



International  
Labour  
Office  
Geneva

# Independent Evaluation of the ILO's Decent Work Country Programme for India: 2007–2012



**Vol. 2: Case Studies**

EVALUATION  
UNIT

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## Case Studies: An Introduction

The case studies presented in this volume are a part of the overall DWCP report. The case studies seek to identify activities (technical assistance and technical cooperation) that have supported the implementation of the India DWCP 2007-12. As such, they constitute important inputs to the final evaluation report as they summarize rationale of selected intervention, and highlight main accomplishments, challenges and opportunities for the ILO's future work in India.

Consistent with the overall evaluation approach, the case studies identify synergies and complementarities within the ILO DWCP portfolio and seek to identify lessons and good practices regarding *relevance, coherence, effectiveness, efficiency, results* and *sustainability*.

The selection of case studies considered representation of a variety of approaches adopted by the DWT/CO-New Delhi to support constituents' efforts within the context of the four outcomes of the current DWCP. The following case studies are presented in this volume:

1. Converging Against Child Labour: Support for India's Model
2. Reducing Vulnerability to Bondage in India through Promotion of Decent Work
3. ILO's Role in Policy Formulation: The Case of National Employment Policy (draft) in India
4. Promoting Decent Work by Sustaining Competitive and Responsible Enterprises in India: SCORE Project
5. Prevention of HIV/AIDS in the World of Work: A Tripartite Response
6. Promoting Decent Work for Domestic Workers in India

The case studies are based on desk review of relevant documents provided to the evaluation team by the DWT/CO-New Delhi and by HQ departments and programmes contributing to the DWCP outcomes. They also take into account the feedback received from respondents during the evaluation mission (site visits). They also include, wherever applicable, the evaluability assessment of the ILO's activities based on the instrument developed by EVAL

# Chapter 1: Converging Against Child Labour: Supporting India's Model

## Project background

Table 1.1: Project Brief

Project donor: United States Department of Labor					
Project title: Converging Against Child Labour: Support for India's Model					
<b>Project number:</b> P.270.05.325.004 <b>ILO TC Code:</b> IND/08/P50/USA <b>Donor Identification Code: (if available):</b> 08-K110-RWBR-4100-WW601-000	<b>Reporting Dates</b>		<b>Preparation date</b>		
	<b>From</b>	<b>To</b>			
		1 April 2011	30 Sept 2011	30 September 2011	
<b>Project budget:</b> <u>Source</u> <u>Amount</u> (US\$)  USDOL    US\$ 6.85 million	<b>Start date<sup>1</sup>:</b> <b>30.09.2008</b>  <b>End date (original)<sup>2</sup>:</b> 31.03.2013 <b>End date (Revised):</b> 31.03.2013	<b>Evaluation dates</b>			
			<b>Planned as per PRODOC / Evaluation schedule</b>	<b>Proposed new dates</b>	<b>Actual dates carried out</b>
		<b>Mid-term:</b>	October 2010	TBD <sup>3</sup>	dd month year
		<b>Final:</b>	January 2013	TBD <sup>4</sup>	dd month year
<b>OBJECTIVES:</b> (Objectives as stated in the approved project document <sup>5</sup> ) <b>DEVELOPMENT OBJECTIVE</b> To contribute to the prevention and elimination of hazardous child labour, including trafficking and migration of children for labour <b>IMMEDIATE OBJECTIVES</b> By the end of the project, an effective Convergence-based model for elimination and prevention of child labour, including trafficking/migration of children for work, has been demonstrated in two districts in each of five States, namely Bihar, Gujarat, Jharkhand, Madhya Pradesh, and Orissa. IO.2. At the end of the project, state-level capacities to coordinate action against child labour and support converging interventions at district level have been enhanced. IO.3. By end of the project, a strengthened enabling environment for the prevention and elimination of child labour will be in place at the National level to take the convergence model to scale. IO.4. By end of the project, workers and employers' organization will have capacity to actively participate and promote the convergence model at district, state and national levels.					

- Over the past two decades, the Government of India (GOI) has progressively put in place a substantial enabling environment for the elimination of child labour,

<sup>1</sup> Start date as indicated in the donor approved project document.

<sup>2</sup> End date as indicated in the donor approved project document. If these dates have been formally revised, indicate revised dates with "Revised" in brackets after the date.

<sup>3</sup> Due to reasons mentioned above, the project had proposed October 2011 as "Proposed new date" for mid-term evaluation. The project also refers to Paragraph 6.1 of the Project Document which mentions that the purpose, nature of (mid-term) evaluation, methodology, timing etc. is to be decided in consultation with partners, including donors. IPEC DED will initiate a consultation process with all stakeholders, including the donor..

<sup>4</sup> The project proposes to keep January 2013 as "Proposed new date" for final evaluation unless there is further change to the project end date.

<sup>5</sup> If the objectives have been formally revised and approved by the donor, indicate "Revised" in brackets after the relevant objective.

including important policy and legislative arrangements. Through the National Child Labour Project (NCLP), administered by the Ministry of Labour and Employment (MOLE), it has also demonstrated effective approaches for direct action on ground. This has led to a substantial number of children being removed from hazardous labour and placed in schools.

2. The root cause of child labour is considered to be poverty in the majority of cases and this issue can be effectively resolved through convergence of the various poverty alleviation programmes of the Government for child labour families. The Convergence Core Committee, formed under Secretary MOLE, has discussed these issues in detail. A major strategy put forth was family-centric convergence focusing on improving the economic status of the family and its social empowerment, which will help in keeping the child away from work. This requires not only commitment but also a workable methodology to put action in place.
3. The MOLE has embarked vigorously to implement the strategy of Convergence, which brings the resources of the country's major education and poverty alleviation programmes to bear on the problem of child labour. The rationale, as promoted by the ILO worldwide is that educational rehabilitation of child workers must be accompanied by economic rehabilitation of their families. In effect it becomes a concerted effort of several ministries and levels of government to benefit the child worker and her/his family in the best possible and most sustainable way. This multi-pronged integrated approach – referred to as the 'Convergence Model' in this document, constitutes the programmatic framework for the proposed project.
4. This Project is the beneficiary of almost fifteen years of joint effort in combating child labour. India and the ILO first began to work together on child labour in 1992 and currently have three projects: INDUS (funded by the Government of India and the U.S. Department of Labor), concluded in 2008; the Andhra Pradesh state-based project (funded by the U.K. Department for International Development) through March 2009 and the Karnataka state-based project (funded by the Government of Italy), through August 2009. The experience from these efforts – both national and state based, constitutes an unparalleled source of knowledge about the nature and dynamics of the child labour problem and effective measures for combating it.
5. Some of the lessons learned from the INDUS project were particularly influential in the design of the new Convergence Project. Among the most important lessons are:
  - i. The importance of establishing a practical and functioning partnership among the government agencies concerned with education, poverty alleviation and labour.

- ii. The necessity of programme measures being realistic in light of local conditions and at the same time having a strong likelihood of being mainstreamed and replicated.
  - iii. The importance of taking advantage of the natural complementarities among the major national programmes: the NCLP, the SSA and the poverty alleviation programmes.
  - iv. The necessity of having a robust method of monitoring the occurrence of child labour, coupled with referral to appropriate services and enforcement/prosecution measures as necessary.
  - v. The importance of addressing the hazardous working conditions and creating awareness about occupational safety and health (OSH), so as to help prepare the children for their future work life and understand the health effects of specific industries upon their physical and emotional development.
6. Convergence is not a new notion in India's policies. However, its use as a framing strategy for the GOI's work against child labour, and the establishment of a concrete structure to support its implementation – Core Group on Convergence chaired by the Secretary of MOLE with members from nine other key government ministries, signals an affirmation in commitment and capacity. Evidence to this effect is its pronouncement to:
- i. “Request other ministries to earmark resources in their existing schemes to cover children involved in child labour and their families, else to give specific directives and guidelines to State Governments and implementing agencies to prioritize them” ; and
  - ii. “Request the ILO's technical assistance, utilizing the learnings from INDUS and other projects plus the recommendations of the joint midterm evaluation, to design and implement a project to support this effort”
7. The ILO has responded to this request through the initiative, “Converging on Child Labour: Support to India's Model” (the ‘Convergence Project’) which aims to target selected States/Districts with known child labour prevalence where NCLP Project societies already exist. Together, these elements of the Convergence project seek to contribute to the GOI goal of eliminating child labour from the country in a phased manner,
8. In India, the ILO's technical cooperation in addressing the child labour problem is an integral part of the Decent Work Country Programme (DWCP), and is aligned with the 11th Five-year plan (2007-2012) and the United Nations Development Assistance Framework (UNDAF). The Convergence Project aims at providing support to strengthen an enabling environment and also build and establish

convergence-based models for the prevention and elimination of child labour. The project action is largely at the district level with a focus on direct services including identification, education, skill training, interventions with families to improve incomes and social security net and monitoring and tracking. At state and national levels, the focus is on strengthening the enabling environment including capacity building, coordination, knowledge enhancement, dissemination and replication.

## Legal Framework

9. The ILO's technical assistance on child labour is provided to countries within the framework of the ILO Conventions, particularly the two core child labour Conventions: the Worst Forms of Child Labour Convention, 1999 (No. 182) and its accompanying Recommendation No. 190, and the Minimum Age Convention, 1973 (No. 138) and its accompanying Recommendation No. 146. While India has presently not ratified these conventions, it has constituted a technical working group comprising of ILO, UNICEF and key tripartite actors to examine the potential and feasibility of ratifying C. 182. India has ratified the UN Convention on Rights of the Child. Through dialogue and technical cooperation, the ILO continues to promote consistency between the core child labour conventions, Indian legislation, and effective enforcement of these laws and standards. The main Indian legislative provisions to protect children and eliminate child labour are briefly described below.

**Table 1.2: Relevant Child Labour legislations in India**

YEAR	LEGISLATION
1948	Factories Act: prohibits employment of children under 14 years in all factories
1949	Constitution of India (and amendments to 2007): Article 24: no children below the age of 14 years shall be employed to work in any factory or mine or engaged in hazardous employment Article 45: provision for free and compulsory education for children – the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years
1951	Plantations Labour Act: prohibits the employment of children under 14 years in Plantations
1952	Mines Act: prohibits employment of children under 18 years in underground mines and children under 16 years in open cast mines
1958	The Merchant Shipping Act: prohibits children under 15 years to be engaged in work of any capacity in any ship, except in certain specified cases
1961	The Motor Transport Worker Act: prohibits the employment of children under 15 years in any motor transport undertaking
1961	The Apprentices Act: prohibits the apprenticeship/training of a person less than

	14 years
<b>1966</b>	The Bidi and Cigar Workers (Conditions of Employment) Act: prohibits the employment of children under 14 years in any industrial premises manufacturing /bidis or cigars; and prohibits persons between 14-18 years to work at night between 7pm and 6am
<b>1986</b>	The Child Labour (Prohibition and Regulation) Act: prohibits employment of children under 14 years in hazardous occupations and processes, listed in the schedule to the Act
	Various State Legislation relating to shops and establishments: prohibit employment of children under 14 years in shops and commercial establishments
<b>2005</b>	Right to Education Bill (draft): the right to free and compulsory education to all children of 6-14 years 86th Constitution Amendment Act, Article 21A: every child between 6-14 years has the right to free and compulsory education The State shall ensure a school in every child's neighbourhood; every school shall conform to certain minimum standards defined in the Bill Government schools shall provide free education to all admitted children; private schools shall admit at least 25% children from weaker sections; no fees shall be charged to these children Government schools will be managed by School Management Committees, mostly composed of parents; teachers will be assigned to a particular school; there will be no transfers The National Commission for Elementary Education shall be constituted to monitor all aspects of elementary education including quality

## About the Project “Converging Against Child Labour: Support for India’s Model” (Convergence Project)

10. In India, the ILO is implementing the project in collaboration and coordination with the MOLE, and five targeted State Governments. The project is implemented under the International Programme on the Elimination of Child Labour (IPEC) of the ILO, which operates within the framework of ILO Conventions No. 138 on Minimum Age and No. 182 on the Worst Forms of Child Labour with the long-term objective of effective abolition of child labour. In the short and medium term, the programme assists member states in designing and implementing policies and time-bound activities and programmes to prevent and eliminate child labour, with a priority on its worst forms.

Figure 1.1: Targeted States and Districts

States	Districts
Bihar	Sitamarhi, Katihar
Gujarat	Vadodara, Surat
Jharkhand	Ranchi, Sahibganj
Orissa	Cuttack, Kalahandi
Madhya Pradesh	Ujjain, Jabalpur

11. The Convergence model further calls for:

- i. Building on existing schemes, programmes and structures rather than establishing new

ones. This requires action to complement the features of major national programmes such as the NCLP, SSA, SDIS (MES), MNREGA, poverty alleviation programmes, social protection programmes and enabling their benefits to impact child labourers and their families.

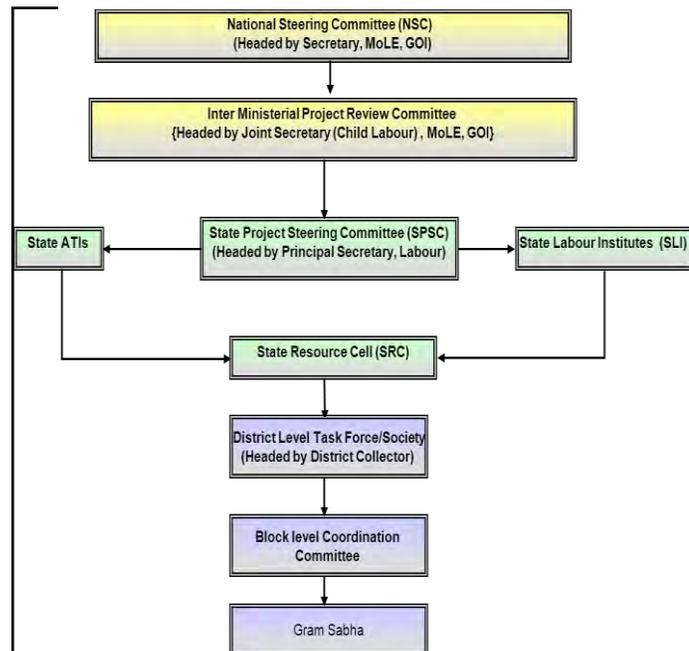
- ii. A family centred approach where education rehabilitation of the child is accompanied by economic rehabilitation of the family.
12. The five States are: Bihar, Gujarat, Jharkhand, Madhya Pradesh and Orissa. In each State, the project is working in 2 districts in a targeted manner. For the purpose of this evaluation, the evaluation team selected the three project sites in the state of Jharkhand, specifically in the districts of Ranchi.

### Institutional Framework

13. At the national level, the National Steering Committee (NSC) established within the framework of the MOU

**Figure 1.2: Project Implementation Institutional Framework**

between the Government of India and the ILO provides policy advice and guidance for project implementation. The NSC is chaired by the Secretary, MOLE and has representatives from Government agencies, employers' and workers' organizations, and NGOs. An Inter-Ministerial Project Review Committee headed by Joint Secretary (Child Labour), MOLE,



periodically reviews and monitors the progress of the project and ensures effective coordination among the relevant government departments. At the state level, the State Project Steering Committee (SPSC) in each state reviews and monitors the project's progress. At the district level, the District Collector is the Chairperson of the District level Child Labour Project Society/ District Task Force and the project functions under his/her guidance.

### Target Beneficiaries

14. The target beneficiaries are children recognised as child labourers according to the Child Labour (Prohibition and Regulation) Act, 1986; children removed from hazardous conditions and are finishing bridge education (14-17 yrs); and, families of identified child labourers.

## Evaluability assessment

Table 1.3: Evaluability Assessment

	Score
Objectives/Outcomes Score	3.50
Indicators Score	1.17
Baselines Score	3.00
Milestones Score	2.00
Risk Assumptions Scores	2.33
M&E plans	2.67
<b>Composite Score</b>	<b>2.44</b>
<b>Score</b>	<b>Limited Evaluability needs substantial improvement</b>

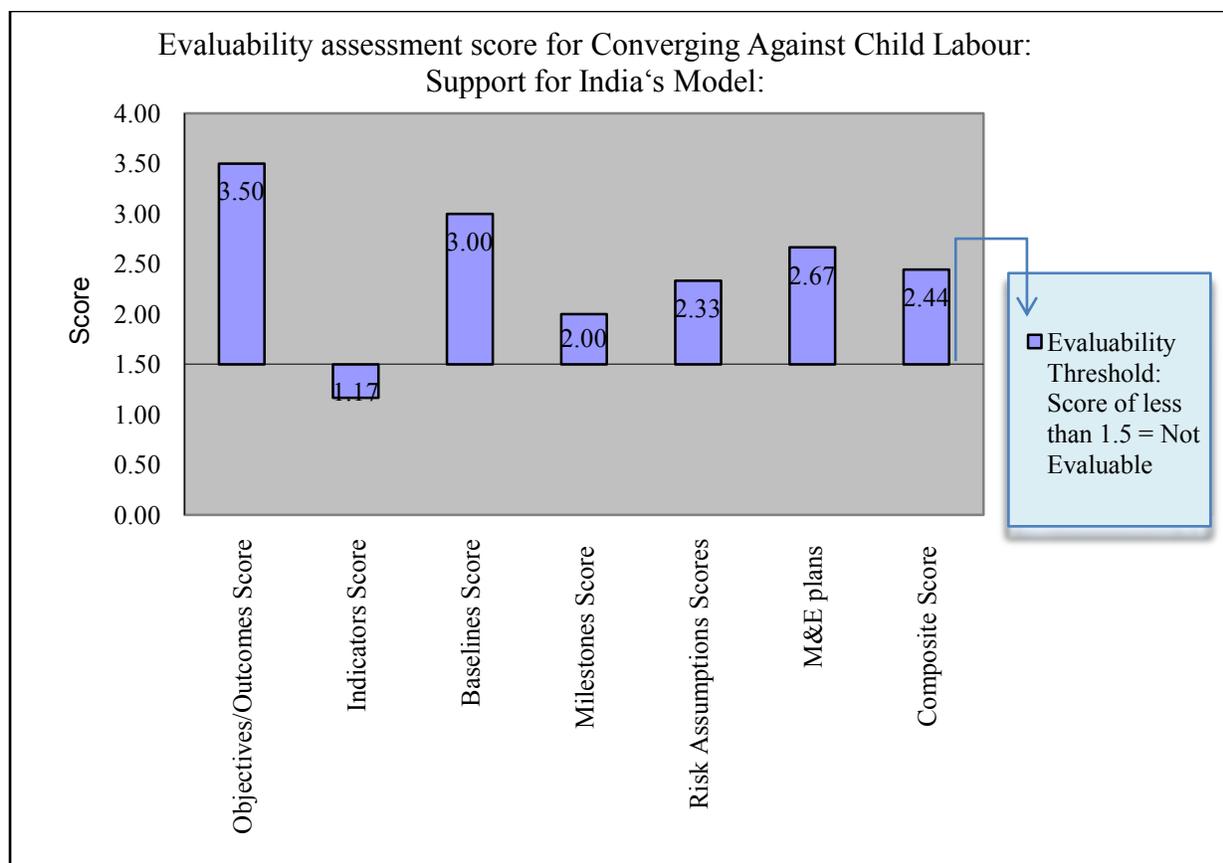


Figure 1.3

## Main Findings

- The findings of the evaluation team are categorized below under relevance, coherence, effectiveness, efficiency, sustainability and lessons learnt. The findings are based on analysis of project related documents and observations made in Jharkhand during the evaluation mission.

## Relevance

### To the DWCP Outcomes

- The project relates to Global Outcome 16 and India DWCP Priority 3- Outcome 4. The project explicitly aims to “eliminate unacceptable forms of work” where Output 2 indicates “addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa”. The project targets one of those states (Orissa).

Table 1.4 - Relevance of project objectives to the ILO global and country outcomes

Project's fit with global and country outcomes	Objectives and expected results of the Project
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<p><b>Global Outcome 16-</b> Child labour eliminated with priority given to the worst forms  <b>India DWCP 2007-12 Priority 3:</b> Unacceptable forms of work progressively eliminated  <b>India DWCP Outcome 4.</b> Strengthened policy framework for elimination of unacceptable forms of work.  <b>Output (a)</b> Support to constituents on child labour policy, enforcement, plans of action, including convergence-based models</p>	<p><b>Development Objective of the Project</b></p> <p>To contribute to the prevention and elimination of hazardous child labour, including trafficking and migration of children for labour.</p>
<p><b>DWCP Outcome 4 Indicators:</b></p> <ul style="list-style-type: none"> <li>i. ILO-IPEC strategies, approaches and learning, (as identified in emerging good practices and lessons learnt) reflected and applied in GOI policies/programmes;</li> <li>ii. Application of area-based approaches to the elimination of child labour in NCLP districts;</li> <li>iii. Accelerated reduction of child labour in NCLP Society districts;</li> <li>iv. Revision of the list of hazardous occupations and processes in CL (PR) Act;</li> <li>v. Sensitization of more partners and their involvement in efforts to reduce CL and hardships of other disadvantaged groups</li> <li>vi. State Government policy decisions, strategies and budget allocations reflect an increase prioritization of the elimination of CL and bonded labour;</li> </ul>	<p><b>Immediate Objectives of the project</b></p> <ul style="list-style-type: none"> <li>IO.1. An effective Convergence-based model for elimination and prevention of child labour, including trafficking/migration of children for work, has been demonstrated in two districts in each of the five States, namely Bihar, Gujarat, Jharkhand, Madhya Pradesh, and Orissa.</li> <li>IO.2. State-level capacities to coordinate action against child labour and support converging interventions at district level have been enhanced.</li> <li>IO.3. A strengthened enabling environment for the prevention and elimination of child labour will be in place at the national level to take the convergence model to scale.</li> <li>IO.4. Workers and employers' organizations will have capacity to actively participate and promote the convergence model at district, state and national levels.</li> </ul>

## Coherence

### Coherence with UNDAF

17. Under the United Nations Development Assistance Framework (UNDAF), a GOI-UN Joint Programme on Convergence is being implemented in UNDAF priority states (Bihar, Chattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and

Uttar Pradesh) with the aim to help backward districts achieve better results in the areas of livelihood, education, health, water and sanitation. The key UN partners are UNDP, UNICEF and UNFPA, in collaboration with the National Planning Commission and State Governments. The Project has shared the project framework and strategy with the UNICEF Child Protection Officers for better-coordinated action within the UN family. However, greater coordination among UN partners working on Child labour could enhance the impact and sustainability of UN activities. There could be greater coordination among project staff of UN agencies working on similar thematic areas.

### **With other ILO projects**

18. Although the project has a very specific development objective related to the elimination of child labour, all activities implemented under the four DWCP outcomes have one common denominator: skills development and employment creation for men and women in the informal sectors. There is wealth of studies and training materials produced by the different components of the DWCP but unfortunately, there is little evidence of synergies and complementarities among the different activities. For example, training materials on basic skill development is a common product in at least three different projects thus increasing the transactional costs of these projects.

## ***Effectiveness***

### **Achievements**

19. Since the project launch on the 31 July 2010, project action at the district, state and national level has been implemented in terms of (1) Enabling stakeholder buy-in through a series of meetings and workshops, (2) Strengthening/Establishment of institutional structures and (3) Direct action.
20. Overall, there is a strong national ownership by national constituents and partners as is reflected in the approval of all Action Programmes and Service Contracts and their involvement in activities. The fact that the Convergence Model is intrinsic to the 12th Plan Child Labour Strategy also reflects a strong sense of national ownership. The following sections will outline examples of hitherto effective implementation of the project:

### **Pre-launch project activities**

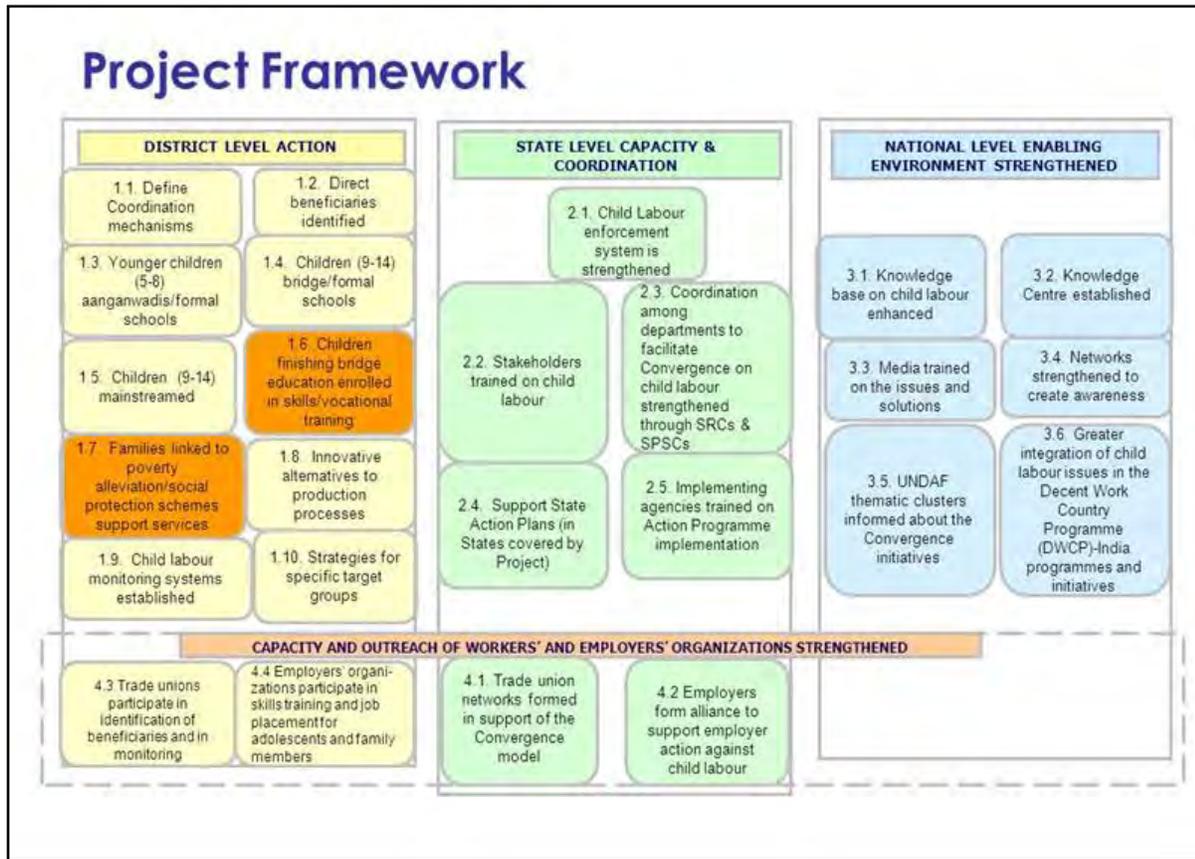
21. This included state level ‘stakeholders workshops‘ in all five-project states with an objective to mobilize stakeholders to actively participate in ECL activities and to create stakeholder ownership of the project.

