End-line Evaluation

UN Women's Anti Human Trafficking Program

December 2014

EY
Building a better
working world

Acknowledgements

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List of Acronyms and Abbreviations

AHT	Anti-Human Trafficking
ASHA	Accredited Social Health Activists
ASP	Assistant Superintendent of Police
AWW	Aangan Wadi Workers
CBATN	Cross Border Anti- Trafficking Network
CBO	Community Based Organization
CECODECON	Centre for Community Economics and Development Consultants Society
COA	Centre of Action
CPO	Child Protection Officer
CRS	Civil Registration System
DSLA	District Legal Service Authorities
EY	Ernst & Young
ILO	International Labour Organization
INR	Indian Rupee
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act 2006
NCW	National Commission for Women
NGO	Non- Governmental Organization
PLWHA	People Living with HIV/AIDS
PRI	Panchayati Raj Institution
SDM	Sub Divisional Magistrate
SHG	Self Help Group
SHO	Station House Officer
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

UNODC	United Nations Office on Drugs and Crime
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UN WOMEN SASRO	UN Women South Asia Sub-Regional Office
VAW	Violence against Women
WPO	Women Protection Officer

Executive Summary

Background and Program Objectives

'Human Trafficking' refers to the recruitment, transportation, transfer, harbouring or receipt of individuals for the purpose of exploitation. The South Asian region is plagued by widespread cross-border trafficking. This problem is a direct manifestation of the economic disparity between countries and at times between different parts of the same country. It is also a result of a series of 'supply side' and 'demand side' factors.

India is in the midst of this issue as a country which is a source, route of transit and a destination market for trafficked individuals. In India, human trafficking is predominantly directed toward providing cheap bonded labour to industries/businesses and on many occasions, for providing a supply to the local sex industry.[1] As per the records of the Indian Government, in 2012, approximately 76,500 women were reported missing or abducted and can be considered highly susceptible to getting trafficked for bonded labour or sex trade.

UN Women's Anti Human Trafficking (AHT) program was a first of its kind initiative which sought to address the problem of trafficking of women and girls by checking the problem at source. In this regard, the program was designed to successfully align itself to the factors that lead to women/girl's vulnerability to getting trafficked/exploited by malicious elements from within or outside the community. It identifies unsafe migration as one of the major channels/routes through which women/girls tend to get trafficked and hence tried to:

► **Put in place livelihood and income enhancement activities** which can provide women/girls with alternatives to migration under economic duress.

► **Create awareness** regarding the need for safe migration, how women and girls can safeguard themselves will migrating, human trafficking, rights and entitlements etc.

► **Setup vigilance mechanisms** through which the community can safeguard its members from getting trafficked/exploited.

► **Capacitate and educate Community Based Organizations (CBOs); especially *Panchayati Raj* Institutions (PRIs)** to play an active role in safeguarding the community. This thereby ensures that the initiatives and activities set into motion under the program are owned by the community and sustained post program completion.

Evaluation Methodology

The End-line Evaluation for the program has been carried out under a **Quasi-Experimental Design approach that is consultative and participatory in nature**. The Evaluation seeks to assess progress and achievement through **comparison with baseline estimates and further strengthen this assessment through comparisons under a 'case' and 'control' setup**. The data/information that has been used as a basis of the Evaluation have been collected through a **Mixed-Methodology Approach** where quantitative data and qualitative information have been collected from the field through relevant questionnaires, tools and templates. The information has been collected under suitable sampling frameworks and triangulated

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1 Joffres C, Mills,E, Joffres M, Khanna T, Walia H, and Grund D (2008). Sexual slavery without borders: trafficking for commercial sexual exploitation in India

to arrive at final analysis and conclusion.

In its design, the Evaluation is Gender Responsive as it integrates concepts and principles in its evaluation Questions, Tools and Processes to analyse how the Anti-Human Trafficking Program advances the rights of the women and girls who are economically, socially marginalised and are vulnerable to trafficking and exploitation. The Evaluation analyses the impact of the program within the complex socio-cultural, political and historical contexts of each of the 6 States. The Evaluation Questions reviews how the two program strategies – (a) building social action and (b) strengthening State accountability mechanisms- has been effective in addressing the imbalance in power relations and empowering these vulnerable women/girls to take decisions which affect their lives.

The Evaluation has been led by Ernst & Young's (EY) Gender Expert and managed by an Evaluation Expert who has experience of evaluating and assessing social sector programs from domains such as gender, education and public health.

Key Findings

The program's design is noted to be highly relevant when examined against the socio-cultural and economic profile of the *Panchayats* selected for the intervention. All the *Panchayats* are noted to have **a high incidence of unsafe migration**; especially in terms of women and girls migrating in search of economic opportunities. However, there are also number of subtle variations between the various *Panchayats* and as a result UN Women's decision to allow the various implementing partners to come up with their own prioritization as well as modification to the various program activities has helped make each project under the program more relevant.

The program's work towards livelihood and income enhancement activities accounted for about one third of each implementing partner's budget. However, there is mixed evidence regarding the effectiveness and impact of the work done in this space. While the beneficiaries at some of the intervention sites (**Odisha**, **Andhra Pradesh** and **Rajasthan**) reported a significant change in the quantum of economic opportunities available (for women and girls) to them; the beneficiaries at the other intervention sites (**Bihar**, **Jharkhand** and **West Bengal**) reported little or no change. Herein, an important point to consider would be that livelihood and income enhancement initiatives usually have a gestation period of more than three to four years. Therefore the time period for which the program was on ground (one year and seven months) may also be responsible for the limited impact of these activities.

Activities and initiatives that sought to spread awareness on issues such as safe migration, human trafficking, violence against women etc. are also noted to have a mixed outreach and impact. While the intended audience in **Andhra Pradesh**, **Jharkhand**, **West Bengal** and **Rajasthan** reported having received the information that the program sought to direct at them; the intended audience in **Odisha** and **Bihar** had not received the same. In **Andhra Pradesh** the implementing partner used community radio to disseminate the required information. The implementing partner in **Jharkhand** disseminated information through a network of peer educators and per groups. In **West Bengal**, the implementing partner engaged survivors of trafficking as peer educators. **Rajasthan** was noted to have performed the best in terms of this component of the program, but this high degree of effectiveness can be attributed to the fact that the implementing partner was expected to reach out to a very small target audience.

The vigilance mechanisms set up under the program have created the most notable impact. Set up with varying compositions (in terms of committee members), the vigilance committees are working as a link between the community and the judicial machinery. Maintaining a constant surveillance over the

community, the vigilance committees are working towards ensuring that no member of the community is left vulnerable to getting exploited by external sources (by reporting any incidents or suspicious activities to the local police post). The implementing partners in **Andhra Pradesh**, **Bihar**, **Jharkhand** and **Rajasthan** have been extremely effective in the approach that they have taken towards constituting the vigilance committees, training them and deploying them in the community.

The implementing partners in **Bihar** and **Rajasthan** have also been successful in integrating the CBOs (especially PRIs) with the program. Through a series of capacity building workshops and active handholding, they have been able to ensure that the PRIs in the two intervention *Panchayats* maintain a steady dialogue on the issue of safe migration and trafficking. They have also been able to ensure that there is an improvement in women's participation in PRI meetings (*Gram Sabhas*). However, the rest of the implementing partners have not been able to achieve similar success. Further, some of the program components that sought to capacitate CBOs (especially PRIs) to work with a more gender sensitive approach have not been actively worked upon by the implementing partners (due to the short time frame for which the program was under execution).

UN Women's expertise on working on issues related to violence against women, trafficking of women and children etc. means that it has always been regarded an integral part of any and all discussions on policies and programs these subjects/areas. **The AHT pilot program has enabled UN Women to further deepen its expertise in the area of combatting trafficking of women and girls**. UN Women has been able to use this information and knowledge to work on a number of research and advocacy initiatives. The most notable of these initiatives has been **UN Women's support to the National Commission for Women (NCW) for developing a document on 'Standard Operating Procedures'** that details out the roles and responsibilities for the all the Government Departments and Officials who are or are expected to be an active stakeholder in the fight against trafficking of women and children. **The document submitted to the Supreme Court (also developed under the instruction of the Supreme Court) is expected to guide future Government policies and programs in the space of human trafficking in India.**

It is obvious that the program has provided a number of best practices and success stories that can be evolved or emulated to develop national initiatives for combatting trafficking (at source) of women and children. However, it is also **important to note that a number of these success stories are expected to be sustainable** post program completion. The work that the implementing partners have done towards building Self-Help Group (SHG) networks, setting up vigilance committees and towards making PRIs more gender sensitive can be considered sustainable post program completion. **The sustainability of these initiatives can largely be attributed to the fact that all of these changes have taken place at an institutional level.**

UN Women's AHT program comes across as a worthy pilot. Given that it was a pilot program, it is but natural that a few initiatives worked and a few others failed to achieve their true potential. The true impact delivered by the program is therefore summarised by the knowledge that the pilot has provided for future AHT policies and programs.

Conclusions

Relevance

The program is observed to be highly relevant to the background against which it is expected to deliver. Almost all the *Panchayats* present a landscape where women and girls can be considered vulnerable to getting trafficked. The factors leading to vulnerability clearly map against the factors internalized while

designing the program. However, the unique contextual factors were not sufficiently captured while designing the program logical framework. In a number of *Panchayats*, the most at risk are not just women/girls from the family but the family as a whole. In **Rajasthan**, women and girls in the community were fully aware of the risks associated with migrating to Mumbai as sex workers and yet continued to do so as they consider the same to be a part of their socio-cultural practices.

Program Effectiveness

Under the 'Livelihood Opportunities & Income Enhancement' component of the program, there is mixed evidence in terms of the effectiveness with which the implementing partners have been able to operationalize and support networks of SHGs and/or provide vocational training support to women/girls from the communities. The intervention *Panchayats* which reported successful implementation against this program (**Andhra Pradesh** and **Rajasthan**) component also reported an increase in the aggregate income levels for women/girls and in some cases, an increase in workforce participation for women. The program was also limited in effectively delivering against the 'Awareness on Trafficking, Rights and Entitlements' components. Only **Jharkhand** and **Rajasthan** reported high visibility and reach of the peer educators. The implementing partners in **Andhra Pradesh**, **Bihar** and **Rajasthan** have been able to setup effective and highly visible vigilance committees. Further, in **Andhra Pradesh**, **Bihar** and **Jharkhand**; the implementing partners have been able to build the capacity of officials from the local police posts. As a result, it can be concluded that the program has been effective in working on the 'Surveillance and Security at Source' component of the program. The program has been least effective in delivering against the 'Community Mobilization and Participation' component. While all the implementing partners have made efforts to include the PRIs in their project activities; they have not reported efforts towards building the PRIs capacity to work with a more gender sensitive approach.

