses as a hindrance to demographic dividend, and future productive economic activity. Extensive hours of work are inimical to healthy growth of children and it will have long-term untenable implications, which could well be costlier for the nation. As individuals and families suffer from ailments due to intensive, risky work, for example, those, who are engaged in automobile workshops, motor garages, welding and waste collection etc.

Elimination of child labour, followed by free enterprise and ensured inclusion in development, if inculcated in those who are unequal from birth, could permit quality of life.

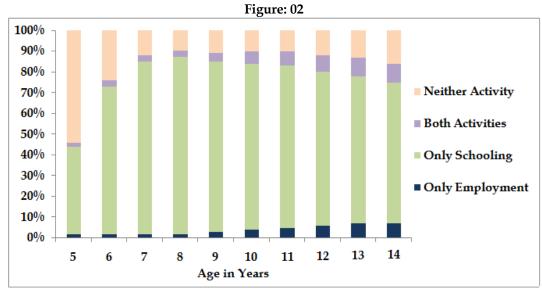
APPENDICES

Figure: 01

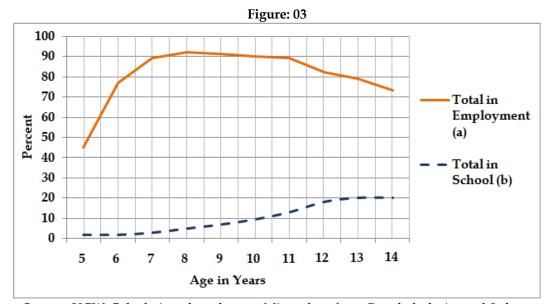


Source: Micro-data from Bangladesh Annual Labour Force Surveys Employment and School Attendance Rates, 7-14 years Age Group, by Division





Source: Child Activity Status, by Age



Source: UCW Calculations based upon Micro-data from Bangladesh Annual Labour Force Surveys



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