22. In response to the State request and to support preparatory activities at the state and district levels including enabling preparatory activities, the project developed short-term Mini Programmes to initiate start-up activities, including strengthening the coordination and convergence mechanisms at the State/district level. Mini programmes were signed with Gujarat, Jharkhand, Orissa and Madhya Pradesh.
23. Existing Institutional mechanisms at the state and district level were reviewed. District level Societies/Task Forces to provide the institutional underpinning for project action, were set up by the Government under the Chairpersonship of the District Administrative Heads in 5 districts where they were not already operational. The State Project Steering Committee was set up in Jharkhand, during this period.

### **Project implementation activities**

24. The Convergence Model, as conceived in this project, has two main principles:
  - i. Coordination amongst governmental agencies and amongst other partners, such that their policies, goals, action and operations are coherent with respect to children involved in or at-risk of hazardous child labour and their families and deployed so as to make maximum use of the comparative advantage of each;
  - ii. Concentration (focusing) of the major government initiatives and programmes relevant to child labour – poverty alleviation, education/training, enforcement, and social protection – on child labour-affected families and children such that all major factors that generate and sustain the demand and/or supply of child labour are addressed.
25. The Project was formally launched on 31 July 2010 at Bhubaneswar, Orissa. Project Action at the district, state and national level has been carried out in terms of (1) Enabling Stakeholder buy in through a series of meetings and workshops, (2) Strengthening / Establishment of Institutional Structures, and (3) Direct action.

Figure 4. Project framework



**District Action**

26. The institutional mechanism for underpinning the district action are the district child labour project societies, set up by the Government under the Chairpersonship of the District Collector/District Magistrate. These were in positions in 5 Project districts and were set up through a Government Order in the others, thereby ensuring functional district level societies in all 10 districts.

**Direct Beneficiary Identification**

27. The project adapted the IPEC Baseline Survey Methodology (as used in the previous INDUS Project), in consultation with IPEC Headquarters and DWT Sr.



Specialist on Child Labour. The methodology was shared with MOLE. 18,905 children, in the age group 5-14 were identified for withdrawal/ prevention from hazardous work.

#### **Implementation of District Education Action Programmes**

28. A District Action Programme for providing educational services to identified beneficiaries, in the age group of 5-14 years, finalized with the concurrence of MOLE, is operational in all 10 districts. By February 2012, over 16,600 beneficiaries were under the withdrawal and prevention categories.

#### **Direct Beneficiary Monitoring and Reporting**

29. A Direct Beneficiary Monitoring and Reporting (DBMR) system has been established in all project districts with the objective of *inter alia*-, tracking the progress of each education action program beneficiary'. The system is based on a Child Beneficiary Profile Form through which progress of each child is tracked on a quarterly basis through visits by the Project's DBMR Assistant and/or Field cum Community Worker to monitor progress on education, school attendance and work status. This information is counterchecked by the Project Director/Coordinator and test-checked by Convergence Project. District Staff has been trained on the DBMR Guidelines.



#### **District Vocational Skill Training Action Programmes (14-17 years)**

30. The District Action Programme on vocational training and skills development of adolescents for 200 adolescents (14-17 years) is operational in ten project districts. This Action Programme aims to provide employable and marketable skills to the adolescents (14-17 years), using the SDI-MES scheme of DGET MOLE (selected from amongst former child labour and NCLP/bridge school pass outs, and adolescent siblings of the direct beneficiaries of the education action programme, which is already being implemented in the district). The effort aims to develop a system through which adolescents from bridge schools and from child labour families would be able to access vocational skills training in marketable trades of their choice.



### ***Linking of Child Labour Families to Schemes***

The project strategy aims to link families affected by child labour with existing central and state government schemes with the objective of enhancing the socio-economic condition of the families. The adult members of the child labour families (500 in each district) are being linked to income/wage generation, employment/skills development and social security schemes. For this purpose, details of relevant schemes were collected through standard templates. Baseline information on families was collected to link them with poverty alleviation and social security schemes. A Service Contract with the methodology of linking with child labour families is also now operational in all 10 project districts.



## State Action

### *Institutional structure for ECL Initiatives: State Project Steering Committees (SPSC)*

31. At the state level, efforts have been undertaken to position the institutional support for underpinning the project activities in 5 states. State Project Steering Committees (SPSCs)/ SMCs are functional in all five project states.

### *Action Programme for Establishing / Strengthening State Resource Cells on Child Labour:*

32. The Action Programme to establish/strengthen State Resource Cells (SRCs) on child labour was endorsed at the National and State level and is in operation in all 5 Project States. The main objective of the SRCs is to provide support to strengthen the coordination and convergence mechanisms at state/district level, promote the convergence of Government schemes, provide support to the SPSCs, coordinate and oversee the project implementation at the district level and implement State level activities.
33. The development of a State Action Plan (SAP) for ‘Elimination of Child Labour’ is at an advanced stage in Jharkhand and work on SAPs has commenced in Madhya Pradesh and Orissa. The Governments of Bihar and Gujarat already have SAPs in position.
34. The SPSCs serve as platforms for policy dialogue on child labour issues, They also provide guidance for programme implementation, provide policy direction and enable resolution of any issues at the State and District levels. The SPSCs engage actively on inter departmental issues. The SPSCs and SRCs also facilitate sharing of experience among all districts in the state for better replication of successful practices.
35. A number of training programmes for enforcement officials and stakeholders have been conducted by the VV Giri National Labour Institute (VVGNI) in the states, with other programmes for this year.

### *Technical advisory services to constituents*

36. At the request of the MOLE, the ILO joined the Working Group for Convergence Based Model – Child Labour (MOLE) as a member. The discussions resulted in GOI’s request for an ILO TC project on child labour. The concept of the project was to support the initiatives of MOLE that were already underway and in states identified by MOLE. Subsequently, districts were modified by the states and at the request of GOI a change was made to the states.
37. The ILO participated as key resource group and made presentations in numerous meetings, workshops, inter alia that of MOLE and V.V. Giri NLI’s workshop on Child Labour in the SAARC Region.

38. The ILO-ITC, INDUS project and IPEC, organized a training course on trafficking and migration for senior government officials (Labour Secretaries, Principal/Deputy Secretaries and Labour Commissioners) from some 15 States and the central government (Jan 2008).
39. The ILO has provided briefing to constituents on various occasions. One of particular significance was the informal briefing arranged at the side of the 2010 Global Child Labour Conference in The Hague.

#### *Engagement with stakeholders beyond constituents*

40. Efforts started in 2008 to engage with key members of civil society in the promotion of the prevention and elimination of child labour and education for all children showed positive results. This was done in collaboration with UNICEF through support from the campaign by National Commission for Protection of Child Rights (NCPCR).

#### **National Level**

##### *Institutional structure for ECL initiatives: National Steering Committee (NSC) and Inter Ministerial Project Review Committee Meeting*

41. The Inter Ministerial Project Review Committee was constituted on 22 April 2010. Its first meeting was held on 06 May 2010 under the Chairpersonship of the Joint Secretary (Child Labour), MOLE. The meeting introduced the project to officials from the participating ministries. The participating officials were requested to inform their field functionaries about the Convergence Project. Ministry of Human Resource Development (MHRD) thereafter issued a letter on 24 May 2010 to the State Project Directors in charge of Sarva Shiksha Abhiyan (SSA) in the five States requesting them to participate actively and provide all support to the project and to create programmatic linkages for mainstreaming of the school children who were hard to reach out to.
42. The MOLE, GoI, in collaboration with the ILO, organized a national level meeting of Project Directors of National Child Labour Projects (NCLP) of 266 districts in the country on 20 August 2010. The meeting helped in familiarizing the project directors of non-project districts on the Convergence project strategies, outputs and activities. It is hoped that this would, serve as a base for replicating the convergence project strategies in non-project districts.
43. At the National level, the tripartite National Steering Committee (NSC) headed by the Secretary to GOI, MOLE, established within the framework of the Memorandum of Understanding (MOU) between the GOI and the ILO, provides policy advice and guidance for project implementation. The meeting of the NSC

was convened by MOLE on 28 December 2010. An update on the Project was also provided at the meeting.

44. The Government of India, Planning Commission constituted a Working Group on Social Inclusion of Vulnerable Groups in Labour Force such as child labour, bonded labour, migrant labour etc, for the Twelfth Five Year Plan (2012-2017). The National Project Manager of the project is a member of the Working Group.

***Establishment of a Knowledge Centre on Child Labour at V V Giri National Labour Institute:***

45. It is proposed to set up/strengthen a Knowledge Centre on Child Labour within a national level focal institute to serve as a national resource centre for information, capacity building, research and networking as well as provide technical support to stakeholders on child labour issues.

***Working with Employers' and Trade Union Partners:***

***Employers***

46. The Employers' constituent-group of the ILO in India is the Council of Indian Employers (CIE). It is constituted of the All India Organizations of Employers (AIOE), the Employers Federation of India (EFI), and the Standing Conference of Public Sector Enterprises (SCOPE). The AIOE and EFI represent private sector business. AIOE is member of the Federation of Chambers and Industry (FICCI), based in New Delhi. The CIE has implemented IPEC Action Programmes in the past targeting capacity building and raising awareness of employers on child labour. CIE will be involved in the project to mobilize state branches of employers' federations and involve them in project goals.
47. Sectoral business associations at the state and district level are key organizations that can act as change agents on the issue. These associations are targeted under the project. The role and contribution of the private sector is expanding rapidly, and with this there are greater expectations of the private sector from society at large not only in relation to wealth/job creation but in relation to labour standards, social responsibility and in general a more inclusive growth. The Government has invited the private sector to joint national building activities. The corporate houses will be encouraged to provide inputs for pre-vocational training, work experience, exposure visits to occupationally safe work sites for children, provision of other social support services.

***Workers***

48. The All India Trade Union Congress (AITUC), Bharatiya Mazdoor Sangh (BMS), the Centre of Indian Trade Unions (CITU), Hind Mazdoor Sabha (HMS) and the Indian National Trade Union Congress (INTUC) are the five major central trade

union organizations in India. These five unions together have a verified membership of 10 million workers. The five central trade unions and other major trade unions at the state level will be involved in implementation of the project initiatives in the target areas particularly in mobilizing adult workers in informal sector to make their work places child labour free.

- i. **Development of Action Plan:** A national level workshop was conducted with the employers' organizations on 31 August – 1 September 2011 at Chennai. The workshop focused on skills development in general and on participation of employers in skill development of adolescents and elimination of child labour specifically. An action plan was developed at the workshop and circulated to all participating employers' organizations at the national and state level.
- ii. **Adaptation of Guidebook for Employers on Child Labour (Indian Context):** There are three existing guides at the global level developed by the ILO. These guidebooks are being merged into a single guidebook, with additional Indian case studies and examples of initiatives of the Indian employers. The guidebook will be used in the future workshops for the employers as a resource material focusing on the issue of child labour.
- iii. **Preparation of a module for sensitizing Trade Unions:** A module is under preparation for sensitizing trade unions to actively participate and promote ECL activities. The latter will also include capacity building of partners from 5 States.

#### **Technical Collaboration with UN Solution Exchange Communities (Gender, Education and Work and Employment Communities):**

49. Solution Exchange is a knowledge management initiative of the United Nations Country Team in India that offers communities of development practitioners a forum where they can seek and learn from each other's solutions to the day-to-day challenges they face. Communities are organized around selected development targets of both India's Five-Year Plans as well as the globally mandated Millennium Development Goals, contributing to their successful achievement. Members come from all organizations – government, NGOs, development partners, private sector, academia - interacting on an ongoing basis, building trust and strengthening their identity as a group. The project is collaborating with UN Solution Exchange to strengthen the enabling environment for the prevention and elimination of child labour. The work plan includes strengthening different networks, including child labour networks, non-child labour focused networks (Home-based Workers' Association, Bhagidari (Resident Welfare Associations) etc., and facilitating network of teachers organizations.

50. **Products** which have been developed by the project are:

Table 1.5: List of products

Convergence against Child Labour	
List of project products	
❖	Project brochure (Hindi and English)
❖	Training Manual for Enumerators for beneficiary identification
❖	Training modules for implementing agency training
❖	Templates to collect information from stakeholders on project component assessments
❖	Family Data Collection Formats
❖	Survey methodology for acquainting stakeholders with the procedures, institutions and instruments involved in the survey.
❖	Listing Questionnaires for child parent, employer, community data collection
❖	Direct Beneficiary Monitoring and Reporting Guidelines

### ***Efficiency***

51. The project has made efficient use of time and available manpower and resources to commence and carry forward the activities detailed above.

### **Achievements**

52. Despite a delayed start to the project, progress is still on track. The delay has been mitigated with intensive planning and re-strategizing of project activities and timelines. Project risks including that of frequent transfers of key administrative officials at district and state level have been mitigated by involving officials with extensive expertise in capacity building programs and interacting with new officials to reiterate project objectives and goals. The risk of flood impact has been restricted with continuous handholding of the implementing partners so as to not affect the deliverables.

### **Shortfalls**

53. The loss of a year in the process of the country office obtaining approval to the project document and placement of the Project Team, resulted in a delayed start and a constriction of the project timeline.
54. Delays in implementation have been partly caused by limited district capacities and the fact that government officials associated with the project have additional duties. As state and district level stakeholders were not acquainted with the project and choice of states, their understanding first had to be enabled before the project action could commence.
55. As the Convergence project is largely required to operate with the framework of Government schemes, this sometimes has resulted in a loss of flexibility and impediments to project implementation by existing infrastructure and delivery mechanisms.

## ***Sustainability***

56. Sustainability is an integral part of the Convergence Project Document and the district and state level action programmes. The fact that the Project builds on existing schemes is also an important element of sustainability. Some of the important Government Schemes with which the beneficiaries have / are being linked are the Scheme of National Child Labour Projects; Sarva Shiksha Abhiyan; Mid day Meal scheme; Skills Development Initiative Scheme; Mahatma Gandhi National Rural Employment Guarantee Scheme; Swarna Jayanti Gram Swarojgar Yojana; National Rural Health Mission; Rashtriya Swasthya Bima Yojana etc. These are ongoing Government Schemes which will continue beyond the project and therefore be a major factor in ensuring the element of sustainability.

### **What strategies are being used?**

57. As the entire project rests on existing government schemes and programmes, sustainability and replication are intrinsic to the ‘project design’. This generally implies that the coordination and implementation mechanisms that are strengthened, the capacities that are developed to plan and implement initiatives to combat child labour and trafficking and migration of children, should replicate and sustain the convergence models that are developed.
58. Through the enabling environment component, the knowledge that is generated and shared, the support to the labour enforcement system and the engagement in policy dialogue are all measures that lead to sustainability. The project’s impact and action is ensured by empowering families and communities by giving them the power of knowledge, forming them into groups (child labour monitoring), giving them encouragement and know-how of getting involved in the democratic process , improving their economic well-being and also seeking the options and alternatives available for their welfare.
59. Within the states, the project is promoting sustainability through resource allocation (by states) and implementation of the State Plans of Action. The highly participatory nature of this project means there will be community ownership and effective participation of the community in the preparation and implementation of micro-level plans for project implementation.

### **Which products are ensuring sustainability?**

- i. Formats, reports, methods, systems are scalable. M&E formats, especially for tracking of beneficiaries can be replicated.
- ii. The draft survey manual developed for enumerators has been refined, standardized and shared for replication.
- iii. The capacity of the implementing partners is being built to take over tasks after the formal project termination.

- iv. The project is capacitating nodal officials in the State Labour Department to coordinate State Resource Cell (SRC) activities after the end of the project.
60. The project is developing manuals and materials that can be handed over to nodal training institutes and departments.

## **Challenges**

61. In order to maintain momentum for the activities and keep the convergence strategy on track, continued support to the district and state teams is essential. One such area where on-going support will be essential is technical tools and support. In addition, on-going capacity building of stakeholders, enforcement of departments, implementing partners is also an essential requirement for ensuring sustainability. While social partners (workers' and employers' organizations) did demonstrate real political will to integrate child labour in their agenda and work plans, it remains to be seen whether this political will of such individuals is indeed sustainable.

## **Lessons Learned**

62. Conducting the baseline beneficiary survey with the help of a national level agency is a good practice in the way it uses existing national mechanisms and by developing uniform methodology enabling data comparability.
63. The convergence project strategy of strengthening institutional frameworks and enabling their horizontal and vertical linkages is emerging as a good practice in delivering the objectives of such project. Operationalizing convergence with different government departments through bodies such as The Inter Ministerial Project Review Committee and the tripartite National Steering Committee (NSC) is resulting in a multiplier effect in departments which are coming forward with solutions and support towards ECL effort.
64. The project has highlighted the value of building on lessons learned through previous initiatives in the same field. This has shown the value of working through existing national governmental bodies and implementing through existing major national programmes such as the NCLP, SSA, SDIS (MES), MNREGA, poverty alleviation programmes, social protection programmes which ultimately creates a strong sense of national ownership.

## Chapter 2. Reducing Vulnerability to Bondage in India through Promotion of Decent Work

Table 2.1 Project brief

Project code	P&B Outcome	CPO	Donor	Name of project	Planned budget	Actual Budget	Approval date	Planned start date	Actual Start date	Planned completion date	Actual completion date
IND/11/02M/CAN	15	IND152	Labour Program, Canada	Reducing Vulnerability to Bondage in India through promotion of Decent Work	600,000 USD	606,745	21.03.2011	31 March 2011	4 August 2011	31 March 2013	31 March 2011
	15	IND152	RBSA	Same as above	150,000	150,000	17 December 2010	01 January 2011	01 January 2011	31 March 2012	31 March 2012

### Project background

65. Bonded labour and especially debt bondage is a stubborn practice of labour exploitation. A number of actors in India, including the Government have been trying to come to grips with the issue through legislation, policies, research and on the ground action. Bonded labour however is a shifting phenomenon, changing in forms, degrees and manifestations overtime, without losing its major characteristic of virtually enslaving workers trapped in a vicious circle of poverty and exploitation.
66. The Bonded Labour System (Abolition) Act, 1976 (BLSA) and its interpretation by the courts including related policies have been insufficient and narrow in eliminating bonded labour in the country. Furthermore, existing socio-economic and political inequalities re-enforces weakest sections vulnerability towards debt-bondage and physical and mental exploitation associated with it.
67. From a more activist point of view, Trade Union initiatives and action to reduce debt bondage at ground have seen a considerable increase recently. Time is now opportune to share, review and possibly increase impact and effectiveness of these activities.

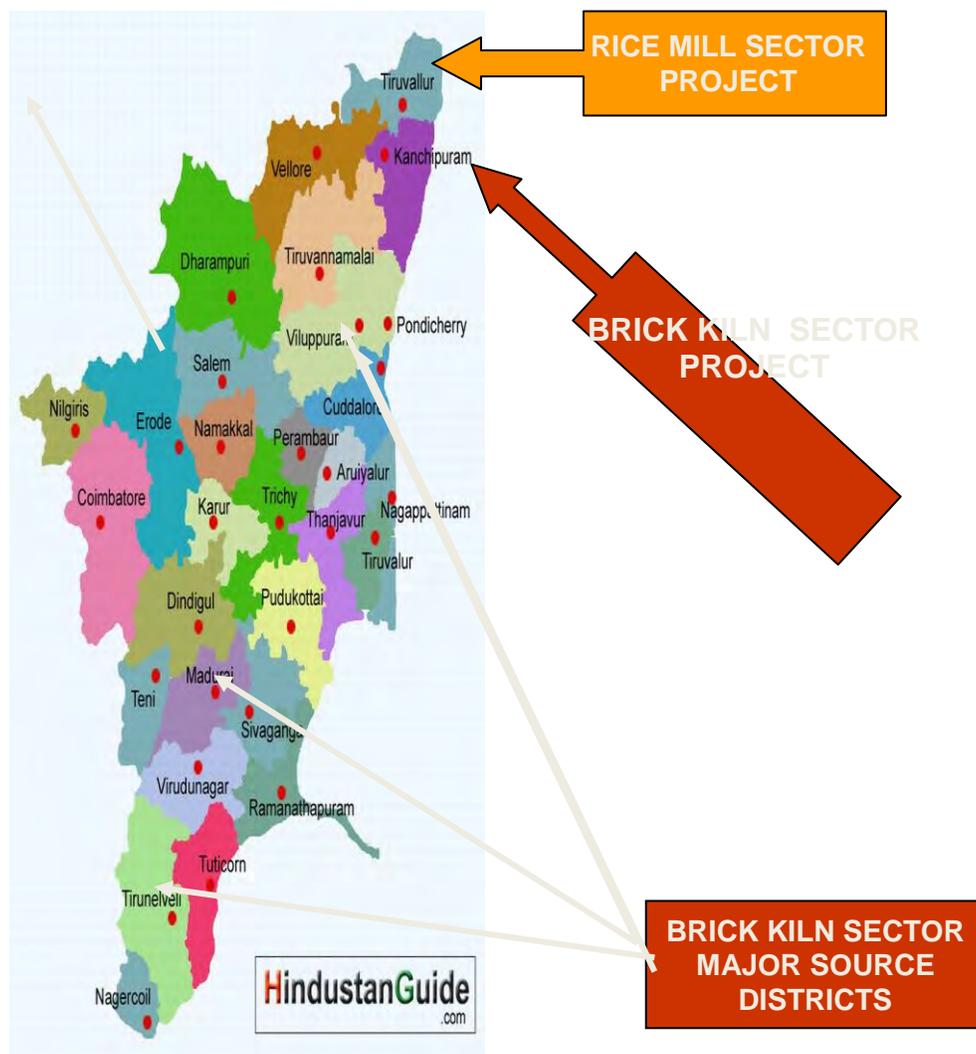
68. At the same time, role and functions of District Magistrates and Vigilance Committees in implementation of the BLSA, 1976, is highly flawed. The complicated and extensive additional guidelines formulated by the judiciary further reduce sound implementation of the law. Finally, there are no official statistics on internal migration in India. Estimated numbers of seasonal migrants in India indicate around 30 million, of whom half move through some form of organized recruitment.
69. Research and action regarding bonded labour is of relative recent date, but has increased considerably during the past decade providing many new insights and experiences on how to tackle it. It has also revealed that eliminating debt bondage is a daunting task and so collective action to address the issue is the need of the hour.
70. From the ILO's side, the ILO Declaration on Fundamental Principles and Rights at Work and its Forced Labour Conventions form a firm justification for the ILO and a commitment to keep the issue on the agenda of all stakeholders. The Decent Work agenda of the ILO, work under conditions of equity, dignity and freedom, further sustains efforts against debt bondage. The Decent Work Country Programme in India for instance, under Priority 3, focuses on progressive elimination of unacceptable forms of work. Bonded labour is one of these.
71. The ILO in India has been working on the issue of family indebtedness since 2000. More recently, the focus is on improving working conditions and reducing vulnerability to bondage through promotion of Decent Work in close collaboration with State government as well as trade unions and employer's organization in sectors prone to bonded labour.

### **About the Project "Reducing Vulnerability to Bondage in India through Promotion of Decent Work"**

72. The ILO is working on bonded labour issues since 2001 with support from U.K. Department for International Development and the Government of Netherlands in India as part of the sub-regional project "Promoting the Prevention and Elimination of Bonded Labour in South Asia" (PEBLISA) which ran through 2001 to 2006 in Tamil Nadu, Andhra Pradesh and Orissa.
73. PEBLISA provided numerous insights into the root causes of over-indebtedness of poor families and their consequent vulnerability to exploitation, including to bonded labour. The project was also able to develop and field-test a model which can be adopted on a larger scale and with workers in more diverse occupational settings.

74. After the termination of PEBLISA project, the MOLE invited the ILO in May 2007 to present a new concept note for a next phase of programme implementation which resulted in the project “Reducing Vulnerability to Bondage in India through Promotion of Decent Work” (henceforth: RVBI) in Tamil Nadu.
75. The RVBI is an area and sector based project, implemented in two destination districts of Tamil Nadu (Kanchipuram and Tiruvallur) since June 2008. Apart from this, the project is also covering the three source districts in Tamil Nadu from where the labourers are coming to the above mentioned destination districts.

**Figure 2.1: Targeted States and Districts**



## Implementation Strategy

76. The project adopts a comprehensive approach to enhance the opportunities for decent work and living conditions for poor families of bonded labourers in the target areas. The strategy is based on the premise that the workers' and their families' interests will be best served by seeking to improve their living and working conditions in situ (including by removing possible elements of bondage and coercion in the labour relationship) rather than by "releasing" them and thus obliging them to uproot and re-establish their lives elsewhere and find alternative employment, homes etc. The "release and rehabilitation" option as per the Bonded Labour system (Abolition) Act can be chosen in the event that no improvements can be made in situ at the workplace and in situations of extreme or "worst" forms of bondage, especially long-term bondage under severely exploitative conditions, and bondage of children.
77. Accordingly, the project works through a combination of measures in destination and source areas of migrant workers:
- i. Ensuring social protection for workers and their family members, through convergence of existing government schemes and services, both at source and destination areas, to reduce their indebtedness and poverty situation.
  - ii. Empowering the workers by imparting rights-based awareness education through workers' organizations/trade unions and enabling them to organize themselves and engage in collective bargaining.
  - iii. Implementing workplace improvement measures in close collaboration with the employers and their organizations
  - iv. Exploring improvements in recruitment systems and working conditions including regulation of payment of wages and advances through active social dialogue process among tripartite partners.
78. A family based convergence approach was followed so as to enhance access to an all inclusive package of entitlements from the ongoing government programs relating to health, employment, education for child, social security, financial inclusion, etc. Different ongoing schemes were identified to match needs of workers. This convergent approach sought to ensure access to ration card, voter ID, Sarva Siksha Abhiyan (SSA, universal elementary education program) for the children at worksites, micro credit, registration of workers under the Social Security Schemes of the Workers Welfare Boards, enrolment in life and health schemes, etc.

79. As the cooperation of both employers and workers is fundamental to the success of the project, and given the history of adversarial approaches to the release of bonded labourers adopted by certain actors in the recent past, the project will adopt a carefully sequenced, step-by-step strategy which gradually builds up the confidence of all participating stakeholders over time as demonstrated in the Tamil Nadu pilot project.