Program Efficiency

While it is clear that the various implementing partners have been able to fully utilise their project budget; it is also evident that the efficiency with which they have gone about working against the prescribed program outputs and outcomes is heavily dependent on the model or method of delivery. The budget allocation for the various program components is observed to vary from State to State and the percentage of budget allocated to a particular component is observed to have a heavy correlation with its reach and effectiveness.

Program Impact

Evidence shows that the livelihood and vocational training components of the program have not been successful in creating employment opportunities which could provide target beneficiaries with an alternative to unsafe migration. This could be attributed to the fact that the program was only in the field for a time period of one year and seven months; a time period which is very less when compared to the expected gestation period for livelihood and vocational training programs. The program has however been able to make contributions towards ensuring that the members of the target communities understand the risks attached with unsafe migration and how this leaves them exposed to elements that can exploit their vulnerability. In **Rajasthan**, the program has been successful in delivering local socio-cultural context such a socio-cultural change and a number of women/girls from the community have chosen not to engage in the community's age old practice of working as escorts in nearby metropolitan cities. The program has also been successful in ensuring that the community understands the need to take care of its members and works towards protecting them from any potential/foreseeable harm. Finally, only **Andhra Pradesh** and **Bihar** are recorded to have had significant change in terms of the PRIs operating with a more gender considerate approach. There has been an increase in women's participation in PRI meetings and they

reported that the PRIs had begun internalizing women's rights/issues and concerns in their operations, agenda and decisions.

Sustainability

The SHG networks established under the program can be considered sustainable as they are institutions that have been formed through the cooperation and coming together of community members. These institutions can be expected to continue their work even after program completion. Similarly, given that the vigilance committees have been setup under a model wherein they have been connected to the PRIs and local police posts; they can be considered sustainable in terms of their future operation. However, the peer educators have been engaged under a suitable stipend and it would be fair to assume that they will discontinue their work upon conclusion of financial assistance from UN Women. The implementing partners work with the officials from the local police posts can only be considered sustainable till the point the personnel at the local police post do not get transferred to another beat or post. Finally, the changes recorded at the PRI level are expected to have a sustained impact on the community. The program has been able to change the ethos/principles on which these institutions operate. Given that the PRIs are essentially the collective voice of the community, it is expected that the community will ensure that these changes are sustainable over the long run. The implementing partners are all keen to continue their work on their projects but also recorded their inability to do so in the absence of continued financial support from UN Women and or any other donor fund.

The program has definitely delivered against some of its intended outputs and outcomes but its performance varies from State to State (i.e. from project to project; wherein each project held its own model that had been designed against the prevailing socio-economic landscape)**. There is scope for improvement and therefore, any future continuation/expansion of this program will require a revision of its design as well a change in implementing partners for some of the intervention sites/states**

Recommendations

Policy Level Recommendations

Evidence based programming - There is an increased need to carry out a mapping of geographic areas where the most at risk/vulnerable reside together with an analysis of the factors that lead to their vulnerability (socio, cultural, economic, environmental etc.). There is also a need to establish the profile of those who tend to exploit the vulnerability of the individuals/groups/communities under consideration. A repository of such information would provide for a strong foundation that can guide future policies and programs.

Technical Assistance to National programs/policies-It is suggested that the plethora of policies/program (directly and indirectly) working in the area of anti-human trafficking be subjected to rigorous external Evaluations or reviews that can examine them for their relevance, effectiveness and efficiency. These Evaluations would enable the Government to improve upon its current policy/program portfolio in the space of human trafficking (especially trafficking of women and girls).

Convergence Model- UN Women's AHT program should be treated as a pilot on the basis of which a district level convergence model should be developed. In turn, this model should be shared with the relevant State and National nodal agencies which have the ability to translate it into a National or State level program.

Consolidating UN's expertise- The pilot demonstrates the need for greater expertise in the area of livelihood and vocational training, local governance systems, labour laws/rights etc. Therefore, it is suggested that efforts be invested towards constituting a joint mission that consolidates the efforts of agencies such as UN Women, UNDP, ILO, UNDPC etc. This mission should be led by UN Women and should seek to create a more holistic National program for combatting trafficking of women and girls. The technical expertise of the various UN agencies would help in ensuring that this program delivers a sizeable impact in this space.

Legal framework- It is suggested that UN Women step up its advocacy efforts towards the need for developing a consolidated law on human trafficking and works towards ensuring that this law views trafficking under a gender lens.

Program Level Recommendations

Addressing vulnerability of units and not just individuals-The program in its current design, seeks to tackle factors leading to the vulnerability of the women/girls in the intervention *Panchayats*. However, the program could lay greater emphasis on reaching out to the families as a whole (including men from the family).

Engaging local labour department- The program would have included the district labour department as an active stakeholder to promote the importance of migrating under safer mode/mechanisms/ arrangements. The labour department's resources and expertise may have enabled the program to address this problem.

Convergence with State government institutions-The program should have required the implementing partners to reach out to and network with the state *Panchayati Raj* Department and state police headquarters to ensure sustainability in the long run.

Improved coordination between implementing partners- UN Women may want to ensure an increased dialogue and mutual learning between the various implementing partners to replicate the interventions to ensure increased effectiveness and impact of the program.

Need for project specific logical frameworks-The program can in a sense be viewed as a set of six somewhat similar projects. Therefore, there is a need for such project specific customised logical frameworks as almost all the implementing partners reported their own hierarchy to the importance they attached to the various program components.

Need for technical guidance, inputs and content- Given UN Women's expertise, it may have helped if they could have provided the implementing partner with technical assistance in capacity building sessions with peer educators, vigilance committee members, etc.

Due positioning and weightage to the baseline and the mid-line-The program logical framework was finalized before the baseline. If designed/finalised alongside the baseline the logical framework could have been made more relevant to the context of the selected *Panchayats*.

The specific context of Rajasthan- Evidence shows that in the intervention village in **Rajasthan,** program components of active engagement and dialogue with the community cannot be utilised to deliver the envisioned change. In case UN Women decides to continue with an intervention at this site, it would need to revisit the design to create a sustainable change through a more indirect route/theory of change.

1. Introduction

Background

Rekha's* eyes show a lot of mixed emotions. There is a definite sense of curiosity and joy, revealed by her questions and the curling of her mouth from time to time. However, the shy and hesitant demeanour also points towards the fear that intermittently flits through her eyes.

*15 years old, and living in a village in the north Indian state of **Bihar**, she spends her days attending school, and helping her parents at home. The part of her life associated with brick kilns does not feature in the conversation; neither does the misery of the families living there. The local contractor is here and milling around and it is rather prudent to smile contritely, than to talk about the lives of the villagers affected by the situation. Having heard and observed the miseries of forced labour in brick-kilns, illegal factories in cities and a myriad of other such horrors, she does not want to push her luck with the anti-social elements. In between answering the questions in the survey, she talks about her studies, her daily life and with a mouthful of giggles, enquires about where the surveyor is from, how old she is and whether she is married. As reality sinks in, Rekha starts talking about marriage and how that is the only certainty in her poverty-stricken life. She is unaware of the millions of young girls in India who are trafficked under the lure of marriage. She spoke about how there is a chance that she would get to pursue higher education, but the weight of life's burden is firmer than the grasp of hope on their heart.*

Bhanu is a survivor of trafficking in the state of **Rajasthan**. In her community, women from every family are encouraged to be in the business of 'entertainment', which is an accepted euphemism for the unthinkable. She would visit households and talk to women and girls in the family to educate them about what lies beyond. She goes about this job with the hope of saving lives and wishing that the girls are not subjected to the tortures of trafficking. Through helping to save lives, she hopes to reclaim her own self. The self that she lost, and that she will never fully get back. But, how many such Bhanus are there? How many Bhanus are encouraged to come out and empower others through their stories?*

It is in the stories of such people, where the reality and hope of millions of girls like *Rekha* lie. To facilitate a more accurate understanding of the issue, it is important to follow the alarming statistics on human trafficking:

► Studies done by ILO in 2007 reveal that globally 20.9 million people are in forced labour (including sexual exploitation) at any particular given time as an outcome of trafficking.[2] Out of the total number, 11.4 million are women and girls and 9.5 million men and boys.

► Studies show that 19 million victims are exploited by private individuals or enterprises and around 2 million by the State or rebel groups. Moreover out of those exploited by individuals or enterprises, 4.5 million are victims of forced sexual exploitation[3].

► In India, a study by the Ministry of Women and Child Development commissioned in 2004 had estimated that around 2.8 million women are victims of trafficking, out of which 36 percent are children.

This 'global crime' of trafficking of humans is a gross violation of human rights, and is considered illegal in

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* Names changed.
[2]http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_181953.pdf
[3]http://www.ilo.org/global/topics/forced-labour/lang--en/index.htm

almost all Countries. In addition to robbing individuals of their freedom, it is the worst form of gender based violence that reinforces inequities between men and women. The problem with human trafficking is that it is not a one-time crime but a process that starts at the source, followed by continuous physical or sexual exploitation where basic human rights and dignity are usually denied, and continues until the victim manages to escape or is rescued. It is extensively documented that human trafficking involves recruitment of individuals in their community or country and transportation to their destination where they are exploited for labor, sex work, domestic servitude and other forms of exploitation[4]. It is also abundantly clear that poverty is a significant contributor to the malaise of trafficking, as it enables the supply of cheap labor to match demand. However what is crucial here is the lack of information and the role it plays out in such a scenario - lack of awareness of the motives of actors that facilitate trafficking at the source to the lack of awareness of employment opportunities and/or conditions of legal employment. It is here that a *Bhanu* creating awareness can make a crucial difference in the life of a *Rekha* and her family.