## **Project Objectives and Expected Outcomes**

### **Development Objective:**

80. The reduction of poverty in India (Tamil Nadu), through promotion of decent work and the elimination of labour exploitation including bonded labour.

### **Immediate Objectives**

81. **Immediate Objective 1:** By the end of the project, key stakeholders are taking action to address household vulnerability to bondage.
82. **Immediate Objective 2:** By the end of the project, the capacities of financial institutions in participating states have been strengthened to meet the financial needs of the target group.

## **Target Beneficiaries**

83. 6000 families working (living at the brick kilns for part of the year) in the brick kilns in Chengalpattu area of Kanchipuram and 3000 workers working (living year-round) in rice mills in the Red Hills area of Tiruvallur.
84. The project will cover more number of beneficiaries in the recently selected new states of Andhra Pradesh, Uttar Pradesh and Orissa. The programme development workshops in these states are over and the project has started implementing their action plans.

## **Project Duration and Donor**

- i. Donors: DFID – UK, Government of Ireland, Govt of Netherlands (through SAP-FL) & RBSA
- ii. Projects' budget: USD 660,000 approx
- iii. Project duration: July 2008 – (ongoing) where planned completion date is 31 March 2012.

## Evaluability assessment

Table 2.2: Evaluability Assessment

	Raw score
Objectives/Outcomes Score	3.00
Indicators Score	1.00
Baselines Score	1.00
Milestones Score	1.00
Risk Assumptions Scores	1.00
M&E plans	0.00
<b>Composite Score</b>	<b>1.17</b>
<b>Score</b>	<b>Not Evaluable</b>

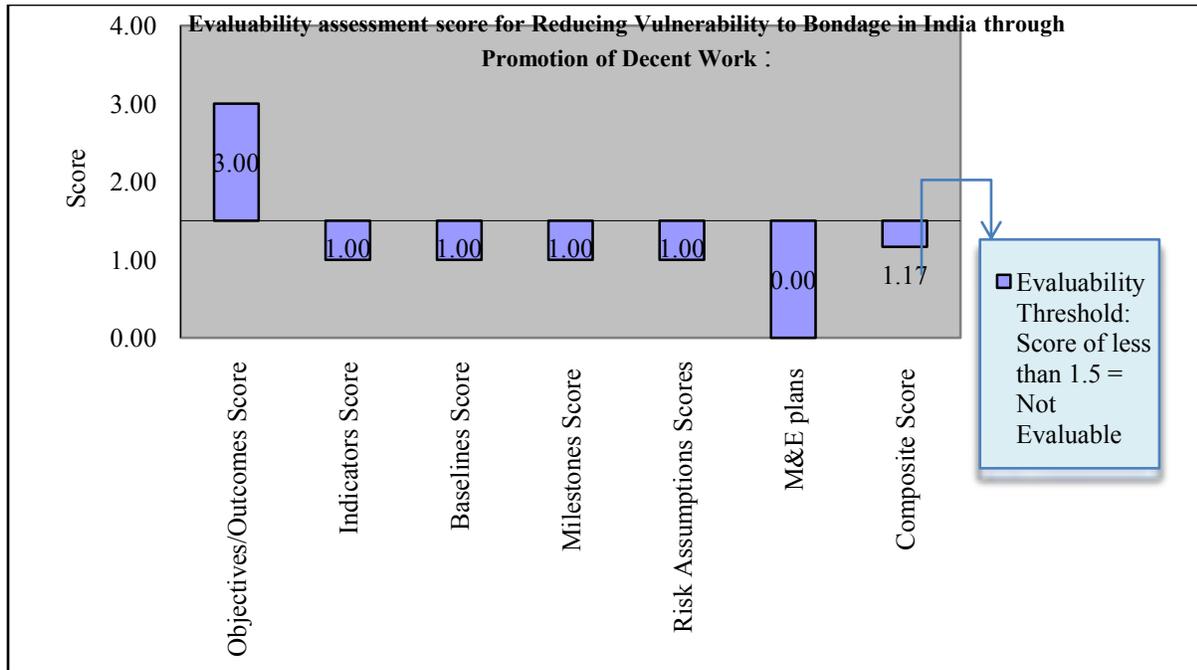


Figure 2.2

## Main findings

85. The findings of the evaluation team are categorized under relevance, coherence, effectiveness, efficiency, sustainability and lessons learnt.

## **Relevance**

### **Relevance to DWCP India**

86. The RVBI project is aligned with India's DWCP Priority 3<sup>6</sup>/ Outcome 4 which stipulates a "Strengthened policy framework for elimination of unacceptable forms of work". The project contributes to Output 2 "Programme on prevention of bonded labour and trafficking for labour exploitation in India: addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa". RVBI has originally targeted Tamil Nadu and has been extended more recently (after December 2011) to Andhra Pradesh, Uttar Pradesh and Orissa. The RVBI Project responds to the priorities identified in the India Decent Work Country Programme (DWCP) under IND 152 -strengthened policy framework for reducing vulnerability to bondage and contributes to Outcome 15 (Forced Labour is Eliminated) of Programme and Budget 2010-11.

## **Coherence**

### **Coherence with UNDAF**

87. The India United Nations Development (UNDAF) (2008-12) Outcome 3, which is closely aligned with the approach to India's Eleventh Five Year Plan, emphasizes enhancing decentralized governance for convergence at the District level. Under this Outcome 3, the ILO leads for Output 3.1.4, on enhancement of awareness among disadvantaged and excluded groups of their rights and entitlements and strengthening their capacity to access social services and participate in local development processes.

### **Coherence with National programmes**

88. Bonded labour has been outlawed in India since the adoption of the Bonded Labour System (Abolition) Act in 1976. Under the BLSA, the MOLE has launched a Centrally Sponsored Bonded Labour Rehabilitation Scheme in 1978 for rehabilitating the bonded labourers that is still in existence.
89. The RVBI project forms an integral part of DWCP India and complements other activities of the ILO that seek to reduce vulnerability in the labour markets, such as on-going work on enhancing social protection in the informal economy, and the programmes for the elimination of the worst forms of child labour.

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<sup>6</sup> India DWCP 2007-12: Priority 3: Unacceptable forms of labour progressively eliminated

## ***Effectiveness***

### **Achievements**

90. The project facilitated the development of a new approach to recruitment of migrant workers that needed pilot testing in the brick kiln and rice mills sectors. The convergence approach ensured improved access to several ongoing government welfare programs to the workers in both the sectors, which were hitherto not available to them.
91. Under component 1, 47% of the identified migrant workers in the project area were registered with state government's workers' welfare boards (Tamil Nadu Construction Workers Welfare Board for brick kiln workers and Tamil Nadu Manual Workers Welfare Board for the rice mill workers). This registration enabled the workers to access the Social Security Schemes (SSS) under the two boards. The project sponsored Non Residential Bridge Schools (NRBSs) in 33 brick kilns helped large number of children access formal schooling. There has also been a high level of convergence and facilitation for accessing anti-poverty programs to the workers and their families. In source district, a total of 5407 workers were facilitated access to Government entitlements and welfare programs. 2645 workers were included in Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS).
92. Under component 2, a strong partnership strategy for implementing this component through a social dialogue process involving Tripartite Partners (Government, Employers' and Workers' organization) has emerged. They have undertaken consultation meetings and workshops with all partners and set up a Tripartite Sub Committee on regulation of recruitment and working conditions in brick kiln sector. In addition, the project established formal mechanisms for discussing issues relating to regulation of recruitment practices, collective bargaining for wage fixation, and voluntary code of conduct for employers through workshops, sensitization measures and trainings to identify crucial issues leading to bondage situation, between stakeholders. An important product under this component has been the development of a web based entry application to track employment history of workers who register with the workers' pool.
93. Under component 3, the project has worked to enable NGOs, social workers and trade unions to access workers in the brick kiln and rice mill sectors which were previously not accessible. Most significantly, RVBI had facilitated a social dialogue process which succeeded in bringing employers, maistries, workers and trade unions to meet and resolve issues. In addition, there is evidence of improved workplace and housing facilities and strengthened capacity of stakeholders to address the root causes of bonded labour. Employers in brick kiln sector have

committed to improve the living conditions at the workplaces and have provided better housing, safe drinking water, and first-aid kits with trained personnel. They contributed about USD 18,913 (Rs.8,70,000/-) towards the provision of noon meals to children educated at worksite schools, resulting in a significant reduction of child labour in brick kiln areas and the enrolment of workers in welfare boards. A particularly important achievement has been the adoption of the Code of Conduct by the Employers' Association.

94. Project implementation ensured that interventions in the field benefitted both male and female workers. Women workers were sensitized on their rights and trained on relevant issues such as gender, maternal health etc, as well as received training on legal rights related to women workers. Several exclusive trainings and workshops were conducted in both sectors. Usefulness of such trainings is illustrated by the fact that 36% of the Sakthi brick kiln workers union are women.
95. Under component 4, National Trade Union members and office bearers were sensitized and trained on bonded labour concerns to integrate/mainstream these into regular union activity. In that regard, the National Trade Unions and their Joint Federation has played an important role in sensitising and educating the workers on their legal and labour rights in both the sectors and facilitated them to form their own workers organisation, especially in the brick kiln sector. The development of four training modules in local languages on labour rights and social security schemes, collective bargaining, leadership and financial education for training the workers has been a significant product of RVBI. In addition, many workers were trained on organizing themselves for better wage negotiations and workplace facilities. Training and awareness camps for workers on labour rights, financial inclusion and government schemes were organized. The emergence of Sakthi Brick Kiln Workers Union and registration under the Trade Union Act is also a notable achievement under this component. However, the Tiruvallur project district in the rice mill sector failed to achieve significant tangible results in two years after a deadlock between workers and employers.
96. Other States including, Andhra Pradesh, Orissa and Uttar Pradesh have reportedly shown keen interest to replicate a similar approach to address the root causes of bonded labour both in source and destination districts/states. Stakeholder workshops were held in these states towards the development of program and action plans with technical support from the ILO.

## ***Efficiency***

### **Achievements**

97. Limited project finances have been used efficiently to leverage the human and financial resources from the ongoing government programs and implementation

partners like Employers' Association: Chengalpattu Area Brick Manufacturers' Association (CABMA).

98. In terms of the pattern of fund utilisation, figures show that 36% of funds were used for IEC activities (for building awareness on bonded labour issues, labour rights etc.) and 29% on trainings and convergence activities<sup>7</sup>.

### Shortfalls

99. The project has suffered in terms of resource efficiency due the uncertainty of fund flow which caused a loss of momentum to the point of near closure of project implementation on several occasions. The absence of any fund flow arrangements between the ILO and Department of Labour and Employment, Govt of Tamil Nadu (GoTN) indicates that the project to some extent was perceived to be not a serious/major project<sup>8</sup>. In addition, the project management team's resources seem to have been overstretched as the NPM had to monitor project implementation at district level, carry out field visits, raise funds, liaise with State Government, implementation partners and the ILO's project meetings and ensure workshop attendance.
100. Shortfalls were noted in efficient management of the project. NPMs were not adequately involved in policy/DWCP discussions and the project management project team had too few meetings with NPMs of projects, resulting in gaps between the ground realities and policy work of the ILO. Project management in Tiruvallur district had many gaps including systematic delays of working through NCLP Society resulting in delays in the release of funds and long gaps in project implementation due to uncertainty of the ILO funding. Furthermore, the role of programme officers in the projects was unclear which made it challenging for the projects to function smoothly.
101. The absence of a formal institutionalization of the project meant that there was a severe lack of engagement at state level in project management and consequent lack of ownership. The ILO DWT/CO New Delhi should have proactively taken up this challenge with the governments. There was a lack of information sharing between project teams in the Brick kiln sector and Rice mill sector as lessons emerging from the brick kiln were not taken to the rice mill sector.
102. Lastly, it has been unrealistic to carry out such an ambitious development challenge in the space of eighteen months.
103. The lack of clear timeline for project completion, long term fund commitment, partnership agreement with local government partner clearly delineating individual

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<sup>7</sup> These statements are based explicitly on the Independent Evaluation of the Project Reducing Vulnerability to Bondage in India through Promotion of Decent Work (RVBIPDW) released in December 2011

<sup>8</sup> *ibid*

roles and responsibilities in project implementation etc. may have further inhibited full project efficiency. Considering the complex nature of the issue, a more realistic timeline combined with committed long term funding would have ensured achievement of the expected results in a more sustainable manner.<sup>9</sup>

## ***Sustainability***

### **What strategies are being used?**

104. Intervention models which were developed during the course of the project are replicable and scalable. The project has been sharing its experience with other states since 2009 and they are showing keen interest to replicate the model in their respective states. There has been a significant impact of the integrated and comprehensive nature of the interventions on the ground, especially with regard to change in the mindset among the workers and employers. The project developed a model that addresses issues relating to bondage of labour and focuses on convergence of services, sensitization of employers to develop a code of conduct, improving workplace conditions, organizing and empowering workers to form workers' unions and raise a charter of demands, enrolling workers under government social security schemes etc. If the new model for changing the recruitment practices by way of introducing workers' pool, entering into agreement between the employers and workers, organising the unions of the migrant workers, etc. are implemented successfully in addressing the core issues, there would be scope for influencing related policies in a fundamental and significant manner.
105. The RVBI project design envisaged a distinct role for the Implementation Partners, including the Employers' Associations and the Trade Unions (TUs). They were involved in all core activities of the project interventions for prevention and elimination of vulnerability to bondage. The TUs seem to be involved in all the core activities of the project such as creating awareness, capacity building for trade union members and migrant workers on their rights and entitlements and on the importance of organising themselves. They visited work sites to identify improvements needed to be made and to sensitise employers. The representatives of JAFTU participated in meetings and workshops/campaigns against bonded labour prevention. As member of the SPAC, the TUs were engaged at policy level workshops. The project contributed largely to capacity building for the Trade Unions as the project implementation strategy was strongly anchored on the Joint Action Forum of Trade Unions (JAFTU). This project has provided them activities that need to be mainstreamed into their regular union activities.
106. The Employers' Associations have been a key player in addressing recruitment practices and improvements at workplaces. 20% of project funds were spent in

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<sup>9</sup> Ibid.

partnership with Employers' Association. Employers' facilitated enrolment of workers under social security schemes of the workers' welfare boards (WWB), conducted medical camps, improved work places and provided buildings for SSA bridge schools. They have also made direct monetary contribution by way of paying the insurance premium for workers and mid day meal for their children attending SSA schools. It is reported that the CABMA has resolved to adapt the eleven-point Code of Conduct and that eight of the eleven points are already adapted by all its members. It is evident that partnership with employers associations is critical to replicating and scaling of the model.

107. The RVBI project has a tremendous potential to influence policy relating to prevention and abolition of bonded labour system in India. The lessons emerging from the project were shared at many GOI and international workshops and inputs were provided to the National Task Force on Bonded Labour set up by the Ministry of Labour and Employment, GOI.

## **Challenges**

### **Sustainability**

108. The sustainability of the project's results and good practices will depend on institutional capacities within the government to take further action. The GoTN should take full ownership with appropriate human resources and financial commitment.
109. There is a need for sustaining awareness -building programs among all stakeholders. Final project impact will be seen when the social dialogue process continues among all stakeholders and there is a formal agreement between the workers and the employers implemented on a wider scale. The ILO could continue to provide technical support in developing a road map and expanding the program to other states.

### **Trade Unions**

110. In the absence of the project it is not clear to what extent the trade unions will carry on with prevention of bonded labour. The project carried out many capacity building activities for the TUs and their role of implementing partners has provided them with the required set of objectives, ideas and experience for working in these two sectors. However, the fledgling *Shakti Sangham* needs to be supported. The TU work among the rice mills workers has a long way to go. The latter could replicate the work done in Kanchipuram district in other districts among the brick kiln workers. They can provide required support to the workers there, by way of training on organising themselves and capacity building for its office bearers and managers.

## **Employers' Organisations**

111. In terms of the sustainability of the involvement of employers' associations after the project is terminated, it is not clear how many employers will continue to follow the code of conduct. The idea of workers' pool, agreement between employers and workers etc. are at the root of changing the recruitment practices and their implementation is yet to be done. There are continuing apprehensions about ushering in effective changes in the recruitment practices in an isolated block or two.

## **Government of Tamil Nadu**

112. As for the Government of Tamil Nadu, there is a strong need for a more proactive role of the GoTN as labour recruitment practices and issues are too complex and deep rooted for any one agency to work on them. Any future significant change can be assured with external involvement of the most important and key player as the Government and its various agencies.

## **Future challenges**

113. The continuing challenges that need to be effectively addressed for real success of the emerging model is further confidence building and clearing of apprehensions at all levels and among all stakeholders. This implies the reduction of quantum of advance, fixation of rate of wages and issue of written appointment letter that is legally binding on the signatories. Government hesitation to associate with efforts to regulate recruitment system makes it that much more difficult.

114. Other challenges include, financial institutions becoming more responsive to the peculiar needs of the migrant workers, making the registration of workers mandatory by all employers, enrolment under WWB, providing identity/residential proof to apply for government welfare schemes, enhanced understanding among all employers, making existing government schemes migrant friendly (SHG, SGSY, ICDS, MGNREGS, PDS), continuing education and awareness building for the workers to organize themselves and work towards changing the recruitment practices etc. Lastly, the GoTN has to examine the scope for replication/scaling across the other districts in the State.

## **Lessons Learned**

### **Debt bondage: understanding root causes**

115. Understanding the shifting concept and the evolving nature and pattern of bondage is key. A comprehensive definition should be formulated that encompasses the social, economic and political characters of all forms of bonded labour, traditional forms of bondage, debt-bondage as well as neo-bondage.

116. Generally, debt bondage flows from the huge scale of the unorganized (informal) economy in India, characterized by an almost total absence of rights at work. Debt bondage is only one corollary of the informal economy, others include child labour, non-payment of minimum wages and infrequent payment of wages with its level often determined in hind sight, long working hours and bad working conditions. As long as the high degree of informality in the economy remains unchanged, debt bondage will not disappear. In other words, labour relations within the informal economy need to be ‘normalized’. In relation it was found that the ILO’s approach to debt bondage is too “minimalist” by focusing on these unwanted corollaries instead of targeting the causes and origin (and the ever expansion) of the unorganized economy. In other words, the ILO is putting the horse behind the wagon and should urge the authorities and its constituents to more firmly insist on issues such as registration of workers, payment of minimum wages or creating genuine social protection for all workers (as most ILO Conventions do apply to all workers without distinction whatsoever). In this manner the ILO could play its watchdog role more credibly.

#### **National measures to eliminate debt bondage need revision**

117. Minimum wages should be fixed at a national level and be the result of collective bargaining. In some sectors, like brick kilns and rice mills profits are enormous and there is no economic reason at all for employers to engage in practices of bondages. At the same time, use of formal sector language to explain the functioning of informal economy is not adequate to explain its dynamics.
118. There is a clear need for either a revision of the BLSA (1976) in context of the present economic realities of neo-bondage or broadening of the legal interpretation of scope, its definition and other complexities of the Act duly taking into account the content of various other Acts (minimum wage, contract, payment of wages, right to education, migration etc.), expertise of various stakeholders and the Supreme Court rulings. There is also a need to sensitize the judiciary. In addition, other Acts such as the Penal Code and SC/ST Prevention of Atrocities Act (1989) could also be considered contributing to the elimination of debt-bondage. Currently, the ILO is a core member of a small experts group reviewing the BLSA, 1976, taking into consideration conclusions and recommendations of this workshop.
119. The act should also specifically ensure the protection of child labour and incorporate measures discouraging other traditional forms of bondage such as the Devdasi/Yogini system.
120. The released bonded labourers should have guaranteed rehabilitation from the government facilitated with proper and simplified convergence with the various governmental schemes ensuring basic rights of employment, education and social

security. A one-window approach to access welfare schemes would be best. It would also facilitate the creation of a national database on bonded labourers.

121. The role and functions of District Magistrates' and Vigilance Committees' have also been called for a review to assess if a supplementary agency could be instituted dealing exclusively with bonded labour.

### **Need for proactive state involvement in future elimination of debt bondage projects**

122. The project has highlighted the necessity of a proactive role of the State Government, which the project was lacking. The actual role of GoTN was limited in the implementation of the project, though it was implemented in the name of the government. A severe factor limiting potential project success is the fact that there was no MoU between the ILO and GoTN delineating clear deliverables and specific support the government should provide in taking forward the project activities. No significant effort was made to connect the project activities to core mandate and larger sectoral issues that the MOLE deals with. There was also no significant integration with enforcement work. The political and electoral developments in the State of Tamil Nadu, further added to the Project woes. If the state plays a proactive role, it can lead to significant impact in terms of addressing core issues of setting up workers' pool, formal agreements between the workers and owners of the brick kilns/rice mills.
123. The emerging lesson is that if the State government plays a proactive role, it can lead to significant impact in terms of addressing the core issues of setting up a workers' pool, formal agreements between the workers and the owners of the brick kilns/rice mills etc. Trying these processes /tools in a single block/taluk or one district will not achieve major results. Effective and sustainable results can be expected if the State government facilitates the processes for convergence, integrates them with its social security schemes and enforcement activities. This can be done with appropriate sensitization of government staff at different levels and enlisting cooperation of employers. Convergence and coordination among different governmental agencies is crucial for reaching out to migrant target group and ensuring that they break out of bondage and also get easy access to all intended government schemes.
124. This would also facilitate sustainable processes for convergence while integrating them into social security schemes. With appropriate institutional linkages and a strategic champion within the government, the project implementation would have taken a more effective course and also paved stronger roots beyond project period.

### **Importance of institutionalizing project implementation in future initiatives**

125. Secondly, and related to the latter point, embedding the project implementation within governmental systems and ensuring some fund flow (however small) will

ensure long term sustainability. Mitigation measures against potential delay, lack of focus, and bureaucratic bottlenecks should be built into project design. Such an institutional mechanism will build the capacities of the concerned government department, builds ownership and buy-in from State partner.

### Importance of convergence with existing governmental programs at local level

126. Unlike the lack of convergence at state level, there was effective convergence with various government programs and agencies at the local level. The strategy for convergence and enhancing social protection seem to be a strong entry point for reaching workers scattered around different campuses and work places. It is a good motivating tool to mobilize tripartite partners' participation in improving the working conditions and work place facilities.

### Project design and funding related

127. There is no clear timeline for project completion, no long term fund commitment, no partnership agreement with local government partner clearly delineating individual roles and responsibilities in project implementation. Considering the complex nature of the issue, a more realistic timeline, committed long term funding would ensure achievement of the expected results in a more sustainable manner. Projects of this nature create many expectations on the ground. When the real potential of the model being tested does not get realized, this may result in scepticism and the lack of a clearly replicable model at the end of the project period. This is a useful lesson to keep in perspective while designing future projects.

## Good Practices

Table 2.3: Good practices from RVBI project

1. **The project's attempt at addressing the core issues** relating to recruitment practices leading to vulnerability to bondage
2. **Efficacy of convergence approach** - Strategy for convergence and enhancing social protection seem to be a strong entry point for reaching the workers scattered around different campuses and work places.
3. **Social dialogue & participatory approach** – The participatory approach involving continuous sensitization and orientation of all stakeholders and facilitating the social dialogue process was effective in making them realize mutually beneficial solutions.
4. **Willing participation of the Employers' Association:** One of the good practices emerging from the project implementation is the criticality of the employers' role in facilitating awareness among workers, access to social security schemes and for making work place improvements.
5. **Organizing the workers** – Promotion of workers organizations is a prerequisite for enhancing their capacities to negotiate fair wages, better conditions of work and work place facilities.
6. **Interventions both in source as well as destination districts:** The project implementation confirms that there is a need to take up parallel interventions both at the source and destination areas keeping in view the peculiar nature and life situation of the migrant labour and seasonality of work.



## Chapter 3. The ILO's Role in Policy Formulation: The Case of National Employment Policy (draft) in India

### Introduction

128. India ratified ILO convention 122 (Employment Policy Convention 1964) in the year 1998. The current Five Year Plan (11th FYP) of India also advocates formulation of a comprehensive employment policy for both formal and informal sectors. The ILO provided technical as well as co-ordination support in drafting the National Employment Policy (NEP) for India and ensured that the process is consultative and that the focus on quality of employment is reflected in the policy. The Policy was drafted in 2008. However, the Cabinet has not approved the draft so far. This case study provides a detailed account of role and relevance of the ILO's involvement in supporting NEP, effectiveness of process and results of the ILO's role in formulating the National Employment Policy (NEP) for India.
129. The primary goal of the ILO is to contribute, with member States, to achieving full and productive employment and decent work for all, including women and young people- a goal embedded in the ILO Declaration 2008 on Social Justice for a Fair Globalization, which has now been widely adopted by the international community. The ILO pursues a Decent Work Agenda which comprises four interrelated areas: Respect for fundamental worker's rights and international labour standards, employment promotion, social protection and social dialogue. Explanations of this integrated approach and related challenges are contained in a number of key documents: in those explaining and elaborating the concept of decent work, in the Employment Policy Convention, 1964 (No. 122), and in the Global Employment Agenda (GEA). The Global Employment Agenda was developed by the ILO through tripartite consensus of its Governing Body's Employment and Social Policy Committee.
130. The Global Employment Agenda contributes to the broader agenda of Decent Work by placing employment as a central concern for socio-economic development. The two basic premise of GEA are: first, promoting employment opportunities is fundamental to decent work and second, the best way to promote productive employment is to promote decent work. The Global Employment Agenda thus promotes the quantitative objective of increasing freely chosen productive employment in the world.
131. Since its adoption in 2003 it has been further articulated and made more operational and today it constitutes the basic framework through which the ILO pursues the objective of placing employment at the centre of economic and social policies.

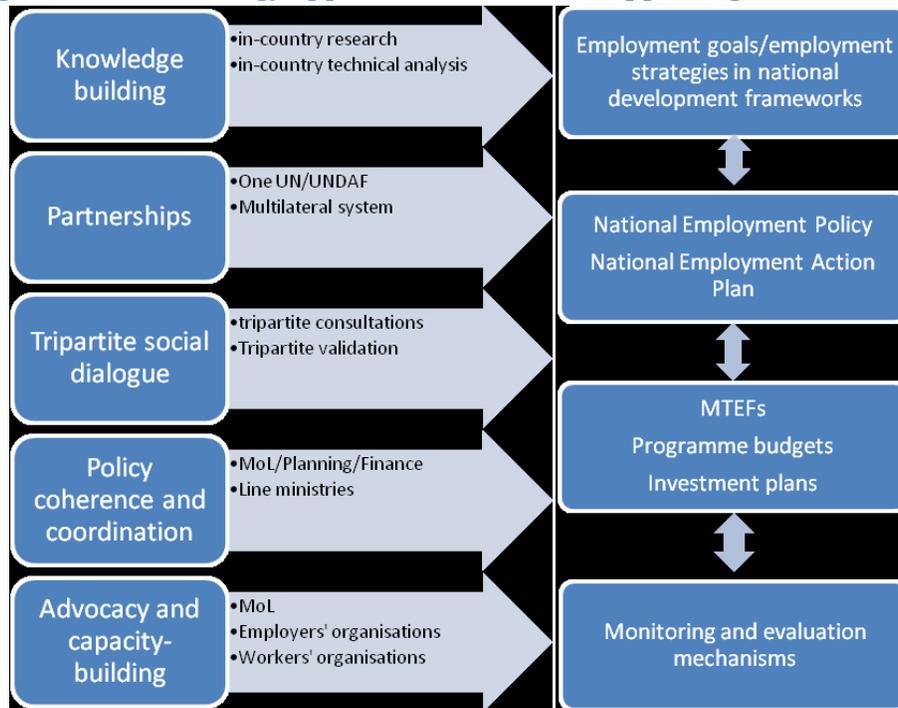
**Table 3.1 Principles underlying the Global Employment Agenda<sup>10</sup>**

<b>Social Dialogue: The overarching Value</b>	
<b>Pillars</b>	<b>Core Elements</b>
<ul style="list-style-type: none"> <li>▶ Decent work as a productive factor.</li> <li>▶ A pro-employment macroeconomic framework.</li> <li>▶ Entrepreneurship and private investment.</li> <li>▶ Improving the productivity and opportunities of the working poor. Ending discrimination in the labour market.</li> <li>▶ Environmentally and socially sustainable growth.</li> <li>▶ Employability and adaptability.</li> </ul>	<ol style="list-style-type: none"> <li>1. Promoting trade and investment for productive employment and market access for developing countries</li> <li>2. Promoting technological change for higher productivity and job creation and improved standards of living</li> <li>3. Promoting sustainable development for sustainable livelihoods</li> <li>4. Macroeconomic policy for growth and employment: A call for policy integration</li> <li>5. Promoting decent employment through entrepreneurship</li> <li>6. Employability by improving knowledge and skills</li> <li>7. Active labour market policies for employment, security in change, equity and poverty reduction</li> <li>8. Social protection as a productive factor</li> <li>9. Occupational safety and health: Synergies between security and productivity</li> <li>10. Productive employment for poverty reduction and development</li> </ol>

132. The Employment Sector [Department] is fully engaged in the implementation of the Global Employment Agenda, and is doing so through a large range of technical support and capacity building activities, advisory services and policy research. As part of its research and publications programme, the Employment Sector promotes knowledge-generation around key policy issues and topics conforming to the core elements of the Global Employment Agenda and the Decent Work Agenda.

<sup>10</sup> Review of the core elements of the Global Employment Agenda, First item on the agenda, Committee on Employment and Social Policy (ESP), GB.286/ESP/1(Rev.), 286th Session, Geneva, March 2003,

**Fig 3.1 Generic strategy approach of the ILO in supporting NEP**



### **Relevance of the ILO India CO's support to the National Employment Policy (NEP)**

133. The mandate of developing a National Employment Policy emanated from the emphasis laid in the Eleventh Five Year Plan<sup>11</sup> on developing comprehensive policies towards fostering 'formal' employment opportunities and subsequently economic growth in the country. The Plan document expressed concern over the growing proportion of workers in unorganized sector and its implications on quality of jobs offered to a large segment of workers. The National Employment Policy was therefore viewed as a blueprint for promoting productive and gainful employment for Indian workers and increasing the fold of formal arrangements in labour through identification of priority sectors that have maximum potential of contributing to employment generation and of sustaining economic growth of the country.

134. Under the Decent Work framework, the ILO India is committed to support policy dialogues on issues relating to employment generation in both formal and informal sectors in India. Outcome 1 of the ILO's Decent Work Country Programme 2007-12 for India seeks to integrate decent and productive employment into socio-economic policies through policy/action research. The ILO in India initiated the formulation of the National Employment Policy in India in February 2007 upon request from the MOLE, GoI.

<sup>11</sup> 11<sup>th</sup> Five Year Plan Document, Chapter 4 Employment Perspective and Labour Policy

## India DWCP 2007-12

**CP Outcome 1:** Decent and productive employment integrated into socio-economic policies through policy/action research

**P&B linkage-Outcome 1: Employment Promotion**

**Output 1:** Analytical studies prepared and policy dialogues organized. Under this outcome, the ILO provides technical support to Member States for programmes aimed at promotion of C.122 (Employment Policy Convention 1964). The ILO and the GOI (Ministry of Labour and Employment), with participation of the employers and workers organizations, central ministries and state governments, policy-making bodies and others are partnering in the preparation of the national employment and skills development policies.

**Source:** *India DWCP 2007-12 Programme Document*

135. The opportunity to support the Government of India (Ministry of Labour and Employment) in developing a National Policy on Employment came up during a high level meeting between the ILO and MOLE in February 2007. The ILO was also involved with development of National Policy on Skill Development and with other strategic agencies such as National Commission on Enterprises for the Unorganized Sector. Supporting the National Employment Policy formulation process was a logical continuum to the ILO's strategic positioning and contribution to the policy discourse and policy coherence. Using the diagnostic framework of the ILO's Global Employment Agenda, the approach adopted in the drafting of the employment policy was to address the employment challenges on two fronts: (i) enhance employment growth in the formal economy and (ii) improve working conditions and productivity of the large labour force engaged in the informal economy<sup>12</sup>.

### Process followed for formulation of the draft NEP

136. Responding to the request, the ILO DWT/CO New Delhi initiated a broad based consultative process in order to bring together the concerns and perspectives of all constituents. The first draft of said policy was presented in September 2008 in a national consultation organized jointly by MOLE and the ILO. The draft was revised based on the feedback received during the September 2008 consultation. Following this the MOLE set up a drafting committee at the ministry level for finalization and submission to the cabinet. A brief overview of the process is as below:

- i. A joint meeting of ILO/MOLE officials was held in February 2007 to discuss the areas of collaboration. Support to National Employment Policy (NEP) was one of the points discussed in this meeting.

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<sup>12</sup>India DWCP 2007-12 Programme Document.

- ii. Responding to the opportunity of supporting the national government in formulating the NEP, the ILO prepared a concept note ‘Towards an Employment Strategy for India‘ which was later developed into technical background paper for discussion during the first national consultation in May 2008. *Employment Strategies for DWCPs based on the GEA: Basic Concepts, Approach and Tools*<sup>13</sup> was also presented by Mr Salazar during this national technical consultation.
- iii. The MOLE set up an Employment Policy Inter-ministerial Committee of 14 ministries through a letter dated 20.08.07. The first meeting of the inter-ministerial group was held on 21.08.07<sup>14</sup>. Ms Leyla Tegmo-Reddy and Dr R Islam from the ILO participated in the meeting along with nine ministries apart from MOLE.
- iv. The second inter-ministerial meeting was held on 21.02.08 in which 11 ministries participated. Dr R Islam made a presentation proposing a diagnostic framework for the Employment policy with focus on employment generation and quality of employment. The third Inter-ministerial meeting was held on 2.07.08.
- v. First national tripartite consultation was held on 21-22 May 2008 – it was decided to set up 6 Working Groups comprising of representatives of social partners. Following this decision, the ILO in consultation with MOLE identified members of the Working Group and developed a ToR for their engagement. Each Working Group had representatives from MOLE, policy-making bodies, Planning Commission, from other relevant ministries, from state governments, from WOs, from EOs, from academia, from civil society and from the ILO. Moderators for Working Groups were chosen jointly by the ILO and the MOLE. Working Groups presented their recommendation on 11-12 July 2008.
- vi. The second tripartite consultation was held in September 2008 where the draft was presented. In addition to the broad-based stakeholders involved in the first national consultation, a number of organizations/individuals also participated. The draft was put-up on the ILO, Ministry of Labour and Employment and Solution Exchange (a UN-family knowledge management programme) websites for comments, suggestions and an active exchange of ideas.

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<sup>13</sup> For details of the approach see Implementing the Global Employment Agenda: employment strategies in support of decent work, 'Vision' document, 2006

<sup>14</sup> Copy of letter from MOLE to the 14 ministries (dated 20.08.07) intimating about the constitution of interministerial group and inviting for the first meeting next day.

- vii. MOLE also shared the draft policy with all concerned Ministries for their inputs and feedback. Apart from this, the Workers' and Employers Organisations were also provided the draft for their comments and suggestions.
- viii. Based on the suggestions and feedback received during the September 2008 consultation, the draft was revised and shared with MOLE in October 2008<sup>15</sup>. MOLE constituted a drafting committee in December 2008.
- ix. The action plan was prepared in consultation with MOLE in early 2009. The ILO DWT/CO New Delhi also provided technical support in responding to queries raised by Prime Minister's Office.

## **Effectiveness of ILO's Contribution**

137. The ILO Country Office in India took the lead in the formulation stage by providing technical support and bringing together national and international experts, practitioners, constituent partners and other relevant stakeholders. The ILO was also successful in procuring technical papers/research/studies and organising consultations. MOLE led the drafting process by coordinating and convening various inter-ministerial groups and expert working groups. Key observations regarding the effectiveness of the ILO's contribution are as follows:

### **Commissioning of studies/technical papers**

138. In response to MOLE's request for support to NEP formulation, a concept note 'India: Towards an Employment Policy' was prepared by the ILO which was later developed into a detailed technical paper (Towards and Employment Strategy for India 2009). This technical paper outlined the past trends and efforts, analysed of current situation and proposed a diagnostic framework for employment policy. Research on 11 employment subjects was carried out and published as 'Discussion papers that contributed to the discussions on NEP'. For the NEP, specifically 4 background research papers were commissioned. The research/studies/technical papers that were commissioned or contributed to the draft NEP are listed at the end<sup>16</sup>.

139. Apart from these, the ILO anchored the constitution of six Working Groups (in consultation with MOLE), which provided recommendations on the identified policy areas. However, multiplicity of efforts is noted in terms of the role and outputs by consultants, working groups, and discussion groups

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<sup>15</sup> Letter dated 21.10.08 by LeylaTegmo-Reddy to MOLE stating that the second draft is being submitted along with an 'easy-to-read' matrix showing the comments received during Sept 2008 consultation and its incorporation in the draft.

<sup>16</sup>As per the responses received on DWCP team's queries and documents shared by the country office.

constituted during the formulation process with no particular clarity on how the products generated by them would be used in NEP drafting.

140. The first national technical consultation in May 2008 recommended constitution of six working groups. These working groups were-macro-economic policies; sectoral policies; labour market policies; enterprise development; skills development; Women workers' issues. The working groups were primarily based on the themes proposed by the ILO in its technical background document 'Towards an Employment Strategy in India'. Each working group constituted of representatives from MOLE, policy-making bodies, Planning Commission, from other relevant ministries, from state governments, from WOs, from EOs, from academia, from civil society and from the ILO. There are significant variations in the size of the Working Group (from 18 to 37)<sup>17</sup> with no explicit logic for this variation. The ToR of the working group was prepared by the ILO in July 2008 (as per the document shared by the ILO DWT/CO New Delhi) and the Working Groups made its recommendation in the same month (11-12 July 2008). It is assumed that the working groups started their working immediately after the May 2008 consultation. However, it is not clear how a large working group with high-level officials/experts co-ordinated as a group to come up with recommendations within less than two months of its constitution.

#### **Involvement of technical experts from and beyond THE ILO**

141. As per the responses received from the Country office, a number of relevant technical experts from the Country Office, Regional Office and HQ were involved during the NEP formulation process from 2007 to 09. Apart from the technical experts, significant co-ordination support was provided through the Programming Unit. Altogether about eight specialists from DWT, two officials from Programming Unit and administrative assistants supported the process. At least five technical experts from the Regional Office and Head Quarters also provided their inputs in the process.
142. Apart from this, a number of external expert consultants were engaged to provide inputs throughout the process to undertake background study/research that contributed to discussions and consultations prior to drafting of the NEP.
143. The high level of involvement of technical experts and programming team indicates the commitment of the ILO towards providing quality inputs in the process. It also indicates that there was ample scope for incorporating the ILO's frameworks on approaching employment policies in specific country context. The preamble of the draft NEP reflects the concerns regarding decent work and

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<sup>17</sup>As per the list shared by the ILO DWT/CO New Delhi.

quality of employment. However, the objective section of the draft NEP also emphasises that the NEP ‘concentrates mainly on the productive employment generation aspects, and signals a number of related issues for which separate policies need to be considered<sup>18</sup>’.

**Stated Objectives of the draft National Employment Policy for India:** The objective of the NEP is to provide a framework towards the goal of achieving remunerative and decent employment for all women and men in the labour force. More specifically, it aims at:

- 2.1. Accelerating employment growth in the organized sector, and*
- 2.1.2 Improving the quality of jobs (in terms of productivity, earnings, and protection of workers) in the unorganized sector.*
- 2.2 This document (NEP), however, concentrates mainly on the productive employment generation aspects, and signals a number of related issues for which separate policies need to be considered.*

Source: <http://dget.gov.in/publications/FirstDraftNEP.pdf>

144. In terms of its scope, the draft NEP touched upon a wide range of concerns including informal sector, social security, gender equality, child labour, bonded labour, enterprise development, skill development, and legal environment (definitional issues and multiplicity of laws).

**Box 1: A gender-sensitive employment policy in India**

The draft policy includes:

- Credit – Access to credit for women entrepreneurs, including home-based workers.
- Gender sensitive technologies – New technologies that reduce drudgery in sectors where women’s participation is significant: for example, in agriculture, food processing, fishing, plantations, forestry, horticulture, export-intensive manufacturing, tourism and care services, with a view to generating more employment, decent work and higher productivity.
- Self-help groups – Formal credit and employment institutions will be linked with the self-help groups (SHGs) to provide a range of services.
- Entrepreneurship – Skills and entrepreneurship training will be provided for micro- and small enterprises headed by women.
- Information – Information centres and organizational structures will promote decent employment for women in emerging sectors and activities.

145. In India, the majority of women are economically inactive, and female unemployment can be twice as high as that for males. These issues are addressed in the NEP in a gender-sensitive way. It calls for equal access to

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<sup>18</sup>NEP draft document as available through DGET, MOLE website

skills development, entrepreneurial opportunities, financial services and job opportunities. India's NEP draft aims to shift women from invisible work to visible work, from low productive employment (especially in agriculture)– to high productive employment and from low wages and no social security to higher wages with social security.

146. However, the overall language is recommendatory and roles and responsibilities of different institutions/ministries are not clearly defined<sup>19</sup> making the document more as a statement of intent than a guiding document for action. The policy does not set any specific targets but emphasises on the need to identify sectors where employment potential is high and advocates for specific sectoral policies.

147. As noted, a range of diagnostic studies and thematic research papers were commissioned as ground work for NEP formulation. The experts hired by the ILO Country Office are of eminence and the quality of products has received positive feedback from stakeholders. Technical inputs from the ILO were also well appreciated by MOLE, planning commission and other stakeholders. The relevance and usefulness of these knowledge products goes beyond NEP. The process was consultative and consent based and involved the National Tri-Partite Constituents as well as key ministries. Important institutions such as The Prime Minister's Economic Advisory Council, National Commission for Enterprises in the Unorganised Sector (NCEUS) and Planning Commission were also involved in providing recommendations on specific sector through working groups and national consultations. The MOLE ensured participation of a range of ministries<sup>20</sup> during formulation and while responding to queries raised by the Prime Minister's Office (PMO).

### **Involvement of constituent partners**

148. The tripartite partners were involved at various stages of NEP drafting. While the MOLE initiated the process with the ILO, an exclusive consultation was organized with Workers' Organisations (WO) and Employers' Organisations (EO) on 2<sup>nd</sup> May 2008, prior to the first national technical consultation workshop on 21-22<sup>nd</sup> May 2008. The WOs and EO participated in both the national technical consultations (May 2008 and September 2008). The WO and EO representatives were part of the working groups. The first draft of the NEP document was also circulated for comments from the constituent partners.

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<sup>19</sup> Of the 26-page draft NEP document, only 1.5 pages are devoted to Implementation and Monitoring.

<sup>20</sup> Altogether 22 Secretaries participated in the consultation held by MOLE to discuss and respond to the queries raised by the PMO.

## Financial contribution

149. The estimated financial investment (excluding the the ILO staff cost) is USD 136, 036.00 (approximately INR 6.5 million) between 2007-2009 of which nearly 75% was towards contracts for external collaborators, hiring experts and the rest was towards organizing meetings and consultations<sup>21</sup>. While the funds were available through RBTC for supporting NEP, internal planning for allocation of resources for various steps in the process is not available. In absence of such financial planning, it is difficult to comment on efficient use of resource by the ILO.

## Results monitoring and follow-up plan

150. The said draft (NEP) is yet to be approved by the Cabinet. The reasons for the NEP not being approved by the Cabinet in the last three years can only be speculated. There is an argument that the political leaders expect that the Employment Policy should spell out the number of jobs to be created under various sectors. However, even as the draft NEP outlines the potential sectors where employment generation can be maximized, several other ministries (for instance, Ministry of Commerce and Industries, Ministry of Agriculture, Ministry of Food Processing Industries, Ministry of Textile, Ministry of Tourism, Ministry of MSME etc) have a direct role in employment generation. The ambit of the policy, therefore is very broad, making consensus even more challenging. Some other reasons shared by different stakeholders included lack of clarity on actions to be taken by different ministries, lack of explicit targets to be achieved and inadequate focus on implementation and monitoring plan.

Biennium/OBW	NEP Reported Under	Progress reported
2006-07	Operational objective 2a: Employment, labour markets, skills and employability THE ILO constituents adopt and implement employment, labour market and skills policies and programmes that promote decent employment for women and men. And under 2a.1: Employment as central to economic and social policies	The ILO constituents have enhanced capacity to make employment central to economic and social policies for a fair and inclusive globalization and for poverty alleviation.
2008-09	The ILO Immediate outcome 2a.1: Increase constituent capacity to develop policies and policy recommendations focused on job-rich growth, productive employment, and poverty reduction. Indicators (i) Number of member States that apply Global Employment Agenda-related research, tools or guidelines in an integrated way to develop	The ILO provided policy advice and technical and financial support for policy background analysis. Strengthened constituents' capacities and facilitated tripartite consultations to set employment priorities.

<sup>21</sup> As per the estimation provided by ILO India Office.

	employment and labour market policies (ii) Number of member States that apply ILO research, tools or products to explicitly include productive employment and decent work objectives in main policy or development frameworks such as national development strategies, poverty reduction strategies and UNDAF	
2010-11	Comprehensive national employment policies and/or sector strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament, or inter-ministerial committees).	Actions initiated by the Govt. to ensure that employment is at the centre of macro-economic policies while awaiting clearance by the Cabinet on the ILO facilitated multi-stakeholder process-led India's draft national employment policy. The ILO is preparing a checklist for GOI ministries / departments/agencies for employment impact assessment of GOI policies/programmes and projects and has initiated studies in food processing and energy sectors which have future employment potential
OBW 2012	210225.10 - 1.1. Number of member States that, with the ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks.	Not Applicable

151. While the draft NEP awaits approval of the Cabinet, some of the initiatives suggested in the NEP are being followed up by the ILO India Office. Currently, ILO is in the process of preparing guidelines on employment impact assessment, which was identified as a component of implementation and monitoring in NEP. The ILO India Office has recently undertaken sectoral study on food processing industry that has high potential of employment in future. Similar study in energy-sector is also in pipeline. 'Think-pieces' on the state of the Indian labour market based on the latest statistics is also underway. These studies are to support national level strategies for skill and employment in near future.

152. At present, there are indications that the MOLE is committed to follow up on the approval. The current Strategic Plan Document (2011-15) of the Ministry states that 'The Ministry is finalizing a National Employment Policy (NEP). An Action Plan for strengthening employment services will be prepared in consultation with concerned ministries / departments and other stakeholders. The Ministry will constitute a National Employment Promotion Council chaired

by Hon'ble Prime Minister and a National Employment Coordination Board chaired by Hon'ble Minister for Labour & Employment<sup>22</sup>.

153. ILO's strategy for garnering support and advocating for NEP's approval is, however, unclear. Close co-ordination with MOLE in terms of following up on the approval status and greater advocacy for garnering support for NEP are some of the opportunities the ILO may consider in near future. Given its mandate and expertise, the ILO can play an active and meaningful role in the forthcoming National Employment Promotion Council and National Employment Coordination Board.

## **Shortfalls in the process followed for formulation of NEP**

### **Inadequate Results Orientation while supporting the NEP formulation process**

154. While the involvement of specialists from the ILO ROAP, and the ILO HQ was helpful in bringing in the international concepts/framework that can guide employment policy, inputs on effective steps for moving towards approval of the national employment policy do not appear in any of the discussions. It seems that the NEP formulation process evolved naturally than strategically.
155. MOLE followed the requisite procedural steps at its level for supporting the drafting process such as constituting inter-ministerial group; seeking feedback from concerned ministries on draft and queries raised by PMO; and anchoring the technical consultations. However, there are no indications of MOLE allocating any budget for technical consultations and research studies relating to the NEP drafting process. It is understood that the technical inputs (through research, studies, and consultations) were entirely supported by the ILO. In this situation, as per the principles of RBM, it was imperative to have an internal strategy on process and allocation of financial and human resources by the ILO. In terms of results, it appears that although there was participation from all relevant offices including planning commission and PMO, the requisite support for approval could not come through. None of the documents provided by the CO indicate any internal (ILO India level) discussion on planning, monitoring (of process and finances), and risks (in its approval) although the then existing Results Based Management principles of the ILO warranted that such measures be followed for greater effectiveness, efficiency, measurement of results and evaluability.

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<sup>22</sup> Strategic Plan Document, Ministry of Labour and Employment (MOLE), available at <http://labour.nic.in/main/Strategic-Plan-Document%20.pdf>

### **Lack of risk assessment (with regards to approval of the Policy at the national level) prior to supporting the process**

156. The available documents do not indicate any specific discussion on the possibility of the NEP getting Cabinet's approval or on any possible resistance on the approval process from any quarters. In summary, the strategy for approval was missing in the discussions.
157. While coherence with national priorities, past and current trends and policy environment was taken into account, there is no reference in consultations regarding good practices/effective steps followed for other national policies.
158. Similarly, the layout of National Skills Development Policy (NSDP) which was a contemporary exercise where the ILO was involved, in terms of its content areas and focus on targets, role and action areas were also not referred to in the discussions.

### **Inadequate focus on implementation aspect of the policy**

159. The thematic areas identified and analysed were based on empirical research and inputs from experts. However, there appears to be inadequate focus on how the policy will guide actions. For instance, there is no evidence of specific consultation or Working Group devoted to recommend the implementation aspect of the policy. The action plan was prepared later in 2009, primarily by the ILO.

### **Gap in availability of Employment Specialist during follow up phase**

160. The position of Employment Specialist in the South Asia Sub Regional DWT was vacant for almost three years just after the drafting process was over. Considering that the NEP was in draft stage and follow up was essential, and the fact the Employment Specialist had a lead role in the process, the position should ideally have not been vacant for so long. The Action Plan was developed by external consultant with support from the ILO HQ.

### **Lack of process documentation for sharing results and lessons**

161. The NEP draft was submitted to the cabinet in mid-2009, almost three years ago. Considering that the ILO invested considerable time and resources in the process and provided critical technical inputs, detailed process documentation should have been in place. In absence of such document, evaluation of such initiative remains challenging.

## **Lessons Learned**

### **Support to NEP formulation process should be well planned with defined work-steps, work plan, risk assessment and financial commitment**

162. Internal strategy to support national government on policy formulation process should be defined with clear steps, work plans, outputs for each step, resource allocation and leveraging. The planning phase should be clear and documented. The planning should provide options for effective use of human and financial resources.

### **Agreement on roles, responsibilities, work plan and resource sharing should be developed early in the process, to establish joint ownership and accountabilities.**

163. The role, responsibilities, work steps and resource commitments between collaborating agencies should be defined prior to initiating the process of formulating national level policies. This is likely to enhance ownership and justify division of labour. In summary, collaboration should be maintained in spirit and practice.

### **Process document should ideally be a parallel exercise**

164. The learning and shortfalls of the process should be clearly delineated for facilitating cross learning within the country (for other such initiatives) and with other countries in the region who might take up such process.

### **Risk assessment and intelligence gathering for supporting approval should be part of the strategy**

165. While technical aspects are of highest importance, adequate attention should be given to possible risks/resistance in the way of approval of the policy. Intelligence gathering on such risk may be helpful in guiding the content and format of the policy document, especially in an area such as Employment where multiple ministries have stake and role.

## List of documents/studies/technical papers commissioned/contributing to the NEP formulation process<sup>23</sup>

### STUDIES/PAPERS:

- Trade liberalization, employment, labour productivity, and real wages: A study of the organized manufacturing industry in India in the 1980s and 1990s – **Deb Kusum Das** [http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new\\_delhi/documents/publication/wcms\\_123546.pdf](http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_123546.pdf)
- The Indian Labour Market: An Overview – **Arup Mitra** [http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new\\_delhi/documents/publication/wcms\\_123547.pdf](http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_123547.pdf)
- Employment Challenge and Strategies in India – **T.S. Papola** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123550/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123550/lang--en/index.htm)
- Trends and Patterns of Labour Supply and Unemployment in India – **Sandip Sarkar** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123408/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123408/lang--en/index.htm)
- Evolution of global production systems and their impact on employment in India – **Amitendu Palit** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123549/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123549/lang--en/index.htm)
- Trends in wages and earnings in India: Increasing wage differentials in a segmented labour market – **Anup K. Karan & Sakthivel Selvaraj** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123548/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123548/lang--en/index.htm)
- Labour Market Institutions in India—their Impact on Growth & Security of Employment – **Errol D'Souza** [http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new\\_delhi/documents/publication/wcms\\_123543.pdf](http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_123543.pdf)
- Through the magnifying glass: Women's work and labour force participation in Urban Delhi – **Ratna M. Sudarshan & Shrayana Bhattacharya** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123539/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123539/lang--en/index.htm)
- Employment and Poverty in Rural India – **G.K. Chadha** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123537/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123537/lang--en/index.htm)
- Growth and employment in the era of globalization: Some lessons from the Indian experience – **Amit Bhaduri** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_123554/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_123554/lang--en/index.htm)
- Managing International Labour Migration from India: Policies and Perspectives – **S.K. Sasikumar & Zakir Hussain** [http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new\\_delhi/documents/publication/wcms\\_123412.pdf](http://www.ilo.org/wcmstp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_123412.pdf)
- Women Workers in Agriculture – Expanding Responsibilities – **Aruna Kanchi** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_146115/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_146115/lang--en/index.htm)
- Employment trends for India Women – **Preet Rustagi** [http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_146129/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_146129/lang--en/index.htm)

<sup>23</sup> Provided by the Country Office on 17.02.12 during DWCP mission.