Being a problem of such gargantuan proportion, human trafficking receives a lot of attention the world over and has been extensively studied for a long time. While the movement that recognized human trafficking began in the late 19th century, and picked up momentum over time reaching several milestones in the form of conventions and global legislation, the problem continues to be one of the most pressing challenges for humanity and human rights. Since trafficking can be within or across the borders of a country; there have been global legislations to tackle the issue with the signing of a United Nations Convention against Human Trafficking in 2000 being one of the latest. In India, trafficking is usually done for commercial sex work and for engaging people as bonded labor in economic activities such as agriculture, construction, domestic work, manufacturing, begging and the entertainment sector (circus and camel jockeying).

The principle of **prevention and pre-emptive vigilance is the basis of Anti-Human Trafficking (AHT) programs.** These programs are a mix of three components:

► Information dissemination

► Allied support to state services

► Rehabilitation program

Historically, rescue programs, run by governments, which work towards the rescue and rehabilitation of victims and prosecution of criminals have been the dominant approach towards battling this issue but there is a growing movement towards the adoption of the 'systems' approach which stresses the development of preventive measures to complement and eventually replace curative measures.

In the fight against human trafficking, the prevention model holds the same importance as the rescue and rehabilitation models. In the rescue model besides the challenges involved in rescuing, there are difficulties in rehabilitating the victims within the community. Many a times the community is not ready to accept the victims due to the social stigma attached to the activity. But on the other hand, when the community comes together to prevent human trafficking through village level vigilance committees, peer educators and other such activities, the model becomes participatory and localized and there is a considerable change towards improved gender-relations, resulting in increased level of sustainability. Hence, interventions by the community have the potential to yield much more effective results when implemented properly compared to other models. Another added advantage of this model is that it focuses on the source of the crime.

In such a context, the AHT Program of UN Women stands out as a pioneering program that delivers the

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[4] 'Social development Notes', No. 122/December 2009, *The World Bank*

systems approach in its truest form. With a focus on prevention through livelihood and awareness creation, stifling the demand through elimination of gender inequality, and improving the present situation through a host of measures which improves the community's capacity to arrest the situation, the AHT Program may serve a pioneering role in the global fight against human-trafficking.

About UN Women's AHT Program

The purpose of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Program on Anti-Human Trafficking is to address the vulnerabilities of women and children to trafficking in identified program sites through enhanced accountability of local state actors and mobilizing community action towards prevention. The program aims at improving the Government's contribution towards providing prevention and protection mechanisms in areas vulnerable to trafficking in the country. It also emphasizes on the need to inform the community about the need to safeguard itself and act as a cohesive unit to deal with elements that could exploit the vulnerability of women/girls from the community.

It is a well-recognized fact that trafficking often takes place under the veil of migration. The program recognizes this fact and promotes safe migration through the formation of vigilance committees and by providing communities with information on safe migration through peer educators. Overall, the program differs from other anti-trafficking programs because of its focus on internal and 'soft trafficking' that requires a change in societal attitude towards its treatment of women.

Period of Intervention

The AHT program which commenced in August 2011 was designed to be a three year intervention. The on-ground program activities were effective for a period of one year and seven months for the period September 2012 to March 2014. The other activities (research, advocacy etc.) were implemented starting June 2011 and concluded in November 2014.

Area of intervention

The area of intervention includes six States of the Country. The area of intervention was chosen on the basis of the vulnerability mapping and present status of anti-trafficking interventions. Based on this, one *Panchayat* is selected in one district from each of the six States - **Andhra Pradesh**, **Bihar**, **Jharkhand**, **Odisha**, **Rajasthan** and **West Bengal**. The program was implemented through six Non-Governmental Organisations (NGOs), recognized for their work on trafficking and women rights issues. Table 1 depicts the distribution of partners and their corresponding states.

Table 1: List of intervention states and the corresponding implementing partner

State	Panchayat & District	Implementing partner
Andhra Pradesh	Piler in Chittor	AID India
West Bengal	Gopalgunj in 24 South Parganas	Sanlaap
Bihar	Jamuawan in Gaya	Jan Jagaran Sansthan
Jharkhand	Hurua in Ranchi	FXB Suraksha

Odisha	Ranpur in Nayagarh	Cross Border Anti Trafficking Network (CBATN)
Rajasthan	Kothkhawda in Jaipur	Centre for Community Economics and Development Consultants Society (CECODECON)
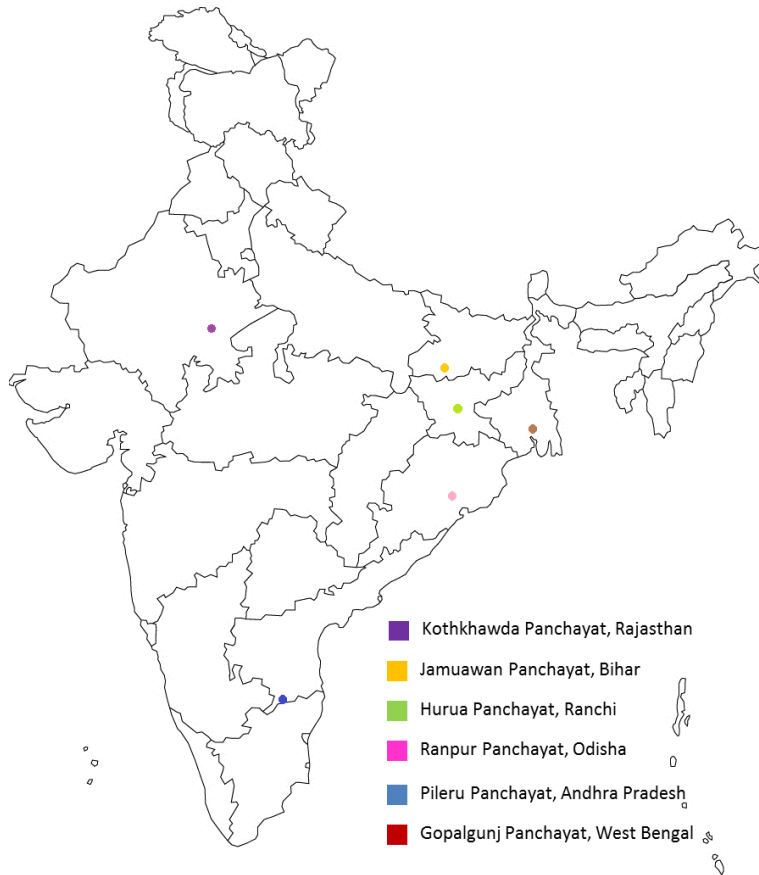
The Theory of Change

The AHT program was designed and rolled out under a specific and defined theory of change. Wherein, a series of program strategies (outputs) were identified in order to achieve the program's intended objectives (impact). With the intended objectives/impact clearly aligned against the Goal with which UN Women had approached the formulation and implementation of the program; it was able to build a lean pyramid structure based theory of change. This theory of change (illustrated below) was subsequently supported by a large set of activities. These activities (covered after the illustrative) show a clear mapping with the program strategies (outputs). This theory of change has been used as the foundation of the framework used for this end-line evaluation and is reflected by the structure under which this evaluation report has been drafted.

UN Women Theory of Change for successful transformation of the community and lives of women states that:

► When the women and girls in the targeted areas have access to sustainable livelihood options, it provides them a strong sense of empowerment and capacity to assess their trafficking risks. Further, through awareness and knowledge they are better equipped to avoid becoming victims of trafficking.

► When local governments have developed capacities and structure to strengthen the Civil Registration Services, and when they will have the ability to support groups of young women to generate substantial income, the systemic reasons for trafficking activities will decrease.

► The programme will seek to revive the justice system under the *Nyayalaya* Bill, as it shall strengthen the hands of the communities as they work to combat trafficking.

► Governments will be better equipped to ensure that women and girls have comprehensive protection by promoting convergence of government programmes, using existing government resources to build Centre of Actions (CoA) in the source areas.

► Advocating for up scaling of the prevention model by engaging with the policy makers and planners at various stages of programme implementation.

Program Outputs (Strategies)	Intended Impact (Objectives)	Program Goal

Women & girls made aware of the risks associated with unsafe migration and means through which they can ensure their safety

Empower women and girls with knowledge and capacity to assess their vulnerability to risks and prevent trafficking

Self help group setup to provide women and girls with access to finance required to setup home based micro businesses

Women and girls provided with vocational training and corresponding support required to utilize the same as a livelihood option

Create sustainable livelihood options for women and girls living in areas vulnerable to trafficking

Women and girls provided with access to relevant Government schemes that provide income and/or livelihood security

Vigilance committees setup as a mechanism through which the community could ensure the safety of women and girls who are vulnerable to trafficking

Support processes that stir the communities to be more vigilant to the risks of trafficking

Local police post officials provided with capacity building training and connected to the vigilance committees

Reduction in the number of internally trafficked women and children through the enhancement of Government protection and prevention mechanisms that focus on source areas, as well as through community action and participation.

Panchayati Raj Institution Members provided with the capacity building support required to work on the issue of trafficking

Capacity building of local governance to prevent trafficking of girls and women

Panchayati Raj Institutions connected to district administration and the local police officials

District level and state level consultations held to strengthen State level capacity to check the problem of trafficking by working at source

National, State and District level governance systems strengthened through advocacy and critical policy inputs

National policy dialogue informed through inputs and insights from the AHT pilot program

Key Program Activities

The main activities of the program include (a) **awareness generation**, (b) **community mobilization & action**, (c) **capacity development and advocacy**. Specific activities can be listed as:
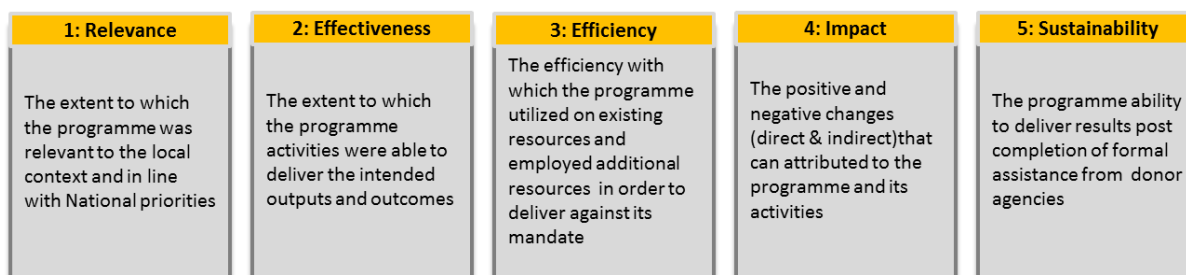
► Recruit peer educators among trafficking survivors and organize peer education activities that include regular and in-depth training of peer educators.