- Contribution of Women to the National Economy – **G. Raveendran**  
[http://www.ilo.org/newdelhi/whatwedo/publications/WCMS\\_146136/lang--en/index.htm](http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_146136/lang--en/index.htm)
- Mapping of the World of Women’s Work: Regional Patterns and Perspectives – **Saraswati Raju**  
[http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-new\\_delhi/documents/publication/wcms\\_149682.pdf](http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-new_delhi/documents/publication/wcms_149682.pdf)
- Employment in Agriculture – **Brajesh Jha**
- Productivity and Incomes in Agriculture – Insight into Policy Initiatives – **Jayati Ghosh**
- The Well-Being of Labour in Contemporary Indian Economy: What’s Active Labour Market Policy Got to Do With It? - **Praveen Jha**
- Employment Linkages and Quality Jobs – **Y.K. Alagh**
- Economic Growth, Employment and Poverty: A Study of Manufacturing, Construction and Tertiary Sectors in India – **Arup Mitra and N.R. Bhanumurthy**
- Policies Responsible for Excessive Use of Capital Relative to Labour in India’s Manufacturing Industries – **Amitendu Palit**
- Policy and Regulatory Environment for Growth of Quality Jobs in Micro and Small Enterprises (MSE) in India – **K.P. Kannan and Jesim Pais**
- Enhancing growth and productive employment linkages in the food processing sector – **Mahendra Dev** and **N. Chandrasekhara Rao (study carried-out at the specific request of Ministry of Finance to look at employment-intensive sectors)**
- Preparation of draft Guidelines for Employment Impact Assessment – **T. S. Papola**
- Updating and revising the paper on “Enhancing growth and productive employment linkages in the food processing sector” dated March 2008 – **N. Chandrasekhara Rao**

## Chapter 4: Promoting Decent Work by Sustaining Competitive and Responsible Enterprises in India: SCORE Project

Table 4.1: Project Brief

Project code	P&B Outcome	CPO	Donor	Name of projects	Planned budget	Actual Budget	Approval date	Planned start date	Actual Start date	Planned completion date	Actual completion date
IND/09/50M/SWI	Outcome 3.2 (210275)	CPO 102 and from 2012 it is now CPO 103	SECO	SCORE I	492,307	492,307		1/10/2009	1/1/2011 though introductory 1 <sup>st</sup> TAG meeting held in October 2010	December 2013	Ongoing
IND/10/50M/NAD			NORAD	SCORE II	257,471	257,471	22/7/2010	1/7/2010	1/1/2012	31/12/2012	

### Project Background

166. SCORE, an integral part of the ILO's Sustainable Enterprise Programme currently active in 7 countries<sup>24</sup> including India, supports small and medium sized enterprises (SMEs) to grow and create more and better jobs by improving their competitiveness through better quality, productivity and workplace practices. The SCORE programme is funded by the Swiss State Secretariat for Economic affairs (SECO) and the Norwegian Agency for Development Cooperation (NORAD).

167. This programme is guided by (a) the ILO Recommendation concerning General Conditions to stimulate Job Creation in Small and Medium-Sized Enterprises (R189) and (b) the conclusions of the ILC General Discussion on the Promotion of Sustainable Enterprises and is part of the Job Creation and Enterprise Development Department. The Department's work on the theme 'Responsible and Productive Workplace Practices' is one of the core elements of both the ILC conclusions on Sustainable Enterprise and the ILO Global Employment Agenda, which as the employment pillar of the Decent Work Agenda, provides guidance for the attainment of full and productive employment and Decent Work of All.

168. The SCORE project is the next generation programme of the earlier executed Factory Improvement Programme (FIP) which was one of the key partnership projects between the ILO and SECO. The FIP, implemented in 2006 – 07, is a highly acclaimed and successful programme as it helped participating

<sup>24</sup> The other six countries where SCORE is being implemented are Colombia, Ghana, South Africa, Indonesia, Vietnam and China.

enterprises to increase their productivity while also strengthening workplace relations. The unique aspect of FIP was the way it linked quality and productivity enhancements with decent work agenda of good labour practices and occupational safety and health<sup>25</sup>. Most of the factories reported to have invested in their workplace to improve health, safety and facilities for workers.

## **Project Duration and Donor**

169. The SCORE project got approved by SECO in early part of 2009 and the planned start date was 1<sup>st</sup> Oct 2009. The additional component of NORAD got approved in July 2010. However, the start date was delayed and the project started in Jan 2011. The enterprise and cluster level interventions were started in November 2011. 31<sup>st</sup> Dec 2013 is the planned completion date for SECO component whereas 31<sup>st</sup> Dec 2012 is the completion date for NORAD component.

170. SECO is funding USD 492,307 while NORAD is funding USD 252,471 for the entire project duration.

## **Rationale for ILO's involvement**

171. As per the project document, 'SMEs are more vulnerable to external shocks and the ones in developing countries have been finding it difficult to sustain operations due to the global financial crisis and subsequently the quality of their jobs is being compromised. Accordingly, the project aims to minimize the impact of the financial crisis by fostering responsible and thus sustainable workplace practices – economic, social and environmental – in SMEs in order to improve their productivity and competitiveness in a manner that contributes to sustainable economic development'. The broad problem that this project will address is how to foster the adoption of responsible and thus sustainable workplace practices – economic, social and environmental – in SMEs in order to improve their productivity and competitiveness in a manner that contributes to sustainable and equitable economic development<sup>26</sup>.

## **Project Objectives and Expected Outcomes**

### **Development Objective/Expected Impact**

172. SMEs are more sustainable through being cleaner, more productive and competitive and provide more sustainable and decent employment.

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<sup>25</sup> As per the final report of the FIP project and interviews. The DWCPE Team did not visit FIP site in India.

<sup>26</sup> As per the Project Document

## Immediate Objective/Project Outcome

173. To achieve this, the project is expected to deliver the following outcomes:
- i. Outcome 1: Industry associations can market and coordinate enterprise upgrading services to their local members.
  - ii. Outcome 2: Service providers can effectively deliver training and advisory services for workplace upgrading on a commercially sustainable basis.
  - iii. Outcome 3: Progressive workplace practices are shared and disseminated at the local, national and global level in collaboration with labour inspectorate services and mass media.
174. In India, the project has high expectations as the FIP was a highly successful programme. The project in India aspires to become a commercial model for future up-scaling and replication of the SCORE training modules. The overall impact expected at the participating enterprise levels include business growth as a result of improved competitiveness and better access to markets; overall improvement in the culture of worker-management collaboration leading to continuous improvement as well as reduced labour absenteeism and turnover; Improved quality in terms of reduced defects and improved on-time delivery; and improved productivity through better environmental management (reduced waste and reduced energy consumption) and better workplace management (reduced accidents at work place and sick leave).

## Evaluability Assessment

**Table 4.2: Evaluability Assessment**

	Score
Objectives/Outcomes Score	2.88
Indicators Score	2.33
Baselines Score	1.50
Milestones Score	1.00
Risk Assumptions Scores	3.33
M&E plans	2.67
<b>Composite Score</b>	<b>2.28</b>
<b>Score</b>	<b>Limited Evaluability needs substantial improvement</b>

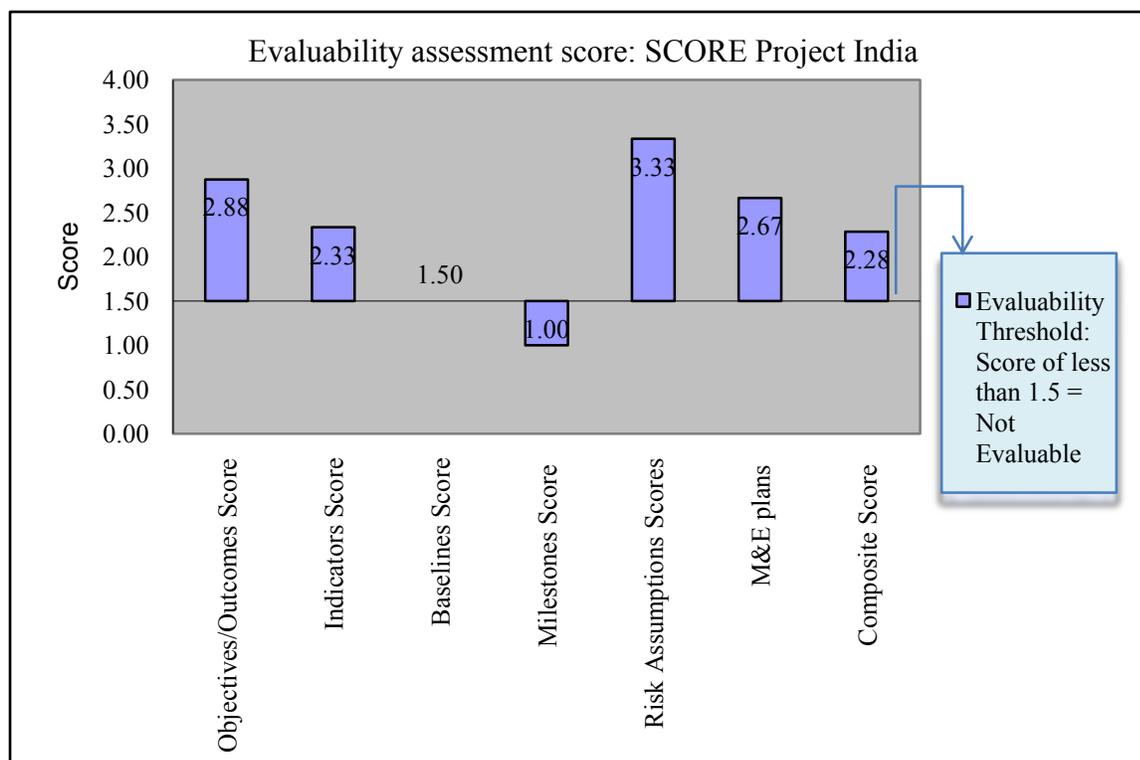


Figure 4.1

## Institutional Framework

175. The project team in India is advised by a Tripartite Advisory Group (TAG) chaired by the MOLE and with members from the Ministry of Micro-Small and Medium Enterprises (MoMSME), Employers' fora (SCOPE and AIOE) and Trade Union partners (HMS, AITUC, INTUC). SCORE India TAG is mandated to meet on half-yearly basis. The National Monitoring and Implementation Unit of the Lean Manufacturing Competitiveness Programme (LMCP) under MoMSME, Govt. Of India is the national level counterpart.

Table 4.3: Role of Stakeholders in the SCORE Project: India

Stakeholder / Institution	Role in the project
<b>Government</b> <b>MOLE</b> <b>DC (MSME)</b>	<ul style="list-style-type: none"> <li>▪ Macro: Project link to policy development on promoting decent work in SMEs in India.</li> <li>▪ Meso: Collaborate with government agencies in the delivery of training to enterprises, Labour inspectorate system – collaboration on social marketing</li> <li>▪ Participate in training on the promotion of Sustainable Enterprises and good HR practices (ITCILO)</li> <li>▪ Participate in the training: “The labour dimensions of CSR” (ITCILO)</li> </ul>
<b>SECO (New Delhi)</b>	<ul style="list-style-type: none"> <li>▪ Member of the Tripartite Advisory Committee</li> </ul>
<b>Tripartite Advisory Committee</b>	<ul style="list-style-type: none"> <li>▪ Select sector based on criteria set by the ILO and approved by the TAG.</li> <li>▪ Advise on promotion, marketing and sustainability.</li> </ul>

<b>Employers organisation (SCOPE and AIOE)</b>	<ul style="list-style-type: none"> <li>▪ Suggestion of sector associations</li> <li>▪ Identification of large enterprise buyers as sponsors</li> <li>▪ Participate in training on the promotion of Sustainable Enterprises and good HR practices (ITCILO)</li> </ul>
<b>Workers / Trade Union partners (HMS, AITUC and INTUC)</b>	<ul style="list-style-type: none"> <li>▪ Social marketing</li> <li>▪ Participate in training on the promotion of Sustainable Enterprises and good HR practices (ITCILO)</li> </ul>
<b>Local Sector Association (FSIA and AAEA)</b>	<ul style="list-style-type: none"> <li>▪ Participate in training on the promotion of Sustainable Enterprises and good HR practices (ITCILO)</li> <li>▪ Recommend local service providers</li> <li>▪ Marketing programme</li> <li>▪ Coordinate the training workshop</li> </ul>
<b>ITCILO</b>	<ul style="list-style-type: none"> <li>▪ Where demanded, jointly with the project, deliver “Sustainable Enterprise Promotion through Good Workplace Practices &amp; Human Resource Management” to decision/policy makers.</li> <li>▪ To deliver the labour dimensions of CSR</li> </ul>
<b>Service providers</b>	<ul style="list-style-type: none"> <li>▪ Deliver the training in selected enterprises</li> <li>▪ Provide follow-up consulting services to implement what has been trained.</li> </ul>

176. The project is being coordinated by National Project Manager based in the ILO DWT/CO, New Delhi whereas the technical backstopping is provided by the CTA based in Geneva and Sector Specialist (Enterprise Development) based in the ILO DWT/CO, New Delhi.

177. A global component coordinates the project and is responsible for knowledge sharing and global advocacy. There is collaboration between the ILO and UNIDO at the global level on development and capacity building interventions to improve productivity and environmental management. Collaboration with UNIDO at the national level is also planned.

## Target Beneficiaries

178. Workers and management of SMEs in the light engineering sector which has high job creation potential and significant decent work deficits are the final target beneficiaries of the project in India. Faridabad cluster is continuing from the FIP phase whereas Ahmednagar has been selected after onset of SCORE while Chennai is in pipeline.

179. The direct beneficiaries of the project can be divided in three categories:

- i. Local Industry Associations: Faridabad Small Industries Association (FSIA) in Faridabad (the champion association during FIP phase) and Ahmednagar Auto and Engineering Association (AAEA) in Ahmednagar are the implementing partners whose

capacities will be built to market the SCORE programme as well as be ambassadors for change.

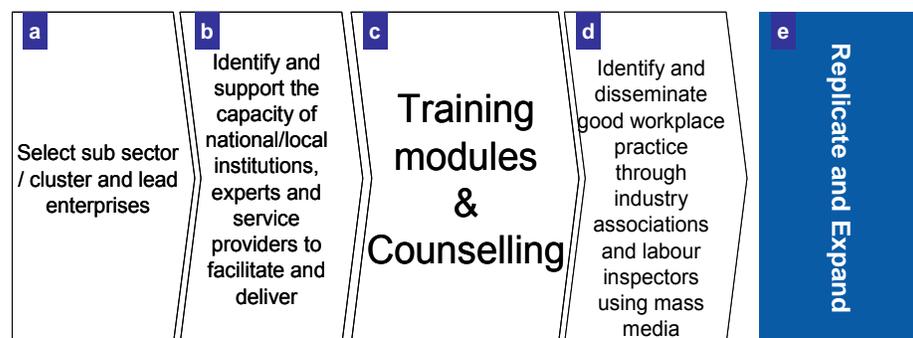
- ii. Service providers: Local level service providers will be developed as trainers under SCORE. These trainers will be selected by the ILO and will be trained and certified in delivering training and counselling services to SMEs. The successful trainees will be known as SCORE certified trainers. This is a shift from the previous FIP wherein international trainers were engaged in delivering services to SMEs.
- iii. Labour Inspectors and Mass media: The project will support labour inspectorates in getting their message and information out to the local business community through mass media and other local approaches to promote compliance with national labour law and good practices to increase productivity through better workplace practices.

## Implementation Strategy

180. The approach of the project is to intervene at the micro, meso, macro and meta levels. At the micro level project intends to intervene through service providers, at the meso-level by building the capacity among service providers and associations, at the macro level by demonstrating the replication on a national scale to other sectors and locations and on the meta level, finally, through mass media to influence the behaviour of enterprise level practices.

181. The implementation strategy is based on the experiences and lessons of the FIP especially with regard to serving the needs of SME owners, managers and their workers.

Figure 4.2: Step-by-step SCORE implementation strategy



182. In India, the project started with the grounds already prepared during the FIP phase as it went ahead with the same sector and implementing partner, i.e. FSIA in auto engineering sector. It further selected AAEA in Ahmednagar.
183. The implementing strategy includes delivering SCORE training globally by certified SCORE trainers. Accordingly, the project will be creating a national pool of certified SCORE trainers by conducting ToTs.
184. The SCORE programme combines modular in-class training (for workers and managers) with on-site counselling and on-the-job learning. It also works closely with employer organizations and trade unions to promote better working conditions through workplace cooperation (Please refer to Table 4 for details of the training modules). Each module is covered by a two-day workshop facilitated by the certified SCORE trainer. In FIP, there were seven modules which, based on the feedback from SMEs and lessons learnt at the global level, were condensed to five in SCORE.

**Table 4.4: SCORE Training Modules**

Module 1	Module 2	Module 3	Module 4	Module 5
Workplace Cooperation	Quality Management	Productivity through Cleaner Production	Workforce Management for Cooperation and Business Success	Safety and Healthy at Work -A Platform for Productivity
<ul style="list-style-type: none"> <li>▪ Setting goals and analyzing the business</li> <li>▪ Achieving results through people • Tools for improving workplace cooperation</li> <li>▪ Measuring progress</li> </ul>	<ul style="list-style-type: none"> <li>▪ Customer-oriented quality management</li> <li>▪ Reducing defects</li> <li>▪ Managing continuous improvement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reducing costs through cleaner production (CP)</li> <li>▪ Cleaner production techniques</li> <li>▪ Standard Operating Procedures for CP</li> </ul>	<ul style="list-style-type: none"> <li>▪ Defining and implementing an efficient HR strategy</li> <li>▪ External factors affecting HRM including International Labour Standards</li> <li>▪ The HR life cycle</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identifying risks to health and safety</li> <li>▪ Building health and safety systems</li> <li>▪ Establishing a joint workplace health and safety committee</li> <li>▪ Setting standards and implementing policy</li> </ul>

185. SCORE training introduces various tools (best practices of best companies) to managers and employees that improve workplace cooperation and help SMEs move to higher levels of quality and productivity.
186. The Key SCORE tools include:

- i. Employee Suggestion Schemes (ESS): A system within a business that absorbs employees' ideas for improving the operations.
  - ii. Implementing 5S: Sort - Set in order - Sweep - Standardize - Self Discipline
  - iii. Visual measurement: Information collection at various stages; before & after pictures
  - iv. Productivity through Cleaner Production and Creating Green Jobs: Improving energy efficiency, shifting to clean sources such as renewable energy.
187. In addition, a graduation ceremony is organised on completion of each module by the participating enterprises. Media, buyers, elected representatives and other important stakeholders of the enterprises are invited where the participating enterprises present the improvement made by them due to SCORE module. Thereafter, a participant enterprise undertakes training on the next SCORE module.
188. The project intends to target SME's with approximately 50-250 employees<sup>27</sup>. At this size, the companies start creating a middle management layer and have the necessary capacity to absorb new approaches and methodologies in their operations. They are also big enough to have the cash flow necessary to pay for services that have a direct impact on operational improvements. The project will encourage a differentiated pricing structure to accommodate smaller enterprises cash flow constraints and take advantage of larger enterprises training budgets.

## **Key Evaluation Findings**

189. The findings of the evaluation team are categorized under relevance, coherence, effectiveness, efficiency, sustainability, challenges and lessons learnt.

## **Relevance**

### **Relevance to DWCP India**

190. SCORE project is linked to DWCP Outcome 1 and Output 2, i.e. 'Comprehensive approaches developed to address concerns of youth and women workers and sustainable livelihoods developed in selected sectors and States'.
191. The relevance of the SCORE project is further corroborated with the FIP's impacts at the enterprise and cluster levels that directly advance the ILO's

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<sup>27</sup> This is the target size of the enterprises. If there is commercial demand for the services in enterprises below or above the mentioned size interval the project is encouraged to take advantage of such opportunities.

decent work agenda. The results of the programme state that the suggested improvements directly reduced working hours, while maintaining or improving productivity levels. Many of the factories before the start of the FIP had low awareness of health and safety issues and highly unsafe workplaces. Simple, low cost changes such as implementing 5S, equipping machines with safety guards, ensuring safe wiring, improving lighting and exhaust systems, upgrading bathrooms and canteens and supplying personal protective equipment had made a significant difference for workers in most of the enterprises<sup>28</sup>. The project also established that social dialogue is a successful approach to introduce productivity improvements. The results also indicate that SMEs can be motivated to take up developmental activities like HIV-AIDS prevention and promoting employment amongst differently-abled persons. As a major impact, the state labour department had pledged to make Faridabad (location of the cluster) a ‘Child Labor Free District’.

#### **Relevance to National priorities**

192. Sustainable economic development is essential for effective poverty reduction in countries such as India (also recognised by GOI in its approach paper to the XIIth 5-year plan) and SMEs contribution in this process is widely accepted. SMEs in India also have great role to play in employment generation as they employ a large number of unskilled / semi-skilled workforce. Most SMEs in India are in the supply chain of corporates / MNCs. It is believed that the global economy melt down in recent years have negatively affected SMEs in India in terms of the quality and quantity of jobs. In recent years, most SMEs have also suffered due to increasing number of buyers audit relating to workplace practices. Accordingly, the programme is particularly relevant for SMEs as they face internal problems relating to quality, productivity, pollution and waste, workplace health & safety or human resources management. However, this factor is not integrated into the SME selection strategy as most of the SMEs so far trained under SCORE in Ahmednagar remain unaffected by global economic meltdown.

#### **Relevance to UNDAF**

193. SCORE promotes the ILO’s Decent Work mandate by demonstrating the linkage of decent work with sustainability and growth of an enterprise. It falls under UNDAF outcome 1 with focus on ‘poverty and livelihood’ thematic cluster, as development objective of SCORE is to increase sustainable and decent employment opportunities in high-growth sectors in India with high job creation potential.

194. FIP, the previous generation of SCORE, showed that all the units reported a reduction in rework & rejection and improvement on time deliveries due to the quality module. Many of the factories felt that the project had led to increase in number of clients and orders. The electroplating units recorded 25 to 40% reduction in consumption of de-mineralized water and 5 to 10% reduction in raw material consumption. One of the manufacturers was able to reduce the component cost to the tune of 8 to 25%. Changes in production techniques resulted in greener cluster: less pollution, wastage and energy consumption.

## **Coherence**

### **Coherence with National programmes**

195. MoMSME, Government of India launched national programme called Lean Manufacturing Competitiveness Programme (LMCP) on 10th May 2010 as a component of National Manufacturing Competitiveness Programme (NMCP). The LMCP plans to cover 100 clusters and over 1000 SMEs in its pilot phase which will be later extended to 900 clusters across India. LMCP, a heavily subsidised government programme, is very similar to SCORE programme and is viewed as one of its competitors as the target beneficiaries for both the programmes remain the same. Both the SCORE's implementing partners, i.e. FSIA and AAEEA, are also executing LMCP in their clusters.

196. Initially, after the success of FIP, MoMSME had expressed interest to partner with the ILO to implement LMCP-SCORE in 10 clusters. The ILO looked at this as an opportunity to upscale SCORE at the national level. However, this negotiation did not go further and as already stated, SCORE and LMCP, are competing with each other at the cluster level. The DWCPE Team is informed that the negotiations with the MOLE and MoMSME are still underway for the next phase of the LMCP.

197. The similarities between the two programmes (LMCP and SCORE) are on the following main areas:

- i. Concept: Quality management and productivity are part of both the programmes.
- ii. Use of international best practices: 5S
- iii. Implementation Strategy: Use of Cluster organization, National level Monitoring and Implementation Unit.
- iv. Financial assistance: Training programmes and consultant's visit being subsidized.
- v. Programme delivery mechanism: Use of consultants/trainers at the local level.

Table 4.5: LMCP - The National Programme

LMCP: A Glance	
<b>Immediate Objectives</b>	
<ul style="list-style-type: none"> <li>▪ Reducing waste;</li> <li>▪ Increasing productivity;</li> <li>▪ Introducing innovative practices for improving overall competitiveness;</li> </ul>	<ul style="list-style-type: none"> <li>▪ Inculcating good management systems; and</li> <li>▪ Imbibing a culture of continuous improvement.</li> </ul>
<b>Scheme Concept</b>	
<ul style="list-style-type: none"> <li>▪ 5S System</li> <li>▪ Visual Control</li> <li>▪ Standard Operating Procedures (SOPs)</li> <li>▪ Just in Time (JIT):</li> <li>▪ KANBAN System:</li> <li>▪ Cellular Layout</li> </ul>	<ul style="list-style-type: none"> <li>▪ Value Stream Mapping</li> <li>▪ Poka Yoke or Mistake Proofing</li> <li>▪ Single Minutes Exchange of Dies or Quick Changeover (SMED)</li> <li>▪ TPM (Total Productive Maintenance)</li> <li>▪ Kaizen Blitz or Rapid Improvement Process</li> </ul>
<b>Implementation Strategy</b>	
<ul style="list-style-type: none"> <li>▪ Mini cluster (MC)</li> <li>▪ National Monitoring and Implementing Unit (NMIU): National Productivity Council will function as NMIU. LMCs and SPVs of Mini Clusters will report regularly to NMIU. NMIU would report to the Screening and Steering Committee (SSC).</li> </ul>	<ul style="list-style-type: none"> <li>▪ SSC will provide overall direction to the Scheme and will be headed by the Development Commissioner (MSME), with representatives of the government departments concerned, industries associations, technical institutions, professional bodies and other stakeholders.</li> </ul>
<b>FINANCIAL ASSISTANCE</b>	
80% subsidy by the scheme; 20% of the consultant's fees to be paid by MC.	
<b>Training delivery Mechanism</b>	
Lean Manufacturing Consultants: NMIU would prepare a list of empanelled LMCs. Units/MCs would be free to choose the LMC from such a list.	

199. However, there are clear differences between the two programmes as well. Clearly, the focus of the SCORE is on enhancing workplace cooperation through worker-manager dialogue for joint problem solving, collective bargaining and social protection measures like occupational health and safety, whereas focus of the LMCP is on 'Lean Manufacturing'.

200. Also, the SCORE has a sustainability strategy and business model whereas the LMCP is a large scale highly subsidized government funded programme (without business strategy). SCORE plans to gradually reduce the subsidy component by encouraging SMEs to pay for the modules whereas LMCP does not have any such phasing out strategy. The SCORE has a very high focus on quality with standard modular training programmes whereas the LMCP's delivery mechanism is not clearly stated in its guidelines. The SCORE project

also plans to engage large companies (corporate) to enable their supply chain members undergo the SCORE modules.

### Coherence with programmes of other UN agencies

201. UNIDO has a partnership programme for the Indian Automotive Component Industry which is similar to SCORE. The UNIDO programme comprises of modules focusing on Employee involvement (Kaizens – Q circles, safety), 5S (Maintenance of model machine, daily management discipline, waste elimination), Quality management (Poka Yoke, process capability, standards), Inventory management (Containerization, SMED, red tag), Productivity improvement (Multi-machine manufacturing, flow manufacturing) and Sustenance (Alignment with cluster activities). The UNIDO programme is also perceived as a competitor to the SCORE project in India<sup>29</sup>.

## Effectiveness

Table 4.6: SCORE Products

Name of the Product	Intended User	Purpose/Intended Impact
1. SCORE enterprise case studies	Policy makers, media, SMEs, private sector, Donors	Documentation and dissemination of good workplace practises (too early for any visible impact to report)
2. Locally adapted version of Modules / hindi translation	SCORE trainers, SMEs	<ul style="list-style-type: none"> <li>▪ Apply the training manuals for shop-floor implementation of SCORE modules.</li> <li>▪ Training manuals are easy to use reference materials particularly designed for SMEs on productivity management concepts</li> </ul>

## Achievements

202. The partnership with AAEA established in November 2011 on clear terms of understanding in promoting and marketing of SCORE on a commercial basis is one of the key achievements of the project. There is high level of ownership of the SCORE by AAEA which is very significant as the project is in its pilot phase to determine sustainability and business strategy. The successful delivery of module 1 of SCORE has led to early success at the cluster level wherein seventy per cent of the enterprises have witnessed positive change in employees' motivation level and decision-making capability. AAEA has also started marketing of the SCORE amongst nearby industrial zones through large corporate and there are indications that the SCORE training will be pushed in the supply chains of these large companies. The ILO is also in discussion with

<sup>29</sup> Based on the interviews during DWCPE mission.

other large corporate at the national level. Involvement of MoMSME in the TAG is also a notable achievement which may help the ILO in negotiating for large scale replication through LMCP.

### Shortfalls

203. The project could not build upon the partnership set up during FIP phase with FSIA in Faridabad. There is low level of ownership by the FSIA as they are still in the process of developing a business plan to market SCORE on cost sharing basis in a phased manner with reduced support from ILO. FSIA, which has LMCP and other subsidized programmes as options, is not able to make the transition from subsidy model to cost sharing model.
204. As earlier explained the planned partnership with LMCP could not happen, the factors of which is an area of review by the ILO DWT/CO New Delhi. This may give lessons regarding challenges in upscaling initiatives in partnership with government agencies despite successful demonstration.

### Efficiency

Table 4.7: Planned Outcomes and Outputs in India

Planned Outcome	Planned Output	Results so far
<b>Outcome 1:</b> Industry associations can market and coordinate enterprise upgrading services to their local members.	<b>Output 1:</b> Sub-sectors and clusters selected with high decent job creation potential	<ul style="list-style-type: none"> <li>Light engineering sector selected and approved by TAG</li> <li>Ahmednagar and Faridabad clusters are currently the two demo cluster.</li> </ul>
	<b>Output 2:</b> Local industry association or other coordinating institutions trained in marketing and coordinating SCORE and organise collective cluster action	<ul style="list-style-type: none"> <li>AAEA developed pricing strategy and marketing plan.</li> </ul>
<b>Outcome 2:</b> Service providers can effectively deliver training and advisory services for workplace upgrading on a commercially sustainable basis.	<b>Output 3:</b> A locally adapted edition of the SCORE training modules	<ul style="list-style-type: none"> <li>Hindi and Marathi translation of Module 1 completed.</li> </ul>
	<b>Output 4:</b> An M& E system for SCORE	<ul style="list-style-type: none"> <li>Functional since December 2011 (this is a globally developed system). India project data is being entered periodically.</li> </ul>
	<b>Output 5:</b> Government and private labour training institutions (DG FASLI as lead agency) or local service providers capacitated to deliver workplace competitiveness upgrading services	<ul style="list-style-type: none"> <li>Government institutions and TU partners participated in 1<sup>st</sup> and 2<sup>nd</sup>ToT workshop on Module 1.</li> <li>10 trained consultants have been engaged as lead trainer in the two locations.</li> <li>SCORE trainer certification guideline introduced.</li> <li>8 enterprises in Faridabad and 13 enterprises in Ahmednagar completed module 1.</li> </ul>
<b>Outcome 3:</b> Labour inspectorate services work with mass media to disseminate progressive	<b>Output 6:</b> Policy makers capacitated to better see the links between competitiveness and sustainable enterprises	<ul style="list-style-type: none"> <li>Preliminary discussions started.</li> </ul>
	<b>Output 7:</b> A social marketing campaign developed and launched to stimulate	<ul style="list-style-type: none"> <li>Under planning phase.</li> </ul>

workplace practices.	demand for workplace improvements and change attitudes towards workplace cooperation.	
	<b>Output 8:</b> Capacity of labour inspectors and journalists to understand and promote the advantages of good workplace practises.	<ul style="list-style-type: none"> <li>▪ Under planning phase.</li> </ul>
	<b>Output 9:</b> Documentation and dissemination of good workplace practises.	<ul style="list-style-type: none"> <li>▪ Ongoing for Module 1</li> </ul>

### Achievements

205. Despite a delayed start, the project has been able to make significant progress in last five months, especially in Ahmednagar. Since the project is looking at the commercial viability of the SCORE training programme, the terms and conditions of partnerships has been accordingly designed. This has helped in ensuring cost efficiency for project management. The project is only sponsoring the trainers' fees which it plans to reduce in a phased manner. The onus of commercial viability is being passed on to the AAEA to a great extent wherein the local travel cost of the project team is also borne by the AAEA.
206. The TAG meeting has happened on quarterly basis even though it was planned to be held on half yearly basis.
207. The success of the FIP is also attributed to the ILO supported capacity building and in-depth guidance to the programme with the involvement of a CTA, Regional FIP Specialist and the ILO DWT/CO New Delhi. Since a similar project management structure is in place apart from engagement of dedicated National Project Manager, it is expected that the delivery of the project will be efficient.
208. Each of the training module currently costs around USD500 to each enterprise which is quite cost effective. However, it's marketability depends on the direct benefits in comparison to other similar programmes.
209. The programme has a web-based monitoring system at the global level wherein the results at the cluster level are fed into tracking system.

### Shortfalls

210. The project was delayed by two years as MOLE took time to understand the decent work elements and its link to SCORE. SCORE also necessitated inter-ministerial coordination between MOLE and MoMSME which further delayed the process. Even though the delay was identified as one of the potential risks because of time taken to get the approval by the national government, the contingency plan did not clearly spell out the risk mitigation measures at the national level. The risk mitigation measures were at the global

level wherein changing the project country was considered as one of the options. Regular communication with the local donor offices on project updates is also one of the shortfalls.

## ***Sustainability***

211. It is quite evident that SCORE has retained the most effective elements of FIP and is making a conscious effort to integrate the element of sustainability since inception. The project has a market development approach to deliver business development services to SMEs.
212. The strategy comprises of building the national/local capacity of service providers to deliver the training and counselling services. These organizations will include industry associations and public services such as labour inspection services. The modular SCORE training is being made more market oriented so that enterprises can buy training in required areas and would be more willing to pay for it. The project is currently in its pilot phase and is focusing on demonstrating positive results of SCORE training programme in order to create critical mass for its buy-in and branding amongst SMEs. The project plans to test and try different models of commercial viability of the SCORE programme wherein the modules will be marketed via large companies (corporate) in their supply chain. AAEA has already made some progress in this direction wherein one of the corporate has agreed to ask the SMEs in its supply chain to undergo SCORE training.
213. Further, the project is exploring different options to make the programme sustainable (refer to Fig 4.2) including feasibility of establishing a secretariat in lines of the ILO's SIYB programme wherein a local national-level institution (Govt. or private) can be developed as 'centre of excellence' which can guide the local industry associations in marketing and delivering the SCORE modules. This national level institution shall coordinate with the planned ILO SCORE Secretariat in Geneva. The project is also considering the option of large scale replication through adoption and support of SCORE in LMCP's next phase.

## ***Challenges***

214. Sustainability and commercial success remains the biggest challenge of SCORE especially when LMCP is being offered by the government to the same clientele with subsidies. SCORE's experience with FSIA (despite being an existing partner) reflects the challenge which SCORE may face in the country with other local SME associations. It is a well known that SMEs in India put high priority on enhancing productivity whereas workplace cooperation and

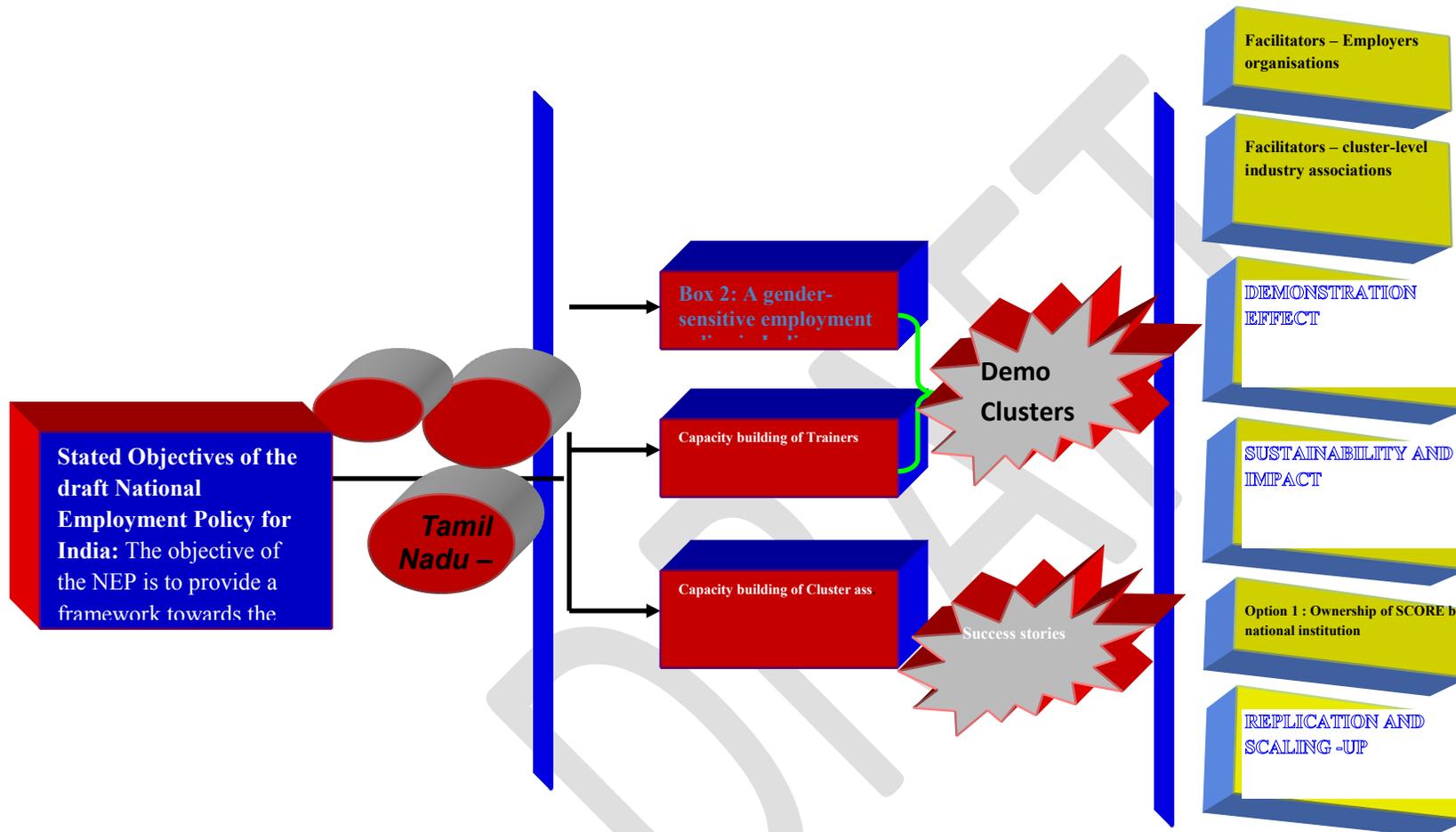
OSH are given a low priority. Hence, ensuring 100% cost recovery with a degree of profit margin for the industry associations looks highly improbable in the current Indian context. However, approaching corporates or large companies to market SCORE in their supply chain may work in the short term given the ILO's brand of being a global organisation. SCORE Certification by the ILO of the SMEs can be thought of as a long term strategy.

215. Ensuring quality, which is one of the key competitive drivers of SCORE, in commercial up-scaling is also a challenge as availability of qualified human resource to be certified as SCORE trainers is rather limited, especially at the cluster level. As the certified trainers will be independent consultants, their motivation to join or remain with the programme based on financial logic (returns) still has to be assessed. Monitoring of certified trainers on a large scale would require additional systems and resources which sustainability strategy is silent about.
216. The ILO's branding as an organisation for worker's rights or representing workers organizations was also cited as a challenge in approaching private sector/ SMEs to enrol for SCORE. This may become more significant during the upscaling phase.
217. Finally, the current two years time frame of the project is also a challenge to attain the stated objectives and to set up required institutional structure for the commercial viability of the programme. The global team is in talks with the donors for future funding.

## **Lessons learned**

218. As the SCORE project is in its early phase of execution, the only lessons learnt are with reference to partnership with implementing institutions. It is evident that the partnerships in the new phase of any programme needs to be freshly negotiated with relevant terms and conditions as it helps in better ownership and project implementation.

Fig 4.3: Sustainability Strategy of SCORE India



## Chapter 5: Prevention of HIV/AIDS in the World of Work: A Tripartite Response

### Project background

Table 5.1: Project Brief

Project Code	P&B Bien nium	P&B Outcome	CPO	Donor	Name of projects	Planned budget	Actual Budget	Planned start date	Actual Start date	Planned completion date	Actual completion date
M27005325011  (Additional funding)	2008-09	<u>Intermediate outcome 3d</u> : Workplace policies respond to needs for HIV prevention, AIDS treatment, care and support	IND126	UN AIDS	HIV/AIDS Prevention in the World of Work: A Tripartite Response	150000	150000	22/6/05	22/6/05	31/12/07	1/1/08
M27005325002  (Additional funding)	2008-09	<u>Intermediate outcome 3d</u>		UN AIDS	Preparatory assistance for development of a programme on migration and HIV programme	42188	42188	7/708	7/7/08	31/7/09	31/7/09
M27005325818	2008-09	<u>Intermediate outcome 3d</u>		US DOL/PEPFA R	Prevention of HIV/AIDS in the World of Work: A Tripartite	800,000	800,000	1/6/2005	1/6/2005	31/12/09	31/12/09
M27005325820	4			US DOL/PEPFA R	Prevention of HIV/AIDS in the World of Work: A Tripartite Response	294667	294667	1/1/11	1/1/11	31/12/11	ongoing
M27005325012	4			UN AIDS	Addressing HIV and AIDS	122456	122456	1/4/11	1/7/11	31/3/12	ongoing

Project Code	P&B Bien nium	P&B Outcome	CPO	Donor	Name of projects	Planned budget	Actual Budget	Planned start date	Actual Start date	Planned completion date	Actual completion date
M27005 325003  (Additional funding)	4			UN AI DS	Expanding HIV/AIDS interventions amongst the migrant workers in the Construction Sector in India	91616	91616	1/11/09	1/11/09	30/06/11	30/11/11

219. Approximately 90 per cent HIV infections in India are reported from the most productive 15-49 age group. This highlights the need for strengthening efforts to protect about 400 million workers in India from the HIV infection. Strengthening HIV/AIDS policy and programmes in the world of work is one of the key prevention strategies of the National AIDS Control Programme (NACP). The ILO is the lead UN agency for HIV/AIDS in the world of work and private sector mobilization. In collaboration with the (MOLE), National AIDS Control Organization (NACO), Employers' and Workers' Organizations (trade unions), UNAIDS, and People Living with HIV (PLHIV), the ILO developed a three-phased project, "Prevention of HIV/AIDS in the World of Work: A Tripartite Response" that aims at putting in place a sustainable national programme on HIV/AIDS in the world of work in India.

### **About the Project "Prevention of HIV//AIDS in the world of work: A Tripartite Response"**

220. The project intends to establish a sustainable national action plan on HIV/AIDS prevention, care and support in the world of work. The programme started in India in June 2001 with support from the U.S. Department of Labor (USDOL).

221. Phase-I was successfully implemented from June 2001- December 2002. Based on an independent evaluation, the USDOL supported the second phase of the Programme, which began in 2003. The phase-II started getting additional support from United States President's Emergency Plan for AIDS Relief (PEPFAR) since 2006 to top up the support from USDOL. Since 2006-7 top up funds were provided by the PEPFAR (U.S President's Emergency Plan for AIDS Relief), and subsequently funded solely under PEPFAR though still through USDOL, on an yearly basis. In addition, the ILO programme received some support from UNAIDS.

222. The development objective of the ILO programme is to contribute to the prevention of HIV/AIDS in the world of work, enhancement of

workplace protection and the reduction of adverse consequences of HIV/AIDS on social, labour and economic development.

223. The project's key strategic priorities are as follows:

- i. Strengthen the national HIV/AIDS policy and legal framework in the World of Work.
- ii. Strengthen capacity of the MOLE, employers' and workers' organizations to implement workplace policy and programmes, with a particular focus on informal sector workers.
- iii. Strengthen capacity of NACO/SACS to upscale Work Place Intervention (WPI) and Public Private Partnerships (PPP).
- iv. Offer technical support to large public and private sector companies to develop sustainable workplace policy and programmes.
- v. Offer support in expanding models of Public Private Partnerships in national HIV/AIDS effort.
- vi. Generate knowledge on vulnerability/impact of HIV/AIDS in specific economic sectors.
- vii. Contribute towards upscaling of interventions to cover most at risk workers in selected sectors.
- viii. Strengthen capacity of People Living with HIV (PLHIV) for workplace advocacy and contribute towards social security/livelihood support for them
- ix. Serving as a knowledge hub for HIV/AIDS policy and programmes in the world of work
- x. Mobilize resources for HIV and AIDS programme in the world of work.

224. This ILO programme has resulted in strengthening the national policy framework for HIV/AIDS in the world of work and strengthening the capacity of MOLE Employers' and Workers' Organizations, public and private sector companies. The programme also developed advocacy, communication and training materials, and collaborated with NACO, State AIDS Control Societies (SACS) and PLHIV.

225. Enhancing technical capacity of all stakeholders through development of a series of training/information documents on promotion, extension, management and monitoring of health, micro-insurance, maternity protection and pension; training programmes to enhance capacities of

constituents to address issues of social protection including HIV/AIDS; capacity building of tripartite constituents and PLHIV to mainstream issues of HIV/AIDS in the world of work; organizing training and promoting their active participation in all initiatives on social protection.

226. The Evaluation Team visited Gurgaon and Panvel and met the following two partners:

1. PepsiCo – India Head Office based in Gurgaon
2. Nirman Mazdoor Sanghatna (NMS), project office based at Panvel, Maharashtra

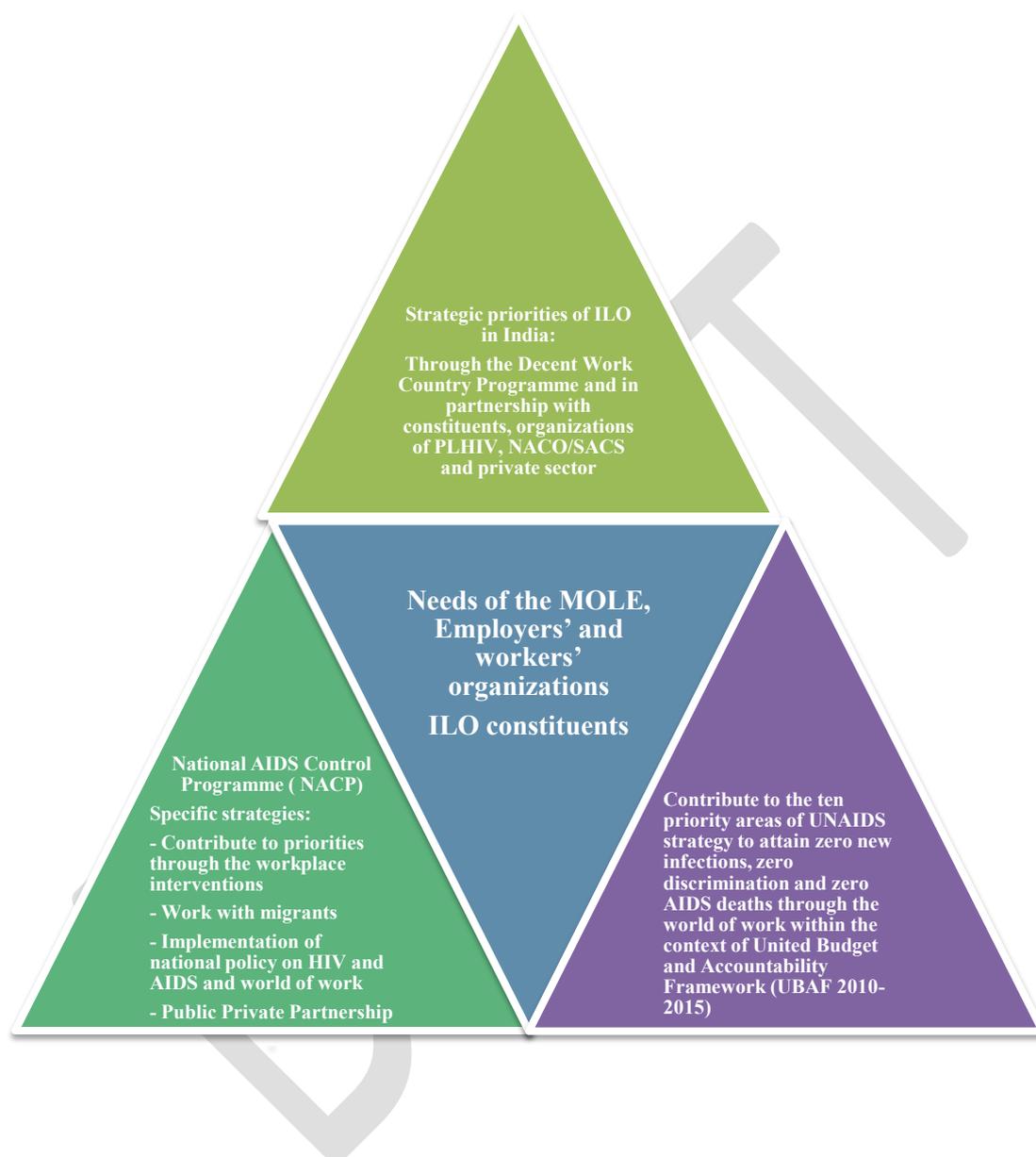
**Table 5.2: Evaluation mission site visits**

Strategic Priority	Details of the activities undertaken
<p><b>Offer technical support to large public and private sector companies to develop sustainable work place policies and programs</b></p>	<p>To offer technical support to large private sector companies for developing sustainable workplace policy and programme, the ILO is collaborating with 14 large corporate groups for developing a sustainable HIV/AIDS programme reaching out to employees, their families, contractual workers, including the supply chain. 11 corporate groups have developed policy on HIV/AIDS. Through these 14 groups, 180,000 workers are being covered in a total of 224 units/plants, across the country. <i>Corporate Group Approach annexed for additional reading on page no.9-11</i></p> <p>PepsiCo is one of the corporate groups implementing the HIV/AIDS workplace policy and programme with <u>technical support</u> of the project since 2005. It has 30 units across India and has workforce of over 5000. The ILO has directly trained 206 master trainers/peer educators on HIV and AIDS and these Master Trainers/Peer Educators have been carrying out awareness programmes on HIV/AIDS for its employees, contractual workers, families and its partners too. PepsiCo has been an active partner of the project, its management is committed to the cause and the Human Resource Department of the company is totally engaged which ensures effective implementation of the HIV/AIDS workplace policy and programme</p>
<p><b>Generate knowledge on vulnerability/impact of HIV/AIDS in specific economic sectors.</b></p> <p><b>Contribute towards up scaling of interventions to cover most at risk workers in selected sectors.</b></p>	<p>The ILO Project has been building the capacity of workers organizations on HIV/AIDS policy and programme. As a follow up of the enhanced capacity of the unions, to implement HIV/AIDS programme, the ILO project supported unions for taking up HIV/AIDS projects among informal economy workers to cover most at risk workers. Additional funds were secured from UNAIDS, “Expanding HIV/AIDS interventions amongst migrant workers in the Construction Sector in India” to reach out to the construction sector workers owing to the vulnerability of this sector, attracting large number of migrant workers.</p> <p>Nirman Mazdoor Sanghatna (NMS) with <u>technical and financial support</u> from the project, implemented a project in Panvel Taluka of Maharashtra among the construction sector workers. This project of NMS reached out to 15621 construction workers through STI/HIV and AIDS prevention and care education and services till 30 November 2011. Construction workers are vulnerable and are still not adequately covered by HIV and AIDS workplace programmes, it remains particularly difficult to reach out to mobile and migrant workers (a key component of the NACP-III).</p>

227. Keeping in view the objectives of the India’s NACP III/IV, needs of the ILO constituents, priorities of the ILO’s Decent Work Country Programme, the United Nation’s Development Assistance Framework

(UNDAF) and the PEPFAR strategy in India, a detailed Strategic Framework for action has been prepared for 2011-2015 (refer Figure 5.2).