► Capacity development of women and girls (to enhance their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.

► Set up Vigilance Committees in the project area.

► Build and strengthen the capabilities of community-based organizations (SHGs, clusters federations, cooperatives etc.) so that women and girls, through such CBOs, can adopt strategies to prevent being trafficked.

► Develop entrepreneurial skills of women by training them in marketing, value addition and business skills through working with the SHGs.

► Build capacities of *Panchayat/s* for integrating gender and trafficking concerns.

► Facilitate adoption by the *Panchayats* of a multi-sectoral strategy to prevent trafficking and increase protections for vulnerable populations.

► Set up Centers of Action (COAs) in source areas with support from government resources and common property resources owned by communities.

► Build Capacities of justice systems to address gender based violence and trafficking and an improved understanding regarding the trafficking laws by members of *Nyaya Panchayats* and *Gram Panchayats.*

► Develop gender responsive budgeting strategies in consultation with *Panchayats*, for reflecting increased spending on marginalized women and girls.

► Organize trainings of the elected representatives in the *Panchayats* in close collaboration with the Ministry of *Panchayati Raj* and its training arms to undertake the compulsory registration of births, deaths and marriages under the Civil Registration System (CRS).

► Organize round tables in co-ordination with State Commissions for Women.

Evaluation Objectives

The Evaluation measured the program's success in achieving the desired outputs and outcomes by examining it under five distinct lenses of domains of enquiry. These lenses are based on the standard Evaluation criteria as proposed in the TOR (Annexure I) against which the Evaluation was awarded to EY. Further, the Evaluation exercise is guided by an Evaluation framework (Annexure III):

1: Relevance	2: Effectiveness	3: Efficiency	4: Impact	5: Sustainability
The extent to which the programme was relevant to the local context and in line with National priorities	The extent to which the programme activities were able to deliver the intended outputs and outcomes	The efficiency with which the programme utilized on existing resources and employed additional resources in order to deliver against its mandate	The positive and negative changes (direct & indirect)that can attributed to the programme and its activities	The programme ability to deliver results post completion of formal assistance from donor agencies

Approach & Methodology

The approach and methodology for the end-line Evaluation was driven by a highly consultative process that deployed the aforementioned five lenses to deliver against the objectives of the Evaluation. The entire exercise was conducted under a robust quality assurance system and was managed using a suitable project management framework. In its design, the Evaluation is Gender Responsive as it integrates concepts and principles in its evaluation Questions, Tools and Processes to analyse how the Anti-Human Trafficking Program advances the rights of the women and girls who are economically, socially marginalised and are vulnerable to trafficking and exploitation. The Evaluation analyses the impact of the program within the complex socio-cultural, political and historical contexts of each of the 6 States. The Evaluation Questions reviews how the two program strategies – (a) building social action and (b) strengthening State accountability mechanisms- has been effective in addressing the imbalance in power relations and empowering these vulnerable women/girls to take decisions which affect their lives. EY's gender expert led the Evaluation to be gender responsive, and it was managed by Evaluation expert who has experience of evaluating and assessing social sector programs from domains such as gender, education and public health. The Evaluation team was maintained to be gender balanced and the field teams were designed in a way that the ratio of women is to men was maintained as two is to one (given that women and girls from the community were the primary respondents). The Evaluation team was supported by a set of data analysis specialists who have provided support towards the analysis of the data/information collected from the field.

The final evaluation is based on a volume of data and information that has been collected through an extensive field exercise wherein the team will interact with and capture the opinion of a diverse set of stakeholders

The evaluation report will be drafted in a way that it would build upon the baseline estimated by us at the beginning of the program. Being attached to the program through its lifecycle enables us to carry out an evaluation which traces program performance over time.

The entire evaluation exercise has been modeled around five distinct lenses as suggested by OECD's DAC criteria. The approach is further augmented by UNEG HR and GE guidance. These lenses, criteria and guidelines have been condensed into an evaluation framework which has been used to guide the evaluation.

The evaluation exercise has been guided by staff with relevant experience and expertise . The field teams were designed to be led by a senior team member each. The evaluation team was further supported by a set of data analytics specialist

The field team was trained to work with the data collection instruments and special emphasis was made on the need to internalize the sensitivity of the subject at hand while administering key questions or while holding interactions with various stakeholders.

The team was led by a team leader who was in turn actively supported by an engagement manager. Together, the two team members provided end to end quality assurance support to the project and monitored progress against the prescribed timelines.

The end-line Evaluation data is expected to provide for dynamic case and control based Evaluation results. The analysis derived from the final data/information has been used to highlight progress by comparing the case with the control. Further, comparison of this analysis with the base line difference has been used to provide for a more realistic determination of the program's success/impact/achievement.

The key stakeholders covered under the final Evaluation included the categories of stakeholders that were covered under the baseline and mid-line Evaluations. The list of stakeholders covered under the final Evaluation is as follows:

Stakeholder Group	Stakeholder
UN Women Officials	Program Director
	Technical Advisors
	Monitoring and Evaluation Specialist
	Information Officer
	Communication Officer
Implementing Agencies	NGO Head
	Project Coordinator/In Charge
Government Bodies	Ministry of Women and Child Development
	National Commission for Women
	Ministry of Rural Development
	Ministry of *Panchayati Raj*
	State level agencies like State Institutes of Rural Development
Local Justice Systems & Legal Systems	*Sarpanch* and *Panchayat Members*
	Nyaya Panchayat Members
	Nyaya Sabha Members
	Anti-Human Trafficking Units
	Police Department
Field Level Functionaries	Peer Educators
	Vigilance Committee Members
Project Participants/Beneficiaries	Women and Girls Vulnerable to Trafficking
	Survivors of Trafficking
	Self Help Group Members
	Men and Boys in the Village
Other Stakeholder Groups	Representatives from Agriculture Universities

The End-line Evaluation for the program has been carried out under a **Quasi-Experimental Design approach that is consultative and participatory in nature**. The Evaluation seeks to assess progress and achievement through **comparison with baseline estimates and further strengthen this assessment through comparisons under a 'case' and 'control' setup**. The data/information that has been used as

a basis of the Evaluation have been collected through a **Mixed-Methodology Approach** where quantitative data and qualitative information have been collected from the field through relevant questionnaires, tools and templates. The information has been collected under suitable sampling frameworks and triangulated to arrive at final analysis and conclusion.

Literature review: Secondary literature review was undertaken to review a range of documents made available by UN Women and partners. In addition, information available on the public domain also was referred to. Documents provided by UN Women at the time of the baseline and mid-line, quarterly progress reports submitted by NGOs and literature from the domain of 'violence against women' and 'human trafficking' were reviewed to build a prima facie assessment of progress. The output of the literature review exercise was an Evaluation Framework that further enabled us to finalize the evaluation methodology.

Data collection tools: The Evaluation was built on a **Quasi-Experimental Design** wherein a set of questionnaires were administered to a target sample and a smaller control sample.

Quantitative Tools

The **Household Questionnaire** was the most numeric tool that the evaluation team used to collect data/information regarding the project. The questionnaire was developed under a lean draft mode wherein it had a separate codebook. The codebook contained a detailed explanation of response types and answer options. This enabled the field researcher to be more precise in capturing the respondent's perspective.

Another quantitative tool developed is the **Data Checklist** through which field enumerators collected project specific data from the implementing partners. While most of the information on the progress against a number of activities listed in the logical framework was available through quarterly progress reports; the field team used the data checklist to obtain detailed data against the various quantifiable and measurable activities to triangulate and validate the information.

Qualitative Tools

The most important one was the **In-Depth Interview Questionnaire** which was administered to women in the community. Further, **Structured Questionnaires** were developed and administered to the stakeholders involved in planning, executing and supporting the program. These questionnaires helped in understanding the program's relevance given the local context and the efficiency and effectiveness with which the program was implemented. These structured questionnaires were developed for **PRI representatives, Vigilance Committee members, Peer Educators, SHG members, Police officials, UN Women officials and officials from relevant Government Departments.**

Training of Field Team and Field Plan: The finalization of the tools to be used during the primary data collection phase directly led to a training workshop wherein the senior experts on the assignment trained the field teams on how to effectively administer the household questionnaire. The training also included explanations on the Codebook which included the essential details on how the enumerator should interpret the various response types and answer options. The completion of the training workshop led to the beginning of the primary data collection exercise.

Primary Data Collection: The primary data collection method was formulated in a way wherein tools were administered to a target sample in the intervention *Panchayat* and a smaller sample in the control *Panchayat*. The intervention *Panchayat* referred to the *Panchayat* where the program was implemented whereas the control *Panchayat* was a nearby *Panchayat* that exhibited a strong socio-cultural similarity to the intervention *Panchayat*.

The sampling plan used for the household questionnaires closely emulated the plan used at the baseline stage; wherein 160 quantitative household questionnaires were administered in each of the six target *Panchayats* (case) and 60 questionnaires in each of the neighbouring *Panchayat* (control). The control *Panchayat* being the same as the one covered during the baseline. This sample size would provide statistically significant data/information under the following confidence level and confidence interval:

Strata	Case/Control	Sample Size	Confidence Level	p-value
District Level	Case[5]	160	95 percent	0.075
	Control	60		0.125
National Level	Case	960		0.03
	Control	360		0.05

Data Analysis and Report Writing: The field work concluded with cleaning of the response sheets through which data and information were collected. The data and information were then transformed into electronic formats and were analysed SPSS. The spreadsheets were subsequently subjected to a number of statistical cleaning procedures.

The analyses/insights from the household questionnaires (beneficiary responses) have been strengthened using information collected through a series of qualitative structured interviews with the entire set of stakeholders who were expected to be attached to or affected through the program. This has been done so as to ensure that there is a strong rationale and reasoning behind the reach and impact reported through this report. The qualitative information collected from the field has also been used to develop notable case studies and good practices which are an integral part of this report. The qualitative questionnaires were administered as per the following plan:

Stakeholder	Number of Structured Interviews
NGO Partner	1 per State
Peer Educator	5 per *Panchayat*
Vigilance Committee Member	5 per *Panchayat*
PRI Representative	2 per *Panchayat*
Police Department	2 per *Panchayat*

The questionnaires (quantitative and qualitative) used for collecting the required data/information are available for the readers reference (Annex III).

Attribution bias' is the most evident risk attached to any Evaluation exercise. The approach and methodology that was developed for this Evaluation mitigated that risk by using a case and control

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[5] In the case of **Rajasthan**, the entire population was covered i.e. all the 100 households of the village

approach to data collection. This case and control comparison had highlighted the difference that could be attributed to the program. Further, this difference could also be attributed to the program due to the availability of baseline data/information from the same case and control populations. Some of the other risk factors that surfaced at the time of data collection and EY's action points to mitigate the same are as follows:

Risk	Mitigating Measures
Migration patterns did not let the team reach out to the same respondents	Although the Evaluation was not proposed under a cohort model (wherein the same respondent is covered at the baseline and the end-line); the final Evaluation strived to cover the households covered under the baseline. The field researchers travelled to the field with a list of the households covered under the baseline and reached out to around 60 of these households. These 60 households formed a sub-sample where their responses provided analysis that is statistically significant at 95 percent confidence level with a p value of 0.125
Subjective bias amongst respondents	No Evaluation question was answered on the basis of responses received from one respondent from a particular questionnaire. The responses to a questionnaire were triangulated with the others to validate and deepen the response.
Language barriers	The team at EY had a number of professionals having the ability to communicate in the relevant local languages and dialects. Wherever necessary translators supported the EY resources. Further, all local field researchers were well versed with English and with the local language.
Sensitivity of the subject at hand	The field teams comprised at least one female staff from EY and most of the local field researchers were women. This helped the field teams in reaching out to the women and girls in the community.

Limitations to the Evaluation

While the Evaluation approach and methodology was designed to ensure that sufficient measures are in place to mitigate the aforementioned, foreseeable risks; the Evaluation was constrained by the following limitations:

► **Shifting Demography:** While the Evaluation team tried to administer the various tools and questionnaires to the respondents who were covered under the baseline; migratory patterns of the target audience/respondents meant that not many of the baseline respondents were available at the end-line stage.

► **Change in Government Officials:** The depth of the effectiveness with which the program has been able to reach out to the required Government officials was limited by the fact that a number of these stakeholders had retired or had gotten transferred to another district. As a result work done with any of these officials was lost when their post came to be occupied by a new officer.

2. Findings

2.1. Relevance

'Human Trafficking' refers to the recruitment, transportation, transfer, harbouring or receipt of individuals for the purpose of exploitation. The South Asian region is plagued by widespread cross-border trafficking. This problem is a direct manifestation of the economic disparity between countries and at times between different parts of the same country. It is also a result of a series of 'supply side' and 'demand side' factors.

The supply side/pull factors include elements such as poor socio-economic conditions; structural discrimination based on class, caste and gender; domestic violence; migration; illiteracy; natural disasters such as floods; and enhanced vulnerability due to lack of awareness. On the other hand, the demand side/push factors include the effects of the free market economy, requirement for cheap labour for improving operating margins; and the development of a market for young girls (for sexual exploitation and forced marriage).[6]

India is in the midst of this issue as a country which is **a source, route of transit and a destination market for trafficked individuals**. In India, human trafficking is predominantly directed toward providing cheap bonded labour to industries/businesses and on many occasions, for providing a supply to the local sex industry.[7] **As per the records of the Indian Government, in 2012, approximately 76,500 women were reported missing or abducted and can be considered highly susceptible to getting trafficked for bonded labour or sex trade.** Given that a large number of cases go unreported/unregistered, **the magnitude** of this malaise **can be assumed to be far greater than that registered in government records**.

UN Women is the UN organization dedicated to gender equality and the empowerment of women. Being a global champion for women's rights, UN Women works across all domains required to safeguard, secure and promote the position of women across varying socio-cultural and demographic landscapes. The organization works towards women's economic empowerment; improving their participation in political affairs/decision making and towards ending violence against women. Further, UN Women uses a multi-pronged strategy to stimulate and sustain changes. In this regard, the organization is active in spheres of policy advocacy, research and in designing and delivering programs/projects that can be expanded/integrated into government programs/initiatives.

UN Women has a long standing presence in India and operates out of its country office in New Delhi. It has been working towards concentrating its technical capabilities and global experience to develop policy and program solutions for some of the most pressing concerns faced by women and girls in the country. Having a dedicated team of experts working in the area of violence against women and supported by a larger global unit for guidance, UN Women has been actively working towards making India safer for women and girls to reside and operate in. Having worked across the length and breadth of the country and with a number of not-for-profit organizations, the team has at its disposal a strong network that can be used to successfully implement programs in this space.

The recent trends in the crimes against women show a steady rise in the percentage of cases of 'missing' and 'abducted'. As a result it is quite clear that **UN Women's decision to design and initiate a program for addressing this issue is very much in line with national context and pressing**

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6 Responding to Cross-border Trafficking in South Asia, Plan International, February 2013
7 Joffres C, Mills,E, Joffres M, Khanna T, Walia H, and Grund D (2008). Sexual slavery without borders: trafficking for commercial sexual exploitation in India

concerns and needs of women in the Country.

Figure 1: 'Missing' as a percentage of crimes against women (reported)[8]
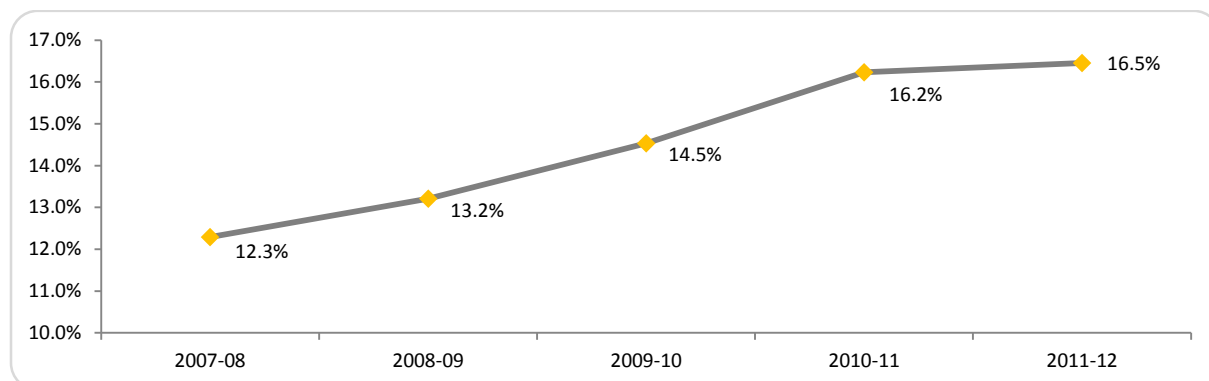
Given the difficulties associated with tracking and rehabilitating individuals who have been trafficked and the fact that a bulk of these cases do not come to light, organizations working in this area are increasingly diverting their attention towards checking the problem at the source. UN Women's capabilities and experience, coupled with its reach to the best of technical resource persons has enabled it to design and define a program that seeks to effectively address the issue at the point of origin. The six *Panchayats* covered under the program were selected on the basis of a mapping of the factors that are responsible for a community/individual's vulnerability to getting trafficked. While some of the *Panchayats* selected are points of origin for trafficking for bonded labour, other selected are widely recognized as a point of origin for trafficking to supply the sex trade in the country. Further, even within *Panchayats* where the trafficking is mainly for the purpose of bonded labour, a few are a point of origin for trafficking of entire families (men and women) while some others are a point of origin for trafficking of women labourers/workers.

The district-wise (which geographically contain the *Panchayats* under consideration) incidence of the crime of human trafficking also reflects in the profile of crimes against women in these districts. As of 2012, cases of 'missing and abducted' accounted for between 6.3 percent (*Chittoor*, **Andhra Pradesh**) to 45.3 percent (*Gaya*, **Bihar**) of total number of crimes against women. As per the local police departments, a large proportion of these cases may have actually resulted in the woman/girl getting trafficked to another part of the State or Country (and in some cases to overseas).

Figure 2: 'Missing' as a percentage of crimes against women in the intervention Panchayats[9]

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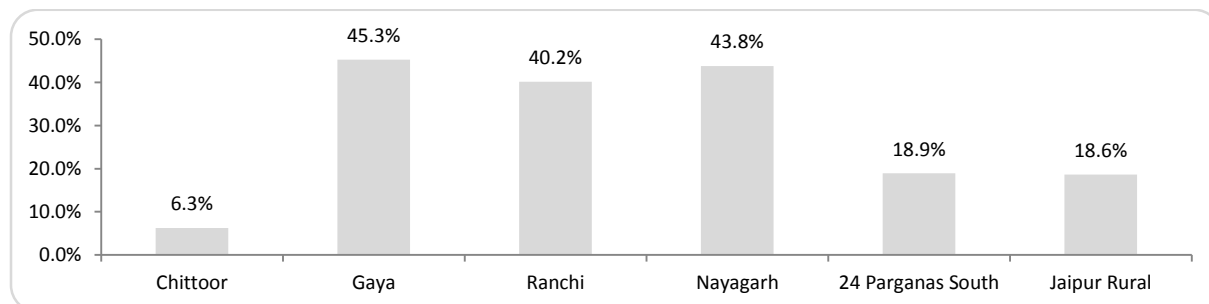
[8] www.data.gov.in

[9] www.data.gov.in

Andhra Pradesh (Pileru Panchayat – Chittoor)

The district of *Chittoor* should be viewed as a landscape which is very different from the other districts selected for the program. The district has a much higher per capita income, women's workforce participation[10], women's literacy rate etc. **In *Pileru*, the most at risk or most vulnerable to trafficking are women who are migrating overseas in search of employment opportunities as domestic help.** The bulk of migration is towards countries in the Middle East and is primarily driven by the opportunity to gain access to employment/livelihood opportunities that promise a level of income that is at least four to five times the level of income offered by similar opportunities in the domestic market. In a number of cases, the women are migrating under pressure from their family members, who view the opportunities in the Middle East as a quick means of getting additional income. The most prominent element contributing to the vulnerability of these women is recognized to be a general lack of awareness on how to best safeguard their own interests. This is made evident by the fact that many of them are migrating through the help of unregistered contractors, distant friends/relatives. Further, a number of them are migrating there without proper financial agreements/terms of employment in place.