Figure 5.2: Strategic Framework for the ILO’s Action on HIV/AIDS in India (2011-2015)<sup>30</sup>:



## Implementation Strategy

228. The ILO developed a **three pronged strategy** towards strengthening the corporate response to HIV/AIDS in India:

<sup>30</sup> The framework is based upon the objectives of the draft strategic framework of the ILO/AIDS for 2010-2015, takes into the needs and expected role of the ILO under the NACP-III/IV, UNDAF/UBRAF, DWCP-India, needs of the constituents, and donors' criteria

#### **A. Advocacy through Employers' Organizations:**

229. The ILO collaborated with the employers' organizations/ chambers at the national and state level to help them undertake advocacy efforts for mobilizing their member companies. An 'Indian Employers' Statement of Commitment on HIV/ AIDS', signed by the All India Organization of Employers (AIOE), Standing Conference of Public Enterprises (SCOPE), Associated Chamber of Commerce and Industry (ASSOCHAM), Confederation of Indian Industry (CII), Federation of Indian Chambers of Commerce and Industry (FICCI) and Laghu Udyog Bharti (LUB), was developed and launched with support from the ILO DWT/CO New Delhi. The employers' organizations were given further assistance in terms of training of their nodal persons on HIV/AIDS, provision of communication and training materials and organization of advocacy and training programmes.

#### **B. Technical Assistance to enterprises in the states in partnership with State AIDS Control Society (SACS) and other state level partners:**

230. The ILO collaborated with the selected states, to undertake advocacy and offered its technical assistance to enterprises. The key to this approach was to facilitate partnership of enterprises with the respective State AIDS Control Society (SACS) and strengthen the capacity of SACS to offer technical assistance to enterprises, in public and private sectors. The ILO also offered technical assistance to the partners of the US Government for workplace programmes—Population Services International (PSI) in the states of Karnataka and coastal areas of Andhra Pradesh and the AVERT Project in Maharashtra.

#### **C. Collaboration with corporate groups/ large companies in the public and private sector:**

231. The ILO provided technical support to corporate groups in India for development and implementation of workplace HIV/AIDS policy and programme for the entire group, benefiting their employees/families, including contractual workers and workers in the supply chain. The ILO in collaboration with the MOLE and SCOPE mobilized Public Sector Enterprises for developing HIV/AIDS workplace policy and programme, as about 20 million employees are working in the Public Sector in India.

232. Twelve large corporate groups in India, with technical support from the International Labour Organization (ILO), started to implement this approach in 2005-2006 at 167 workplaces involving 123,000 workers. The Behaviour Change Communication (BCC) approach begins with advocacy and leads on to the development of a workplace policy and the introduction of structural changes to create an enabling environment for HIV prevention care and support programme at the workplace. This approach resulted in improved knowledge, attitude and behaviour towards HIV at all levels in the organizations involved.

233. The twelve corporates that have partnered with the ILO are:
- |                             |  |
|-----------------------------|--|
| 1) Ambuja Cements Ltd       | 7) Hindustan Unilever Limited          |
| 2) PepsiCo                  | (Northern Region)                      |
| 3) SRF Group                | 8) Transport Corporation of India Ltd. |
| 4) Ballarpur Industries Ltd | 9) Jubilant Organosys Ltd              |
| 5) Apollo Tyres Ltd         | 10) SAB Miller India                   |
| 6) Crompton Greaves Ltd     | 11) J.K Tyre & Industries              |
|                             | 12) Sona Koyo Steering Ltd             |

## Results Framework

234. The project used a Project Monitoring Plan (PMP) associated with a data tracking table to measure progress on indicators. The project baseline study was carried out during the first phase. The project staff found that some of the indicators which were introduced in the second phase needed for cross country comparison, were not well based in India project actions. At the same time, some of the existing project actions were not reflected among the indicators, so the importance of such actions was under represented in the data tracking.
235. The project implemented a monitoring and technical assistance system to provide support and assistance with adapting approaches as companies gained experience with their target groups. The project staff reported that the monitoring systems are being implemented but that a great deal of follow up and technical support is needed to ensure that the monitoring system is effective. Qualitative monitoring would help in the monitoring of actual behaviour change, a factor that is under highlighted in the PMP. The PMP does not include tracking of the informal economy, although they were of significant importance in India.

## Evaluability assessment

Table 5.3: Evaluability Assessment

	Raw score
Objectives/Outcomes Score	3.50
Indicators Score	2.42
Baselines Score	4.00
Milestones Score	1.00
Risk Assumptions Scores	1.00
M&E plans	2.00
<b>Composite Score</b>	<b>2.32</b>
<b>Score</b>	<b>Limited Evaluability needs substantial improvement</b>

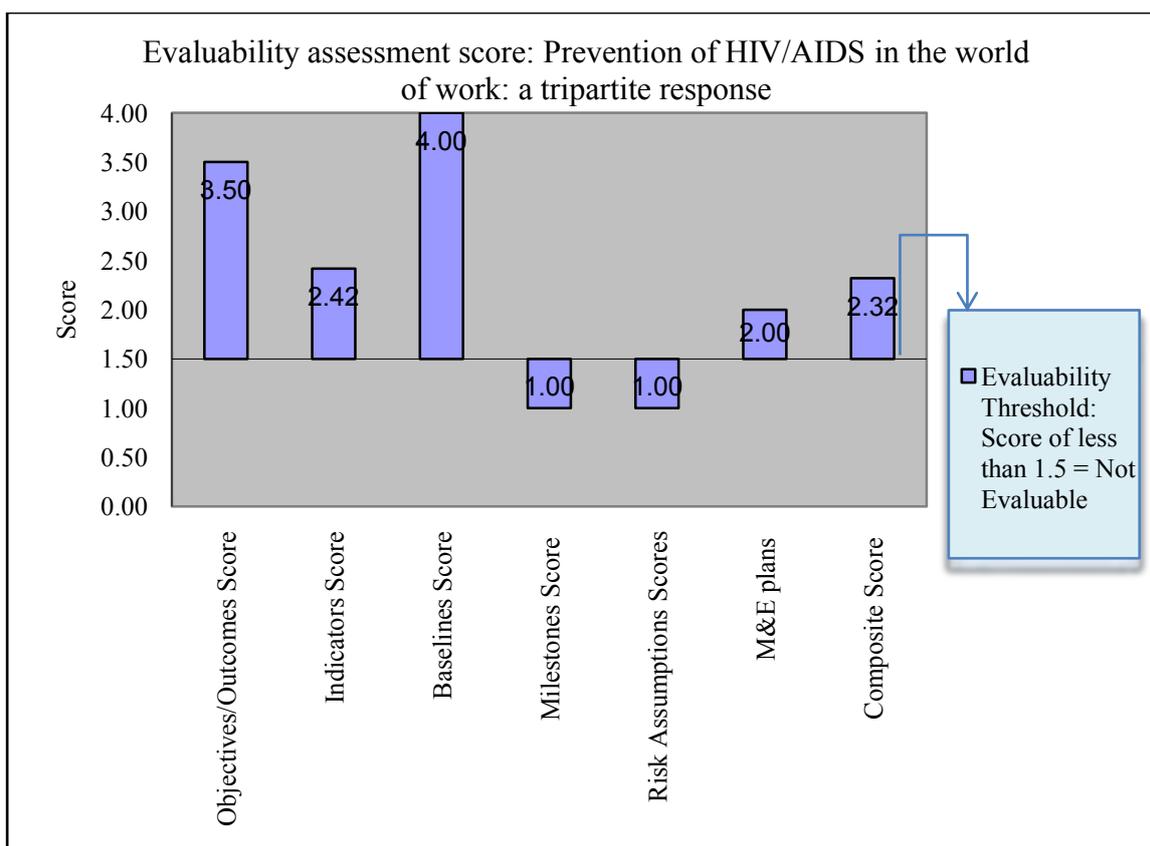


Figure 5.3

## Main findings

236. The findings of the evaluation team are categorized under relevance, coherence, effectiveness, efficiency, sustainability and lessons learnt.

## Relevance

### To ILO P&B

237. Starting with the 2010-11 biennium, HIV/AIDS activities are grouped as outputs contributing to P&B Outcome Four “*Social Security: More people have access to better managed and more gender equitable social security benefits*”.

### To DWCP India

238. Prevention of HIV/AIDS project contributes directly towards issues identified under the DWCP Priority Two “*Social protection progressively extended particularly in the context of informalisation*”. The project is further aligned with Outcome 3 and Output 1 which state “*Social protection policies/programmes formulated and progressively extended*” and “*Constituents have better access to knowledge/tools and mechanisms to address expansion of social security, occupational safety and health, working conditions and formulation of HIV/AIDS workplace policies at national and enterprise levels*”, respectively.

## To National and State Constituents

239. Lesser work opportunities at home force people to migrate to more industrialized states. Migrants work hard, face hardships and struggle for their survival. The process also puts them at the risk of several health hazards, including the HIV infection. NMS, a construction sector trade union, is supported by the ILO in implementing an HIV/AIDS intervention amongst migrant construction workers in Panvel, Maharashtra. The project, first of its kind involving a trade union, attempted to demonstrate value addition of a union-led intervention.
240. NMS attempts to organize construction workers and improve their conditions of employment, social security and enhance access to health care. This intervention is reaching out to 10,000 construction workers and their families in six nakas (market place), three bastis (workers communities) and six construction sites. Prevention strategies include BCC, condom promotion and management of sexually transmitted infections along with improving access to care and support services through referral network in collaboration with the Maharashtra SACS. NMS has formed workers' committees. Together with these committees and through peer education sessions, construction workers receive comprehensive training on HIV prevention, treatment, care and support. NMS has registered workers in the government social security schemes and increased their access to HIV services.
241. Employers are sensitized and mobilized to ensure a healthy work environment and allow peer-education activities on-site. The NMS committees help workers to reduce exploitation by contractors, getting compensation in case of accidents, and ensuring timely payment of wages. Naka Committees offer useful employment services to workers, register workers, issue them identity cards and enrol them under the Labour department's Janshree Bima insurance scheme.

## Coherence

### With India's National Institutions

242. India's NACP aims to develop a multi-sectoral response to HIV/AIDS. Mainstreaming HIV/AIDS in key ministries is seen as a key strategy. The Central Board for Workers Education (CBWE), an institution of the MOLE, GOI, reaches out to 300,000 workers annually through its workers' education programmes. CBWE, with support from the ILO, has mainstreamed HIV in its programmes that reach workers in the formal as well as informal economy in India.

### Coherence with UNDAF

243. The ILO is involved in many of the UNDAF outputs in India. UNDAF Country Framework for 2008-12 has a specific outcome to address reduction

in HIV/AIDS prevalence rate amongst vulnerable groups which identified outputs towards building capacities of partners/stakeholders. Related to HIV/AIDS they are working with other UN agencies to achieve Output 1.5.5: “Vulnerable groups practice key safe behaviours related to HIV/AIDS prevention”<sup>31</sup>. The ILO is the lead UN agency for HIV/AIDS in the world of work and private sector mobilization.

#### Box 5.1 UNDAF Goal relevant to HIV/AIDS

##### UNDAF

Goal: To promote social, economic and political inclusion for the most disadvantaged, especially women and girls

Output 1.5: Reduction in HIV/AIDS prevalence rate amongst vulnerable groups and improved quality of life for PLHIV

1.5.2: Capacities enhanced: key ministries contributing to NACP-

1.5.3: States and districts deliver scaled up prevention, care and treatment, particular reference to vulnerable groups

1.5.5: Vulnerable groups practice key safe behaviours for HIV prevention

1.5.7: Strategic information available at national, state and district

Contribute to the ten priority areas of UNAIDS strategy to attain zero new infections, zero discrimination and zero AIDS deaths through the world of work within the context of United Budget and Accountability Framework (UBAF 2010- 2015), UNAIDS

244. For workplace programmes, the ILO’s contribution as part of the Joint UN Technical support Plan to the National Programme has been towards mainstreaming HIV/AIDS in the MOLE, technical assistance to employers and workers organizations and NACO/SACS for effectively integrating HIV/AIDS in the NACP-III .

## ***Effectiveness***

### **Achievements**

245. The project has strengthened the National Policy framework on HIV/AIDS and the world of work. A national policy on HIV/AIDS and the World of Work has been released by the MOL. The policy has been disseminated at the national level in Delhi and in five other states (Maharashtra, Karnataka, Andhra Pradesh, Gujarat and West Bengal).

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<sup>31</sup> UNDG, 2007, India United Nations Development Assistance Framework 2008-2012, India [www.undg.org](http://www.undg.org)

246. A statement by the Indian Employers on Commitment on HIV/AIDS which was signed by seven employers' organisations/chambers. A joint statement signed by five central trade unions has been launched.
247. The Indian Network of People Living with HIV/AIDS has endorsed the ILO Code of Practice on HIV/AIDS and the World of Work as a key tool for reducing stigma and discrimination and protecting the rights of (PLHIV) at workplaces. 562 workplace policies developed through technical assistance at the sectoral and enterprise levels.
248. HIV/AIDS has been mainstreamed into the MOLE and its institutions through the ILO assistance. V.V. Giri National Labour Institute (VVGNI) that reaches out to approx 3000 participants every year has integrated HIV training in its programmes that reach labour administrators, trade unions, enterprises and NGOs.
249. All Education Officers of the Central Board for Workers Education (CBWE) were trained on HIV/AIDS and training and communication materials were developed for reaching the workers in the formal and informal economy.
250. HIV/AIDS in the workplace has been integrated within the NACP as it has endorsed the ILO Code of Practice for use in HIV/AIDS policy and programmes in the world of work in India. The ILO assisted NACO in developing guidelines for strengthening workplace HIV/AIDS programmes. The NACO guidelines were issued to all SACS in April 2006. The ILO HIV/AIDS workplace programme materials and tools were shared with NACO/SACS.
251. The ILO programme collaborated with selected SACS and supported them in engaging a dedicated staff for coordinating workplace programmes, developed some enterprises based interventions in partnership with SACS and shared its communication and training materials. Several SACS translated and reprinted the ILO posters for use in their programmes. Skill building workshop on workplace interventions and public private partnerships for Mainstreaming Consultants of SACS was developed and a national level workshop was conducted for officials from 20 states.
252. As part of the Joint UN technical support to NACO, the ILO is working in two sectors: coal and construction. In the coal sector, the ILO mobilised the Coal India Ltd in developing policy and programme in all subsidiary companies. In the construction sector, the ILO undertook a research study and supported intervention through trade unions with support from UNAIDS. The ILO works closely with NACO and MOLE in developing strategies of working with migrant workers in selected economic sectors following different models, including public private partnerships.

253. The ILO has developed the capacity of employers' and workers' organizations by developing an advocacy and training package for HIV/AIDS. HIV/AIDS nodal persons were trained. Advocacy meetings and Trainers' training programmes were organized at the national and state levels. In all, the ILO trained 3550 trainers among employers/enterprises and 1640 trainers among trade unions at Central and State levels.
254. The ILO strengthened the capacity of State AIDS Control Societies (SACS) in Goa, Delhi, Jharkhand and Mumbai by providing a Workplace Coordinator. This attempt of the ILO showcased the benefits of a dedicated person for effective integration of workplace interventions (WPI) in the programmes of SACS. The ILO programme provided technical assistance to 67 enterprises in these states between 2003 and 2006. This intervention reached 213422 workers through 2303 peer educators, trained by the ILO and SACS. The interventions are being taken forward by SACS. Lessons of this model were shared during development of the third phase of the National AIDS Control Programme (NACP-III). As a result, the position of 'Consultant in mainstreaming' has been created in SACS in NACP-III who is responsible for workplace interventions.
255. The ILO offered technical support to State AIDS Control Societies and USG Partners: Population Services International (PSI) in the Project Connect in Karnataka and coastal areas of Andhra Pradesh and Avert Society in Maharashtra for workplace interventions. The ILO tools /material were shared and assisted in building capacity of PSI and AVERT teams as well as their partners for workplace policy and programmes. This technical support up scaled workplace interventions in high prevalence states.
256. The ILO has worked with Pepsico to help them outreach the supply chain. Pepsico mobilized the management of Hindustan National Glass(HNG), a major vendor and a leader in the Container Glass Industry in India, for initiating a workplace HIV/AIDS programme. HNG has a workforce of 5000 and has a pan-India presence with six manufacturing plants. As a first pilot, the Pepsi team narrowed down to the Northern unit of HNG, located at Bahadurgarh in the state of Haryana. This unit has a workforce of 1500, mostly young men who have migrated from neighbouring states. It took a well-planned effort to convince the HNG management about the need for the programme. Pepsi team gave the example of its own programme and also suggested a Knowledge, Attitude, Practice and Behaviour survey.

### Shortfalls

257. Vulnerable workforces in informal sectors are still not adequately covered by HIV and AIDS workplace programmes, it remains particularly difficult to reach out to mobile and migrant workers (a key component of the NACP-III). Efforts in this regard need to be scaled up.

258. There is a lack of available intervention/ public private partnerships models for reaching out to informal workers.
259. The vulnerability of the young Indian workforce to HIV, particularly those in the informal sector, is a concern to the MOLE. Reaching out to the unorganized sector workers is a task of enormous magnitude which requires increased collaboration and partnership between all stakeholders. However, prevention efforts in this area are yet to become multi-sectoral.
260. The response from the world of work is far from being adequate. The focus of workplace programmes is getting recognized but a clear plan of action, supported by provision for technical support is lacking. This is an area where the ILO can make a contribution.
261. Gender issues need to be considered more in the design of baseline and impact studies and in formative assessments.

## **Efficiency**

262. There is a resource constraint but the project has managed to deliver quality and timely output. The project identified effective ways to address the problems and reach objectives within the allocated budget. The project tapped into possibilities to integrate HIV in the workplace in different situations as they identified opportunities.

263. The efficiency of the project management team (PMT) which incorporated the tripartite stakeholders played a useful role and was effective. The dedicated team led to a positive management. Actions were planned in coordination with tripartite constituents and using national strategies for inspiration.

**a) Mainstreaming HIV/AIDS in Central Board for Workers' Education (CBWE), an institution of the MOLE:**

The ILO collaborated with the CBWE, and offered its support to them in mainstreaming HIV/AIDS in their workers' education programme that reaches 300,000 workers annually. In addition to integration of HIV in regular programmes of CBWE, the ILO supported CBWE in initiating four pilot interventions in selected blocks to cover workers in the informal economy. The strategy involved engagement of Rural Volunteers (RVs), who were trained as peer educators and worked under the guidance of Education Officers of CBWE. Around 7500 informal sector workers were reached through these interventions which included 1,500 tribal workers in Sehore, Bhopal; 2,000 handicrafts & construction workers in Mehrauli, Delhi; 2,500 agriculture/ fishing community workers in Ariyankuppam, Pondicherry; and 1,500 agriculture/ forest workers in Kudu, Ranchi.

264. The tripartite framework that the project was based upon; especially in the way the tripartite members were associated to address HIV in the workplace. Given the sheer size of India, a flexible log frame ensures a realistic time span with space for changes. This duration enabled the project the chance to study different approaches and identify wide range of partners within tripartite structure.

## Impact of the ILO programme

265. In the formal economy, 12 corporate groups partnering with the ILO were taken in the assessment. In the informal economy, four block-level interventions of CBWE and three trade union interventions were included. An impact study undertaken by an independent research agency, undertook the end line survey in the middle of 2009 and compared the results with the base line done in 2005-6. Project impact on key indicators is described as the following:
266. Impact among formal economy workers/ corporate employees:
- i. Knowledge about HIV transmission improved by 20%, from the base line 68.97% to end line 88.70%. Likewise, there was an increase in awareness of HIV prevention methods of 15.46 % from a baseline of 66.86% to end line 82.32%.
  - ii. Myths and misconceptions decreased by 10.6% from a baseline of 18.2% to end line 7.6%. Significant reduction in discriminatory attitudes was noted, an overall improvement of 17.97% in favourable attitudes towards PLHIV from a baseline 72.13% to an end line 90.10%.
  - iii. The condom use with casual/commercial sex partners increased by 28% from a baseline 57% to an end line 77.8%.
267. Impact among informal economy workers:

### Block level intervention of CBWE

- i. The knowledge levels on routes of transmission improved by 47.27% (baseline 41.73% to end line 89%). The knowledge about HIV prevention methods improved by 5.9% (baseline 78.61% to end line 84.51%).
  - ii. Myths and misconceptions decreased by 26.08% (baseline 31.4% to end line 5.0%). Significant reduction in discriminatory attitudes was noted. An overall improvement of 34.24% in favourable attitudes towards PLHIV has been noted (baseline 50.12% to end line 84.25%).
  - iii. Sexual relationship with non-regular and commercial sexual partners decreased by 5.1% (baseline 9.6% to end line 4.5%) with a marginal increase in condom use (baseline 58.19 to end line 60%).
268. Unorganized Sector – Trade Unions
- i. The knowledge levels on routes of transmission improved by 24.64% (base line 63.97% to end line 92.9%).
  - ii. The knowledge about HIV prevention methods improved by 44.45% (baseline 37.56%, to end line 81.58%).

- iii. Myths and misconceptions decreased by 13.67 %.( baseline 19.87% to end line 6.2%).
- iv. Significant reduction in discriminatory attitudes was noted. An overall improvement of 38.65% in favourable attitudes towards PLHIV(base line 52.78% to end line 91.43%). Safe sex practices developed. The condom use with casual/commercial sex partners increased by 28% (baseline 57% to end line 77.8%)
- v. Safer sexual behaviours developed. Sexual relationship with non-regular and commercial sexual partners decreased significantly by 19.1% (baseline 22% to end line 2.9%) with a slight decrease in condom use (baseline 65.91 to end line 50%).

#### **b) Reaching informal economy workers through trade unions:**

Having built the capacity of the trade union partners, the ILO programme supported unions for taking up HIV/AIDS projects among informal economy workers: Hind Mazdoor Sabha (HMS) implemented an HIV/AIDS preventive education project with 3000 migrant workers from 20 villages in Jharkhand.

The Council of Indian Trade Unions (CITU) implemented a project with 4000 mine workers in Jharkhand and West Bengal.

The Indian National Trade Unions Congress (INTUC) also implemented a project with construction sector workers railway porters/cleaners/vendors/family members at/around railway stations in Hyderabad. Approx. 50,000 workers in the construction sector reached through three trade union-led interventions on HIV/AIDS in collaboration with the Indian National Trade Union Congress (INTUC) in Hyderabad, Nirman Mazdoor Panchayat Sangam (NMPS) in Delhi and the Nirman Mazdoor Sanghatna (NMS) in Panvel, Maharashtra.

Partnership with State AIDS control Societies was a key feature in all interventions of unions. Delhi State AIDS Society supported two interventions of unions among informal economy workers. This way, the ILO Programme facilitated partnership of unions with the national programme.

## ***Sustainability***

### **What is the sustainability of outcomes/achievements?**

- 269. The project planned for sustainability from project inception, but given the size and complexity of the country, expected success in the area of sustainability is not yet fully attained. The project has acquired solid experience on developing HIV in the world of work actions through a wide range of mechanisms and institutions.
- 270. The India project worked to establish sustainability at different levels. At the national level, sustainability efforts focused on supporting policy and strategy development and capacity strengthening of the tripartite constituents and civil society partners. At enterprise level, companies are already implementing sustainable programs independently.

271. The project estimates that some amount of technical support at national level to MOLE, trade unions and NACO will be required for approximately five more years for full sustainability. A strong policy environment has been created, training tools and materials have been developed. Good practices have been demonstrated and documented. Partnership of MOLE, employers and unions with NACO and SACS has been strengthened. Workplace interventions have become an integral part of the NACP. The MOLE is included in the National Council on AIDS and the Country Coordination Mechanism set up for the Global Fund on HIV/TB and Malaria.
272. The ILO has developed a Strategic framework for its action on HIV/AIDS for 2011-2015 (see Figure 1). The Strategic framework builds upon the work done so far and attempts to contribute towards the overall goal of the NACP - to halt and reverse the epidemic in India.
273. The project has adopted a multi pronged approach towards sustainability which includes: building capacity of local institutions and civil society organizations for the development of workplace policy and programme, providing technical assistance to other workplace implementers, facilitating partnership of the ILO constituents (MOLE, employers and unions) with the NACO and SACS, encouraging corporates to fund their workplace interventions and assisting social partners to mobilize resources for workplace programme interventions.

## **Challenges**

274. The financial support which has been hitherto provided by USDOL and since 2006-7 by PEPFAR is receding and there is a gap in funding from USDOL/PEPFAR during 2012. The project needs more time to consolidate efforts already underway, ensure impact monitoring, and provide technical support for up-scaling. Hence, a third phase with funding through USDOL is required.
275. Advocacy is needed for increased budget allocations to national government level programs that address HIV in the workplace to improve long term sustainability. Sectors that need more attention and should be targeted in the future include public sector workers, migrant workers, construction workers and (other) informal economy workers.
276. Creating more networks with agencies' specializing in livelihoods and skills development would be a useful initiative.

## ***Opportunities***

277. In order to undertake the above, resource mobilization for HIV/AIDS should receive focus in the organization. Now that the ILO also has a labour standard on HIV in the form of ‘recommendation 200<sup>32</sup>’.

## ***Lessons learned***

278. Most companies that have adopted a policy on HIV in the workplace have based it on the ILO Code of Practice on HIV/AIDS in the world of work. The companies interviewed for the assessment indicate that they enforce the code, although they also admit that they are aware of few if any PLHIV in their company. As a result, it is difficult to really determine the extent of enforcement at the enterprise level. Below are some of the key lessons identified by the evaluation team:

### **Need for technical assistance**

279. Need for technical assistance: In order to effectively implement the National Policy on HIV/AIDS in the world of work, it is necessary to provide technical assistance to the ministries, state government departments, public and private enterprises, the chamber of commerce, unions/sectoral associations and other civil society organizations.

### **Project planning and implementation:**

- i. Needs to be flexible to accommodate changes in the understanding of the underlying situation. New understanding and approaches to HIV and related issues will need to be accommodated.
- ii. The project found that it is more effective to gradually build up the programs rather than attempting to push everything at once.
- iii. Project monitoring, baseline and impact assessment: indicators should be limited in number and indicate key impacts and targets after analysing the baseline results.
- iv. Ensure from the first meetings that the roles and resources needed from implementers of the programs are clear. Issues such as time, number of staff and budget allocations need to be very clearly stipulated. Successful companies work using clear planning in all their activities, resources and logistics; so it is important that no surprises for resources needed to implement an action occur.

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<sup>32</sup> Recommendation concerning HIV and AIDS and the World of Work (Recommendation 200) is a new labour standards and the first human rights instrument to focus on HIV and AIDS in the world of work, and was adopted - by an overwhelming majority - by governments, employers' and workers' representatives from the ILO member States at the International Labour Conference in June 2010.