Bihar (Jamuanwa Panchayat – Gaya)

In *Jamuanwa*, the most at risk or most vulnerable to trafficking are families (including women and girls) migrating in search of work. The landscape in the district is marked by high incidence of poverty and the local population usually relies on subsistence agriculture for livelihood and sustenance. As a result, the bulk of the population migrates to the metropolitan cities of Calcutta and Delhi to work as daily wage earners. This migration is largely facilitated by unregistered contractors who tend to pay a large amount as advance. This is done in order to ensure that the families commit to working at factories and production units, irrespective of the quality of the work environment. Due to the low levels of income, most of the families are unable to resist the lure of a high advance payment and are forced to migrate as bonded labourers. Further the district police headquarter also reports a problem of kidnapping and abduction of women who are often then transported to the neighbouring districts which are ill-reputedly known for sex trade.

Jharkhand (Hurua Panchayat – Ranchi)

In *Hurua* as well, the most at risk or most vulnerable to trafficking are families migrating in search of work. Similar to the case above, the bulk of migration is forced due to high incidence of poverty and heavy reliance on subsistence agriculture. These families are susceptible to getting exploited by their employers as they have very limited awareness of their rights and entitlement. There are cases where women from the households have migrated to work as domestic help at households in Tier I cities (especially Delhi and Calcutta). Much like the cases where the families have migrated as a unit, these women are not aware of their rights and entitlements and are, as such more at risk, because they have migrated as individuals. Finally, the *Panchayat* has also recorded a few cases where girls from the village got married into a wealthier family (which lived outside the district or in another State) and were subsequently sold to a brothel.

Odisha (Ranpur Panchayat – Nayagarh)

In *Nayagarh*, the most at risk or most vulnerable to trafficking are the few families that tend to migrate is search of work. These families are forced to migrate due to the limited number of employment

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[10] Where workforce participation refers to individuals who are either employed or actively looking for employment

options available in the local economy and are susceptible to exploitation due to their limited understanding of their rights and entitlements.

West Bengal (Gopalganj – 24 South Parganas)

In *Gopalganj*, the most at risk or most vulnerable to trafficking are families (including women and girls) migrating in search of work. The landscape in the district is marked by high incidence of poverty and the local population usually relies on subsistence agriculture for livelihood and sustenance. Further, there are a few cases where the girls from the *Panchayat* have eloped and fled their home with their husbands. In these cases, the girls become susceptible to exploitation as they are left without any support from their families and are completely dependent on their husbands. As per the community elders and the local police officials, in a number of cases these girls get married before attaining the legal age of marriage and are also prone to getting exploited because of limited understanding of their rights and entitlements. Often these marriages fail as the couple outgrows the initial infatuation, consequently leading to the situation where the girl is abandoned by the husband and his family.

Rajasthan (Kothkhawda – Jaipur Rural)

Kothkhawda is perhaps, the most unique *Panchayat* covered under the program. **There is a prevalent socio-cultural practice amongst the households in the village to send their daughters (often minors) to work in the sex industry in Mumbai.** The intervention in this *Panchayat* was concentrated around a particular village which only houses the *Nat* community. This migration is largely facilitated by elder women from the families who are already based out of Mumbai. It can be assumed that the girls migrate with a full understanding of the reason for their migration. The risks are minimised as the girls are regularly in touch with their families. Thus, if they choose to return to the village (which they are free to do) they are accepted and well respected by the community and face no difficulties in finding a suitor for marriage. The reason for the same is largely the wealth that they are able to accumulate whilst working in Mumbai. However, it is also clear that in the given cultural context these girls are conditioned since childhood to believe that this is the natural and the most preferable choice of livelihood. Hence, there is a need for providing with supplementary information that enables them to make an informed choice when deciding upon taking up this age old practice.

As per the local police departments, the vulnerability of the individuals inhabiting the aforementioned *Panchayats* is largely a function of low levels of household income and a general lack of awareness on rights and entitlements. This opinion was largely seconded by the *Panchayati Raj* Institution (PRI) representatives who also attribute the vulnerability (to trafficking) of the local population to the fact that their migration is often facilitated by a member of the community or a relative/friend. In such cases the victim is usually observed to migrate without being wary of any warning signs. She migrates while maintaining an element of trust in an individual who might eventually land up being the perpetrator.

UN Women's AHT program is built on a holistic concept that seeks to address the various factors that contribute to or lead to the vulnerability of women and girls in each of the aforementioned six *Panchayats*. In this regard, the program design relies on four distinct components; each of which addresses a distinct factor. Each component has been designed to hold a relevant set of activities and initiatives which have been contextualized to make it relevant to each of the socio-cultural and geographic setups as described above. Therefore, the program can be analysed along the design described below.

Figure 3: Program concept/design

Component	Activities	Element of Relevance
Livelihood Opportunities and Income Enhancement	► Setting up of, or supporting existing Self Help Groups (SHGs) ► Financial and technical capacity building support to SHGs ► Supporting SHGs for engaging in income generating activities ► Training and support on income generating activities	High incidence of poverty and heavy reliance of subsistence agriculture is a major factor contributing to vulnerability in few of the *Panchayats* to be covered under the program. The activities under this component seem to address this factor by providing women and girls in the *Panchayat(s)* with access to livelihood opportunities. The rationale behind these activities is to provide women and girls with access to income generating opportunities, making them economically resilient to possibilities of exploitation.
Awareness on Trafficking, Rights and Entitlements	► Recruitment and training of Peer Educators who can in turn act as a medium of information dissemination; spreading awareness on issues related to human trafficking, rights and entitlements	A number of women and girls can be considered as vulnerable because they lack awareness about their rights and entitlements and as such are unable to identify threats. The rationale behind these activities is to provide women and girls with the information and knowledge they require to safeguard themselves when migrating in search of work/employment or when marrying into a family from outside the *Panchayat/*community.
Surveillance and Security at Source	► Setting up Vigilance Committees which through a *Panchayat* wide presence acts as an entity that concurrently monitors the community for any suspicious elements and activities. ► Building the capacity of the local justice system and connecting them with the Vigilance Committee and the *Panchayat.*	In a number of geographies, there is a clear need for monitoring and supervision systems which can keep a look out for any elements that seek to exploit the vulnerable. The individuals who are a part of these systems need to either be empowered by law or be systematically trained to rely upon their collective ability/power to deal with such elements. The rationale behind these activities is to enable the local justice system to assume a more proactive role in dealing with elements that seek to exploit vulnerable women and girls. They also seek to build

		the capacity of officials so that they can take a more gender sensitive approach while dealing with such cases. Further, these activities seek to select and train capable community members as a mechanism of vigilance which can identify such elements and deal with them through community action.
Community Mobilization and Participation	▶ Building the capacity of the Gram *Panchayat* to be gender sensitive in its operation so as to enable women and girls to voice their concern before the community. Further, to enable the local leadership to play a pivotal role in safeguarding the rights of those considered vulnerable.	The most effective mechanism to deal with factors responsible for the vulnerability of women and girls is to capacitate the community institutions to effectively work towards systematically reducing the vulnerability of women and girls. The rationale behind these activities is to enable the community leadership to understand the importance of having women and girls as an active partner in community level decision making. These activities seek to sensitize the community to the needs of vulnerable women and girls and encourage them to take a proactive stand in safeguarding them from potential harm.

Conclusion

The program is observed to be highly relevant to the background against which it is expected to deliver. Almost all the *Panchayats* present a landscape where women and girls can be considered vulnerable to getting trafficked. The intervention *Panchayat* in **Odisha** reporting the lowest prevalence and or lack of prevalence of the factors that the program was being designed to address.

The factors leading to vulnerability clearly map against the factors internalized while designing the program. However, the program design is not able to capture the variance that originates out of combinations of these factors. In a number of *Panchayats*, the most at risk are not just women/girls from the family but the family as a whole. Further, it is observed that in the latter case, the vulnerability of women/girls is a sub-set of the vulnerability of the family as a whole. In this scenario, running a program that seeks to primarily work with the women in the community could not have sufficiently addressed the vulnerability of the women and girls in the family. Further, in a number of instances, women were observed to be fully aware of these risk factors and yet continued to ignore the same. Especially in **Rajasthan**, women and girls in the community were fully aware of the risks associated with migrating to Mumbai as sex workers and yet continued to do so as they consider the same to be a part of their socio-cultural practices. These unique contextual factors were not sufficiently captured while designing the program logical framework.

2.2. Effectiveness

The program has been implemented through the support of a set of implementing partners. The implementing partners were subjected to a competitive selection process in compliance with the procurement guidelines of UN Women. The selection criteria focused on their ability to work with the 'most at risk', their experience of working in the *Panchayat* and/or the district under consideration and their background of working on projects directed towards gender equality/empowerment. This approach to implementation was preferred by UN Women as it ensured that the entity entrusted with the final execution of the aforementioned program design, had the ability to work with the target community on sensitive issues such as violence against women, women's rights, trafficking, bonded labour, sex trade etc. As a result, **the program was executed through a set of six implementing partners**, each bearing the responsibility for delivering the same in a particular *Panchayat.*

The PRI representatives in the various *Panchayats* covered under the program seconded UN Women's approach towards executing the program. They were univocal in their approval of the strategy and said that the community has been open to the program only because it was being implemented by a NGO that was already working in the area.

Understanding the range of variation in the socio-cultural and economic landscape prevailing in the *Panchayats*, UN Women chose to implement the program as a set of principally uniform, yet practically distinct projects. The implementing partners were noted to be highly appreciative of the presence of a well-defined logical framework and credited the same for much of the ease with which they were able to develop an understanding of their roles and responsibilities. They were also appreciative of the fact that UN Women provided them with the freedom to customise and prioritise the activities in the program logical framework. They said that these changes were necessary in order to ensure that the envisioned theory of change can be customised to suit the local socio-cultural context.

An assessment of the program management framework deployed by UN Women clearly highlights the entity's experience and reflects an element of clarity in its vision. Managed by a designated program head and constantly guided by through the oversight of a Monitoring and Evaluation specialist; the program has been executed under robust concurrent monitoring and support mechanisms. UN Women has been monitoring the progress of the program through a lucid yet simple reporting format that captures progress against key milestones.