- v. Throughout all activities it is more effective to mix HIV workplace activities with other approaches on health, security and other concerns affecting the workplace. Addressing HIV as an isolated issue, especially where there is low HIV prevalence, means that gaining the attention of management and workers at all levels is more challenging. In most cases unions, companies and training institutes mix their actions on HIV with other activities.
  - vi. Importance of linkages at a national level between ministries, as well as public-private and with other ILO projects.
  - vii. Best Practice: A broad range of tested interventions and methods should be combined into a best practices book for reference by governments, tripartite constituents and other agencies.
280. Tripartite constituents: NGOs and civil society groups, particularly PLHIV, should be integrated into tripartite planning and development of programs.
281. Need for HIV country officers in ILO Office: To ensure sustainability, establish permanent country officers on HIV in the workplace based within the ILO Office.

#### Corporates:

282. The selection of an effective focal person within enterprises is essential. A competent focal point contributes to subsequent success.
283. There are different advantages and disadvantages to the selection of focal points originating within different company departments. In the case of a focal point within the human resources department, it is easier to promote and develop a company policy. In the case of medical personnel selected as focal points, the initial buy in may be slower because they are seen as coming from a type of niche area within a company. Medical personnel, however, have the advantage of often having a more comprehensive understanding of HIV and its ramifications.
284. Corporate groups should invest financially in their HIV program since it adds to their sense of ownership and interest in sustaining their program.
285. It is vital to work very closely with the corporate groups for the program to be successful. Consistent contact, monitoring, and support are essential.
- i. The development of a HIV policy can be a long and arduous process. Companies along with employer and worker groups are technically supported to develop work plans and eventually, policies. The stakeholders need to allocate time, space and budgets. The only way to ensure that the policies are supported

by a broad platform, particularly among the management and supervisors, is to develop them through a consensus building process.

- ii. Differences between the multinational companies and the national companies were identified. It is often easier for the multinational companies to promote and implement HIV programs because their headquarters offices encourage it.
- iii. In the case of national companies, success is easier if someone at a high level in the company becomes interested in and promotes the issue on a personal basis.
- iv. Pushing companies strongly to pass policies from the beginning is not effective, as they might simply adopt a policy but not enforce it. Companies need to be fully in favour of the policy before adopting it formally.
- v. It is more effective to work first on basic advocacy, then develop and deliver training, and finally introduce concrete proposals for a workplace policy. Introducing policy without first having a good foundation of convinced and knowledgeable staff is more challenging. It is particularly useful to be able to show that a worker who is HIV positive can be maintained or reintegrated into their workplace.
- vi. The economic ramifications of HIV are a key factor in raising awareness on its importance to the companies to implement a program on HIV.

286. KABP: The use of Knowledge, Attitudes, Behaviour, and Practices (KABP) studies at the beginning of a project is very useful as an advocacy tool to convince management that a program on HIV is useful and should be supported. Corporate Social Responsibility (CSR): Consideration of the advantages and disadvantages of channeling actions through corporate social responsibility (CSR) programs is important. Where an HIV program is integrated directly into the overall workplace management system, it is more sustainable over the long term. If funding for CSR is decreased or its focus is shifted to another area, any existing program on HIV will decline. In this context, the project's strategy of putting in the WPI under the corporate responsibility (not CSR) and its engagement in human resources make strong sense and will ensure sustainability in the long run. Trade Unions: Trade unions are well placed to provide comprehensive and rights-based HIV/AIDS interventions amongst migrant workers. Advantages emerging from a union-led intervention are:

- i. Unions can facilitate access of workers to public health schemes, government insurance and welfare schemes of the labour department.

- ii. Engaging people living with HIV as field staff is a very effective strategy.
- iii. Unions can facilitate workers getting compensation from contractors in case of accidents.
- iv. It takes time and consistent advocacy effort but unions can get employer's/ contractor's contribution in project's activities
- v. HIV intervention also helps unions to organise the unorganized workers.
- vi. Strong capacity building effort is needed for unions in the initial years but they can play a major role in national HIV/AIDS response.

## Good Practices

Table 5.4: Good practice samples from project

Good Practice samples	
1.	Mainstreaming HIV/AIDS in Central Board for Workers' Education (CBWE) – a MOLE institution
2.	Reaching informal economy workers through trade unions
3.	Scaling up enterprise interventions through a group approach for both public and private sector companies
4.	Encouraging Public-Private partnerships: The ILO's partnership with public and private companies has facilitated development of Public Private Partnerships (PPP) for prevention, care and support among truckers, migrants/community and supply chain workers
5.	Capacity building of People Living with HIV (PLHIV) for workplace advocacy: The ILO supported the Indian Network of People Living with HIV/AIDS (INP+) in undertaking research and advocacy at workplaces, as well as trained them and facilitates setting up networks of PLHIV in Madhya Pradesh and Jharkhand.
6.	Technical assistance at the state level: The ILO strengthened capacity of State AIDS Control Societies (SACS) in Goa, Delhi, Jharkhand and Mumbai by providing a Workplace Coordinator. The ILO also offered technical support to State AIDS Control Societies and USG Partners.

## Chapter 6: Promoting Decent Work for Domestic Workers in India

### Introduction

287. The India DWCP 2007-12, with its explicit focus on women workers and informal economy has ample scope for working on the issues of domestic workers ; majority of whom are women. Significant and progressive steps have been taken by the ILO CO/ND within the DWCP time period in this regard. The ILO's approach to address the issues of Domestic Workers touches upon a number of approaches within the Decent Work framework. This includes gender equality in the world of work; protecting the rights of the workers, especially in informal economy; increasing opportunities for skill enhancement for informal economy workers; promoting access to social security; advocating for dignity and decent work; and capacity building of tri-partite constituents.

288. Drawing from G RBSA - ROAP and Skill Development Initiative undertaken during the current DWCP, this case study presents some of the key approaches adopted by the ILO and implemented through tri-partite constituents. Specifically, it analyses the relevance, coherence, results and contribution made by the ILO and lists some of the emerging lessons.

### Context

289. Domestic work is one of the oldest occupations for women and men across the globe. Their work is important as they allow the women and men of the household to take up formal and non formal occupations outside the house. Domestic work is an important source of employment for women in the unorganised sector as it offers low/unskilled migrant and native workers a low-barrier entry into the labour market. Their care work at households is crucial for the economies outside to function<sup>33</sup>.

290. The data from India Data shows increasing demand for domestic workers, particularly in the metros, caused in part by the expansion of the Indian middle class, the increase in the number of women participating in the labour force (and therefore needing help at home), changes in social structures with more nuclear families and the low participation of Indian men in assisting with domestic chores. The burden of child care and geriatric care is also often shifted to domestic helps. These services have good demand in major cities and are often decently paid. In recent times many domestic workers are also migrating out of the country with their employers.

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<sup>33</sup> Final report of the Inter Ministerial Task Force on Domestic Workers, India

291. The statistics on domestic workers vary from 4.75 million (employment and unemployment NSS 61st round, 2004-05) to 6.4 million (census 2001). Domestic work has been increasing over the years (222% since 1999-2000). As per the current estimates, nearly two-third of the workers in this sector are women. The national estimates suggest 4.75 million workers were employed by private households; 3.05 million of these were urban women, making domestic work as the largest female occupation in urban India<sup>34</sup>. Research by Domestic Workers Movement has found that an overwhelming 77% of domestic workers are illiterate<sup>35</sup>.
292. Estimations regarding the magnitude of Domestic Workers is challenging primarily because domestic work is an invisible occupation. Domestic work is an extension of women's work at home, which itself is largely hidden and not accounted for. The data maybe underreported because of several reasons, the main being domestic work not treated as a 'real' work leading to large instances of undeclared work, and secondly domestic work can be a part time occupation, with workers taking up other seasonal occupations. Lack of clarity on definition and classification of domestic work is a major challenge in identifying the scope of legislative and policy reforms.
293. The draft National Policy on Domestic Workers 2011 of India defines Domestic Workers as:
- vii. “ [...] a person who is employed for remuneration whether in cash or kind, in any household through any agency or directly, either on a temporary or permanent, part time or full time basis to do the household work, but does not include any Member of the family of an employer”.
294. Domestic work has been an ILO focus area since 1948 when the ILO adopted a Resolution concerning the conditions of employment of domestic workers; in 1965, it adopted a Resolution calling for normative action in this area. The ILO supervisory bodies have been unequivocal in their affirmation that domestic workers are entitled to decent working conditions; they have reaffirmed this in the ILO Declaration on Fundamental Principles and Rights at Work. At its 301st Session (March 2008), the ILO Governing Body agreed to place an item on decent work for domestic workers on the agenda of the 99th Session of the International Labour Conference (2010) with a view to the setting of labour standards.

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<sup>34</sup> *ibid*

<sup>35</sup> Briefing note on SDI for Domestic Worker Cluster, Delhi/NCR provided to DWCPE tem by the Country Office

295. At the same time in India, significant progress was being made in areas of social security for informal sector workers including Domestic Workers. The Unorganized Sector Workers' Social Security Act 2008, formally recognised domestic workers as a distinct category of workers and opened the door for their coverage under legislations and consequently through policies and schemes. In 2008 the National Commission of Women proposed a Domestic Workers (Registration, Social Security and Welfare) Bill. Six states had extended minimum wage standards to domestic workers via state legislative authority. The ILO's continued partnership with Trade Unions and its focus on women workers, especially in informal economy provided grounds for effective partnership on the issues of domestic workers.

### **Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking, Protection of Domestic Workers and Gender Capacity Building**

296. The ILO Regional Office for Asia and Pacific (ROAP) in co-operation with the Gender Bureau received \$2.2 million to undertake a project on "Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers, and gender capacity building" (RBSA –Decent work, Gender equality and Safe migration referred to as G-RBSA). The project was of two years duration (2008-09).

297. The time-period of the project was opportune for India since the Unorganized Sector Social Security Bill was formulated and enacted and the Unorganized Sector Social Security Act in 2008 wherein domestic workers were identified as a distinct category of informal sector worker. Civil society movements for prevention of trafficking for domestic work purposed and for protection of rights of domestic workers were also gaining ground.

298. G-RBSA project outcomes were created to contribute to regional, sub-regional and DWCP outcomes. A set of unified overarching outcomes were planned which were linked to country-specific relevant outcomes. The common strategy was to support country level activities to achieve: Prevention of human trafficking; Protection of domestic workers; Gender capacity building. The overarching outcomes were:

- i. Improved capacities of government and social partners to manage labour migration.
- ii. Increased knowledge and capacity of constituents to influence policy that advance gender equality.

299. This was a regional project covering East, South, and South-east Asia<sup>36</sup>. The G-RBSA for South Asia was heavily concentrated on activities in India also signified by the fact that it received more than 65% (USD

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<sup>36</sup> Countries covered under this project are: Bangladesh, Cambodia, China, India, Lao PDR, Nepal, Indonesia (including Timor-Leste), Philippines, and Thailand.

259395) of the total GRBSA allocation to South Asia (USD 385000). The TC Symbol for India is IND/08/01/RBS.

300. Among the anticipated uses of the RBSA mechanism, the G-RBSA budget for India was effectively programmed to accomplish the following:
- i. Make possible quick and effective responses to urgent and emerging needs and priorities by responding in integrated and effective way to ILC process.
  - ii. Upscale ongoing programmes by building on foundations laid by earlier projects to improve skill-training modules for domestic workers.
  - iii. Strengthen the capacity of constituents to achieve the policy goals of the ILO by supporting unions to organize domestic workers.
  - iv. Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence based policy work by research to provide baselines for cooperation on improving gender equality policy; and adaptation and translation of the ILO advocacy materials.
301. The G-RBSA project outcomes were designed to contribute to regional, sub-regional and DWCP outcomes. They achieved outputs by fostering improvements in policy environment, institutional capacity, and advocacy<sup>37</sup>.

Regional Outcomes	RAS 201: Improved capacities of government and social partners to manage labour migration. RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality
Sub-Regional Outcome	SND 102: Strengthened capacities of the ILO constituents and other stakeholders through information/experience sharing on national/sub regional approaches and the ILO tools/methodologies and networking on various issues.
DWCP Outcome	IND 102: Comprehensive approaches developed to address concerns of youth and women workers and sustainable livelihoods developed in selected sectors and States
G-RBSA Outcome	Capacity built of the constituents to engage and provide leadership in national consultations on the Domestic Workers Bill
<b>OUTPUTS</b>	<b>ACTIVITIES</b>
Improved policy environment	<ul style="list-style-type: none"> <li>▪ National consultation on DWDW</li> <li>▪ Tri-partite consultation on DWDW</li> <li>▪ Recommendations for comprehensive DWDW national legislation</li> <li>▪ TA for development of a Code of Practice for employment of DWs</li> <li>▪ Promotion of Gov Task Force on Domestic Workers</li> </ul>
Strengthened institutional capacity	<ul style="list-style-type: none"> <li>▪ Skill Development Initiative for professionalizing and accrediting DW linked to Ministry 's Modular Employable Skills (MES)Scheme</li> <li>▪ TUs mobilization and organization of DW in Chennai and Bangalore</li> </ul>
Improved advocacy	Media campaign under the National DWDW Campaign: <ul style="list-style-type: none"> <li>▪ Shifting media coverage toward positive images, and understandings of DW as real work</li> </ul>

<sup>37</sup> Independent Evaluation G RBSA-ROAP, June 2010

	<ul style="list-style-type: none"> <li>▪ Media-sensitizing workshops</li> <li>▪ Media/advocacy kits/case study compilations</li> <li>▪ Use of social networking sites to promote issue awareness and DW rights Street plays to reach middle class youth– future DW employers – with DW rights messages; Rallies, public events for CSOs; Double issue of Labour File Journal (<a href="http://www.labourfile.org">www.labourfile.org</a>) on DW; Research to map following: <ul style="list-style-type: none"> <li>▪ Role of Placement Agencies</li> <li>▪ Use of Equal Remuneration Act</li> <li>▪ Sexual harassment and prevention</li> <li>▪ mechanisms in India and South Asian countries</li> </ul> </li> </ul>
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### *Key Results Achieved through the project*

#### 302. Positioning Domestic workers in legislative and policy circles.

Building upon the positive environment in India towards recognition and protection of informal sector worker, the ILO DWT/CO New Delhi utilised the G-RBSA resources to mobilise support of the tri-partite constituents. The project, with support from the DWT specialist on ‘gender’ and in co-ordination with the other project on Gender Equality in the World of Work (BASIC project), supported formation of an Inter-Ministerial Task Force on Domestic Workers. The Task force has been highly proactive in evidence building, research and providing recommendations to the MOLE. The ILO provided high level technical inputs and coordination support to maintain the momentum. Proactive leadership from MOLE was also a supportive factor. The recommendations of the Task Force on Domestic Worker culminated into draft national Policy on Domestic Workers 2011 which is currently available in public domain for feedback before its finalisation and submission to the cabinet for approval. The proceedings of the Task Force and the said policy draft reflect a marked progression in terms of defining and classifying ‘domestic work’, advocating for decent working conditions and labour rights and promoting access to skills and social security. Other significant contributions are inclusion of Domestic Workers as a distinct sector within the National Social Protection Floor and National Health Insurance Scheme - RSBY.

#### 303. Promoting access to skills: Under its partnership with MOLE on operationalizing MES-SDI in three selected clusters in India, the ILO supported development of modular curriculum for Domestic Workers. The curriculum laid out a career progression path and certification under the available national framework. Apart from developing the curriculum, the initiative also developed training manuals for Training of Trainers and identified Vocational Training Providers (VTPs) through which the skills trainings were operationalized. Nearly 500 domestic workers were trained and certified through this pilot initiative. The details of this initiative is provided in the following section of the case study (refer section on Skills Development Initiative for Domestic Workers).

Promoting Unionisation of Domestic Workers: Chennai Experience	
<ul style="list-style-type: none"> <li>▪ Initiative by INTUC started in 2009</li> <li>▪ Simplified the procedure of enrolment with Tamil Nadu Domestic Workers Welfare Board<sup>38</sup>.</li> <li>▪ Training of domestic workers about rights of domestic workers, freedom of association, collective bargaining, social security provisions and accessibility procedures.</li> <li>▪ Lobbying and advocacy for minimum wages and decent work conditions.</li> <li>▪ Organising into Self Help Groups to sustain the movement.</li> <li>▪ Plans to organise skill development and career progression courses</li> </ul>	

304. Building capacity of constituent partners to organise Domestic Workers and enhance their access to social security benefits. The ILO provided support to Trade Unions in two primary locations, Chennai (Tamil Nadu State) and Bangalore (Karnataka State) with INTUC for organising Domestic workers. This initiative was considered as one of the most significant support by the Trade Union representatives interviewed during the DWCPE mission. The ILO's partnership with TUs provided the much needed impetus to Trade Unions' efforts to expand their membership in the informal sector. TUs were also supported to train Domestic Workers to improve their skills, including work discipline and the so-called soft skills that can lead to career progression<sup>39</sup>. The initiative in Karnataka led to the formation of 'Karnataka Domestic Workers' Congress'. In all, 9000 domestic workers were registered with the Trade Unions and enrolled to social welfare provisions through this project<sup>40</sup>. It also built a strong foundation for the ILO's later partnership with TUs on gender equality and campaign to address sexual harassment at workplace which witnessed significant cohesive effort by a number of Trade Unions.

<sup>38</sup> The Tamil Nadu Domestic Workers Welfare Board was formed in 2007 and requires the domestic workers to be registered with Trade Unions in order to access social security benefits extended by the Board.

<sup>39</sup> ILO India website and Case Study of Karnataka Domestic Workers' Congress, 2012

<sup>40</sup> As per ILO India Implementation Report 2010-11

305. Greater visibility and organised advocacy for dignity and rights of Domestic Workers. To bring the issue centre stage and to raise awareness about the rights of domestic workers, a public campaign “Your work is important” was launched in India in 2009. The multifaceted media campaign launched by the project was inspired and strategically targeted. The ILO staff also benefited from learning how to work with the professional journalist community. Street play formats were developed by a well-known cultural figure and performances were held in sites where youth gather. This innovative method was considered highly effective for sensitising employers/ potential employers. Exclusive issues of Labour profile journal have been devoted to Domestic Workers.

#### **Skills Development Initiative for Domestic Workers in Delhi – NCR Cluster**

306. The skills development initiative project for domestic work/household assistants was launched in December 2007, as part of the broader joint programme between (MOLE) and the ILO called ‘The ILO/MOLE Programme on Operationalization of Skills Development Initiative in Selected Clusters in India: Firozabad (Glassware cluster), Delhi/NCR (Domestic Worker Cluster), and Moradabad (Brassware cluster). Given that Domestic Work is highly concentrated in the Metro areas, Delhi was selected as the target area for Domestic Worker Cluster.

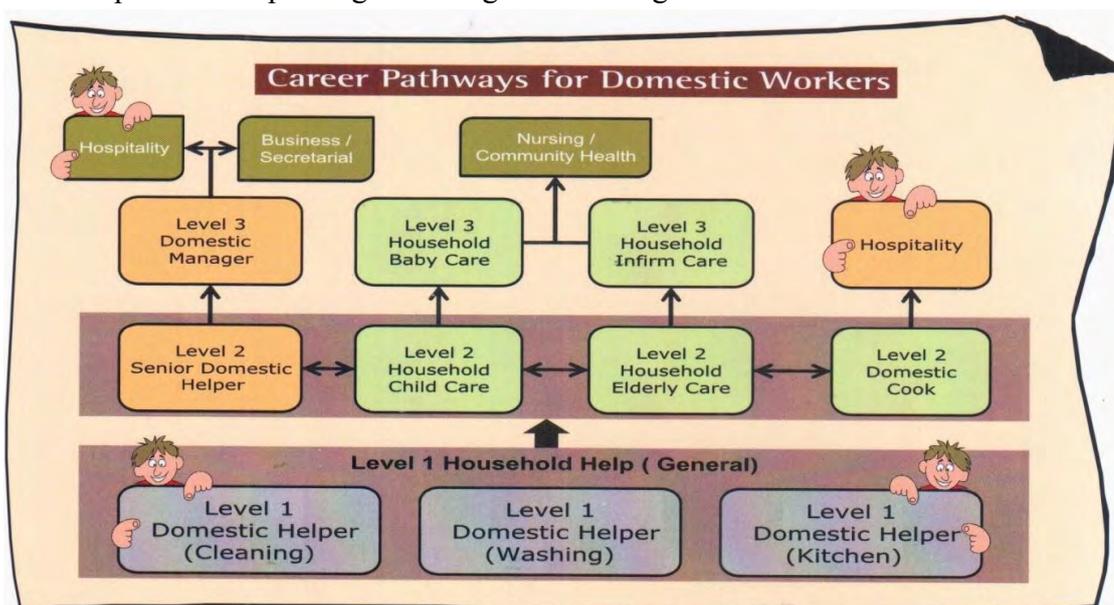
307. The ILO provided technical assistance towards the consolidation of the SDI’s implementation framework and methodologies through pilot projects in selected clusters. The project aims to enhance working and living conditions of workers and their families by using skill development as an entry point.

308. In 2008 the ILO and the MOLE in partnership with the Delhi government launched a joint program. The program was launched by Smt. Sheila Dixit, Chief Minister of Delhi 2009. The project was led and anchored by Stakeholders Implementation Committee (SIC) under the chair of secretary of government of Delhi, dept of training and technical education and higher education. This initiative aimed at:

- i. Providing skills development opportunities to domestic workers professionalise the work.
- ii. Enhancing respect and offer recognition
- iii. Improving employability and income.
- iv. Improving living and working conditions for DWs.
- v. Enhancing their dignity within the workplace and their community.

309. The project strategy included provision of skills supported by Technical Support Unit; the project combined ‘system building’ to ensure the quality and better outreach of ‘delivery’ of training and certification. The system building part of the project included; the setting up of a

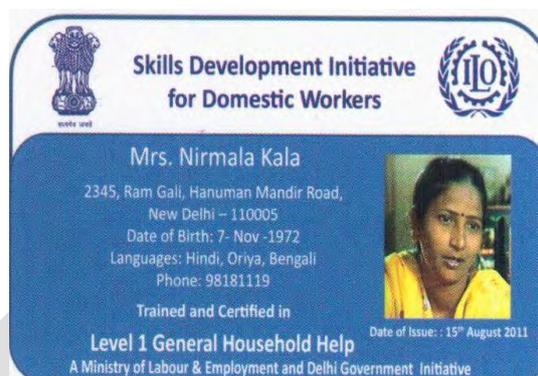
mechanism for identifying skills needs; the review and development of skills standards and curriculum; the training of trainers, consolidating an assessment and certification mechanism; and, the creation a monitoring and evaluation mechanism for such training and certification. These technical/methodological aspects of the project were supported by the Technical Support Unit (TSU) which provided technical inputs through deployment of experts (international and national) and the organization of expert meetings. Other core strategies adopted for the project included; social dialogue as a main principle of implementation; and skills as an entry point for improving the living and working conditions of domestic workers.



310. The project was based on the premise that training these workers and certifying their skills and competencies creates a win-win situation, in which the employability of workers is enhanced whilst they can prove it through their certification; and employers get trained workers with the right skills set and aptitude. This program presents a career progression route within domestic work.

311. The trainees would start with entry level courses and progress to higher level courses. On successful completion of the program, a skills card was issued to the trainees. The career pathways for domestic workers starts with Level 1 including –Domestic helper-cleaning, washing and kitchen. Next Level includes senior domestic helper, household child care, elderly care and domestic cook. Once graduated to Level 3 the module includes Domestic manager, Household baby care, infirm care and hospitality which further graduates into hospitality, business/secretarial and nursing/community health. These competency standards were notified by the DGE&T and are available online for general dissemination and use. All learning materials for level 1 and level 2 courses were developed and finalised, printed copies of which are available in English and in Hindi.

312. On completion of a module, the trainees would receive a 'skill card'. This was a two way system designed to promote overall growth of domestic workers; and promote a reliable system for the households to hire domestic workers. It provides DWs with portable record of their qualifications, certified skills possessed, and other important identity and skills-related information. The skills card were supposed to be linked with official data based that would include information regarding existing skills level of workers and skills gaps identified by the Skills Mapping Survey. The database was also supposed to contain the competency standards, curriculum, assessing bodies and training institutions for prospective candidates to have access. NSD Tech India was contracted to develop a skills card system for the domestic work cluster with iterative feedback from MOLE, the ILO, and stakeholders. System development was completed was trialled in 2011. The system has been handed over to the Central Government for live release as per their schedule. However, the said portal is not operational at present.



### *Results of the project*

313. The project was initiated with a skills mapping survey across the Delhi region. Curriculum and training materials were developed in Level 1 and Level 2 courses and Training of trainers (ToT) organised for level 1 General Household Help courses were organised by the ILO through implementing partners. The first batch of 450 learners were trained and certified by the VTP. The ILO was also successful in developing a vocational training partners (VIP) network established to expand the training base. VTP Quality Assurance Framework was developed and tested and Skills card for domestic workers were developed and issued to successful trainees.

### *Shortfalls*

#### **SDI**

314. The DWCP Evaluation Team conducted group discussions with select trained domestic workers who were of the opinion that the curriculum helped them develop life skills rather than professional skills. The VTP representative who trained domestic workers under the pilot programme also reiterated this opinion.
315. The DWCP Evaluation Team observes that the domestic work modules developed under the initiative are not part of the approved list of MES

courses available on the DGET website<sup>41</sup> and so it is not clear whether this course was finally approved for implementation under the SDI scheme and whether it has had any uptake from the VTPs.

316. While the Skills cards were issued to the trainees under the initiative, the database/web-based portal to be created by the government does not seem to be operational. Since follow up of trainees was not done, it is not clear whether and how the skills cards are useful for the trainees.
317. The module (course curriculum) does not cover issues related to rights of the worker or laws, social security benefits etc that domestic workers should be aware of.
318. Finally, given the fact that hundreds of courses are being developed under MES, the results expected through this programme at the outcome level is not clear.
319. Considering that the objective of the programme was to operationalize the initiatives, the programme seemed to have ended abruptly after development and handing over of the modules. Also, since most of the project was managed by external consultants (who have left the programme), the future strategy to attain the original objectives of the programme is not clear.

#### **G-RBSA**

320. The G-RBSA project witnessed close co-ordination and technical and financial support from the ILO to constituent partners. The momentum built through the project may break in absence of continued ILO support.
321. The DWCP Evaluation team also observes lack of coherence amongst the two initiatives, i.e. SDI in Delhi and unionisation of domestic workers in Chennai. The Trade Unions in Chennai who intend to provide career progression and skill development training to domestic workers were not aware of the modules developed by the ILO.

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<sup>41</sup><http://www.dget.nic.in/mes/annex4.pdf>



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