The implementing partners reported that these formats were easy to work with, and that there was no particular parameter(s) on which they were unable to record progress. If any of the implementing partners fell behind its stipulated progress milestones, it was provided with immediate corrective guidance/support by the program head. The implementing partners were also provided with technical support and corrective oversight through a well-positioned mid-line 'effectiveness' review. The external-agency led mid-line review was appreciated by the implementing partners. The implementing partners said that the mid-line review dissemination workshop provided them with information on the activities where their progress has been below par.

Further, UN Women has remained steadfast on its financial commitments under the program and all the implementing partners reported having received financial disbursement as determined at the time of project inception. The disbursement tranches were finalised in consultation with each implementing partner in order to ensure that they have a funds flow that supports their implementation plans. As a result the financial

arrangements vary from one partner to another. The disbursement of funds was not linked to project milestones. While this has provided implementing partners with a financial cushion and has enabled them to concentrate on the effectiveness of their work; it is not the most effective method of managing the fund flow of such a detailed and complex program.

It is also important to note that the program was originally designed to be executed over three years but the time period was subsequently reduced to two years. While the time frame for executing the program had to be re-adjusted due to unforeseen reasons, it had a number of obvious effects on the program and its intended outputs. The implementing partners reported that they have not been able to deliver against some of the desired final targets due to changes in the timelines and also highlighted that some of their efforts were yet to mature and could not have yet resulted in the desired outputs.

2.2.1. Livelihood Opportunities and Income Enhancement

The effectiveness of this component of the program primarily rested on the implementing partner's ability to create a network of functional and technically sound SHGs. In this regard, some of the responsibilities of the implementing partners can be listed as:

► Provide the SHGs with **capacity building support**.

► Develop **linkages between the SHGs and banks & larger saving associations**.

► Deliver assistance to the SHGs in **leveraging upon community resources/property**.

► Guide the SHGs in **developing a portfolio of income generating activities**.

► Aid the SHGs in **expanding their membership base**.

These SHGs were in turn expected to provide women with access to income generating activities and were also supposed to provide them with access to finance for starting their own micro initiatives.

Some of the implementing partners also sought to use the SHGs as a platform to **reach out to women and girls and provide them with vocational training** which would improve their employability in the local economy. Further, given that a number of intervention *Panchayats* are agrarian micro-economies, the implementing partners were expected to link them to the nearest Agricultural University or a Centre for Agricultural Research.

Finally, the implementing partners were expected to help **connect the community members to relevant social security schemes and government programs.** These activities were expected to enable the community members to improve upon their monthly incomes as well as reduce their monthly expenditure.

Andhra Pradesh (Pileru Panchayat – Chittoor)

Andhra Pradesh is noted for the presence of a strong network of SHGs. This network can primarily be attributed to the efforts of the state government and is managed under fairly strong operational guidelines. As a result the SHGs in the intervention *Panchayat* were already interlinked with a savings association/bank and had received sufficient technical support towards efficiently and effectively delivering their intended impact.

The implementing partner however directed efforts to link/register those who were not part of the existing SHG network. In the intervention *Panchayat,* during the baseline 91.4 percent women were found to a part of the SHG network, the membership increased marginally and was recorded to be 98.6 percent at the time of the end line (an overall increase of 7.2 percentage points). During the same time period, the membership at the SHGs in the comparison *Panchayat* only increased by 1.7 percentage points.

Figure 4: SHG Membership - Andhra Pradesh
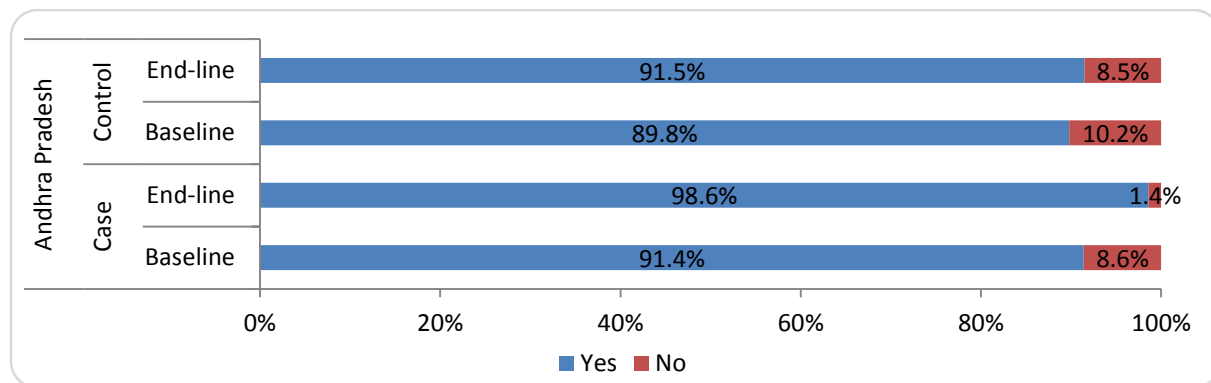
Further, the SHGs in the intervention *Panchayat* were observed to be more active in saving-lending operations - 95.8 percent of the members reported that they were actively saving at or/and borrowing from the SHG. This is an increase of 33.4 percentage points over the baseline statistics and further highlights the effectiveness of the SHGs in the intervention *Panchayat*.

Figure 5: Percentage of SHG members actively borrowing/lending from the same – Andhra Pradesh
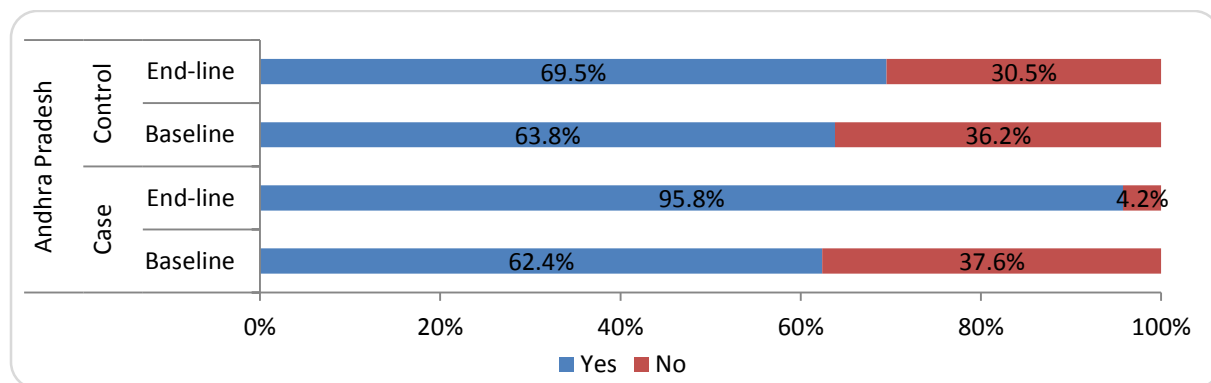
The increased membership and activity can primarily be attributed to the implementing partner's efforts towards introducing income generating activities as an integral component of the SHGs operation. Members were provided access to training for paper plate making and tailoring. A few of the members were also offered courses towards becoming beauticians. As per the feedback received from training recipients, the time period for all the training courses was only thirty days and as a result they were unable to develop a level of proficiency required to transform the training received into a source of livelihood.

The efforts of the implementing partners were supported by PRI representatives who come forth and helped the trainees from the tailoring module in obtaining contracts from a local government textiles export warehouse. As a part of the contract, the individuals were provided with additional training of approximately

ninety days. According to the trainees, these ninety days of training provided them with the proficiency required to assemble into a cooperative that could supply garments to the local export house.

About 14.6 percent of households in the *Panchayat* reported that women from their family are engaged in an income generating activity that is based on the training and support provided by the project. The monthly income of these women varied from INR 3,000 a month to INR 10,000 a month (depending upon their level of expertise).

The implementing partner has also invested efforts towards ensuring that women from the community receive their entitlements in terms of access to government sponsored social security schemes. There is a visible 4.5 percentage point increase in the number of women with Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) job cards. The comparison *Panchayat* reported a corresponding increase of only 0.8 percentage points.

Figure 6: Percentage of household holding a MGNREGA job card – Andhra Pradesh
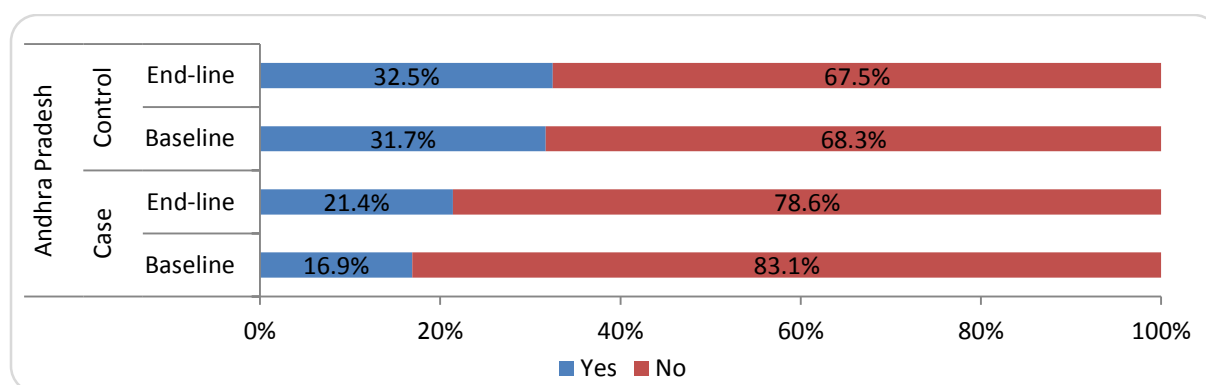
The average monthly income for women in the intervention and the comparison *Panchayat*s was recorded at INR 4,750 per month (same as the figures recorded during the baseline). While this amount is similar to the average monthly income of male members of the families; socio-economic data from the *Panchayats* clearly highlights that it is easier for men to find a suitable source of employment. The importance of these livelihood opportunities can be better understood when one internalizes the fact that the workforce participation for women in *Pileru* is 92.6 percent (96.7 percent for men) and the unemployment rate is 19.6 percent (3.5 percent for men). This unemployment rate has improved from the estimate of 32.7 percent (baseline estimate). At the same time, the comparison *Panchayat* reported that the unemployment rate for women has only improved from 12.2 percent to 9.1 percent.

The implementing partner did not work towards interlinking the SHG to an Agricultural University or Agriculture Research Centre as the *Panchayat*/District is semi-urban in its setup and its inhabitants do not rely on agriculture as a means to livelihood.

Therefore, in **Andhra Pradesh**, the implementing partner has been successful in improving upon the relevance and effectiveness of the SHG network in the intervention *Panchayat*. It has also been able to provide women/girls with access to vocational training, income generating activities and social security schemes. As a result, there is a marked improvement in the workforce participation rate of women. However, there is no significant change in the average monthly income drawn by women from the community.

Bihar (Jamuanwa Panchayat – Gaya)

Unlike **Andhra Pradesh**, **Bihar** does not have a strong existing network of SHGs. Even where such SHGs exist, they tend to operate with limited ability and have a very minute presence on the socio-economic landscape. The intervention *Panchayat* had a dormant SHG setup and the implementing partner decided to improve upon this existing network rather than setting up a parallel structure. In this regard, the partner built the SHGs' capacity by bringing them to the forefront and connecting them to the PRIs. Given the size and scale of the SHGs, it was decided that it was not the appropriate time to connect them to a formal savings association or banking institution. Further, the implementing partner did not claim to have provided the SHGs with any technical training support.

The partner did however connect the SHGs with the local Agricultural Research Centre. This was an important move as the bulk of the households in the *Panchayat* sustain themselves on agriculture or allied livelihood opportunities. However, the nature of this connect was limited to a couple of training workshops around mushroom cultivation, vegetable cultivation and insecticide usage. The representatives from the Agricultural Research Centre did not have any clarity on the purpose for which they were providing theses trainings. As a result, the trainings were not directed at improving upon the return on cultivation but rather towards improving upon the nutritional intake of the village inhabitants.

Women from 50.4 percent of the households reported being a member of the SHG network. This, compared to the corresponding figure of 73.1 percent at the comparison *Panchayat* clearly highlights that the SHG network in *Jamuanwa* is lagging behind the network in the neighbouring *Panchayat*.

Figure 7: SHG Membership - Bihar
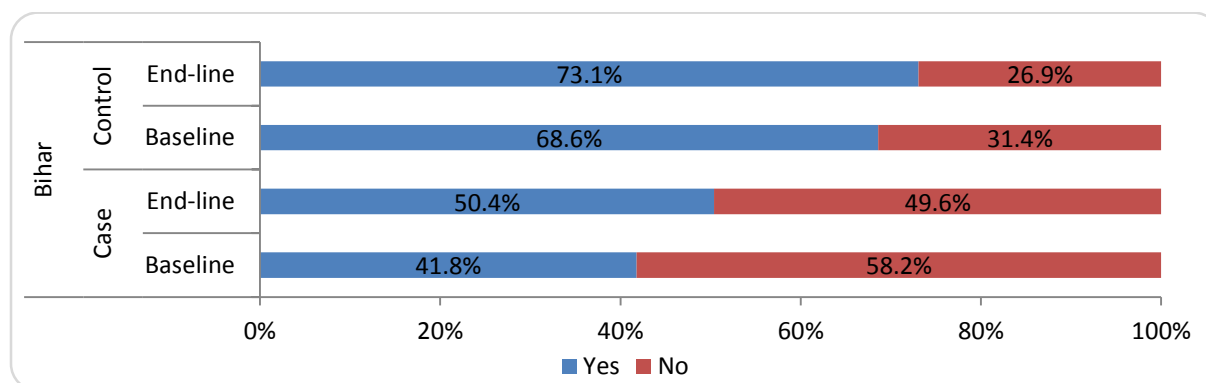
On a more encouraging note, the members of the SHG network in *Jamuanwa* were found to be more actively involved in its functioning. Compared to the baseline estimates of 64.1 percent; 95.3 percent of members reported that they were actively saving at and/or borrowing from a SHG. However, the local PRI representatives expressed their inhibitions about the purpose for which funds were being borrowed from the SHGs and said that the bulk of borrowing was actually directed towards conspicuous consumption.

Figure 8: Percentage of SHG members actively borrowing/lending from the same – Bihar
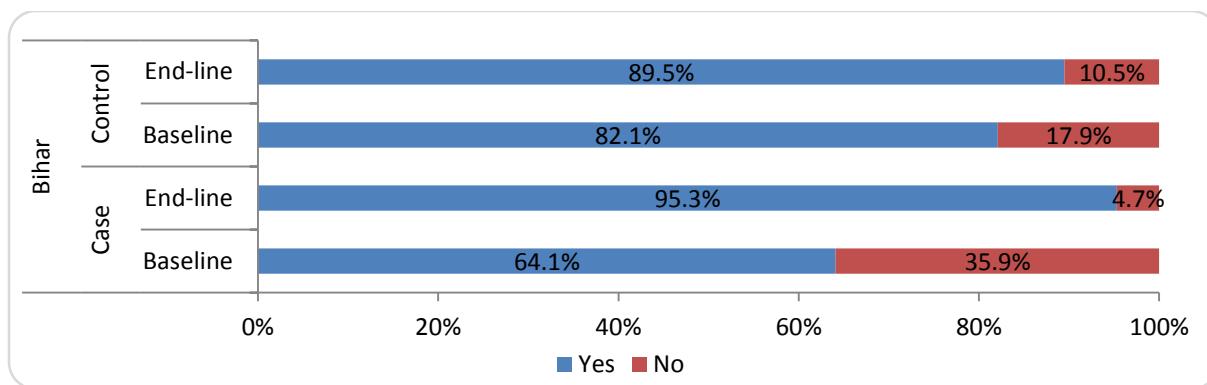
The implementing partner reported that it had organized livelihood trainings for the SHG members. The members were provided access to training on rolling, packaging and marketing of incense sticks. Gaya district is known to be a centre for production and export of the product and hence the decision was congruent with the existing market situation. Approximately 25.0 percent of SHG members participated in these training workshops and many reported having pursued incense stick making as a source of livelihood. However, most of them were only relying on this source of livelihood for seasonal or part time employment.

Women who wished to pursue the livelihood option were being actively supported by the SHGs in terms of procurement of raw material and marketing of finished products. The profitability of the activity had been improved upon by ensuring that the members could use community property/resources (especially the *Panchayat Bhawans*) for storing raw material and for manufacturing the final product.

The implementing partner has also been successful in ensuring that women from the community get their dues when it comes to access to government sponsored social security schemes. There is a 28.4 percentage point increase in the number of women with MGNREGA job cards. The comparison *Panchayat* reported a corresponding increase of 1.9 percentage points.

Figure 9: Percentage of household holding a MGNREGA job card – Bihar
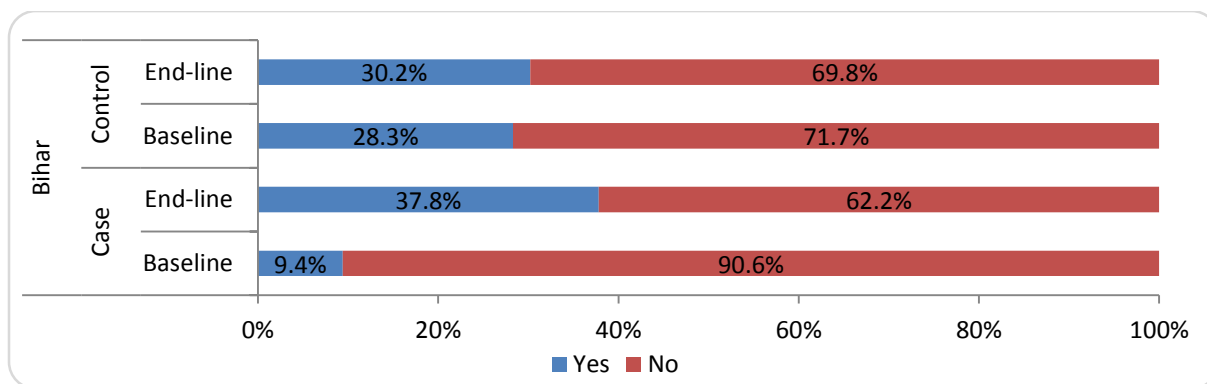
The limited success of the implementing partner's efforts towards creating livelihood opportunities for women can be attributed to women's limited desire to participate in the workforce. On an average, a couple in the *Panchayat* was noted to have six children and majority of the mothers preferred to be home makers. Their only point of participation in the workforce was to support their husbands in subsistence agriculture. The workforce participation for women in the intervention *Panchayat* was 37.0 percent (87.0 percent for men) and that for women in the comparison *Panchayat* was 31.0 percent (92.0 percent for men).

The average monthly income for women in both the intervention and comparison *Panchayat* was recorded to be INR 2,000 per month (same as the figures recorded during the baseline). Further, it is important to note that male family members on average recorded a higher average monthly income of approximately INR 4,000 a month. Given that the male members of the family provide for the family's needs and expenses, they continue to remain the deciding entity for key considerations such as source of livelihood and the need to migrate. This is seconded by the fact that 91.1 percent of the families that reported having migrated in search of work (over the past two financial years) said that the decision to migrate was taken by a male member from the family. The corresponding figure for the comparison *Panchayat* stood at 86.7 percent.

Jharkhand (Hurua Panchayat – Ranchi):

The intervention *Panchayat* in **Jharkhand** already had an existing network of SHGs which the implementing partner supported towards a greater degree of maturity. The partner has enabled the SHGs to develop a more meaningful role in the *Panchayat* by interlinking them with institutions that can provide vocational training to its members. However, the partner's role was restricted to facilitating this tie up. The partner also linked the SHGs to the local Agricultural Research Centre. Under this partnership, experts from the centre provided SHG members with training on mushroom farming and pisciculture.

The effectiveness of the trainings organized by the vocational training institutes and the Agricultural Research Centre are liable to scrutiny. Only 6.7 percent of the members of the SHGs reported having attended any of these training sessions. Further, very few households reported having used these trainings to improve upon or select their livelihood options.

The implementing partner reported that it had not worked towards helping the SHGs to leverage upon community property/resources as it did not find it to be an activity that would produce a meaningful output. However, the implementing partner did report efforts towards building the SHGs' capacity in terms of how it should reach out to the community in order to create fresh membership. These efforts have clearly resulted in an increase in the SHG membership. There has been a 17.2 percentage point increase in membership. Some of this increase can be attributed to the efforts of the implementing partner as the comparison *Panchayat* only recorded a 6.4 percentage point increase.

Figure 10: SHG Membership - Jharkhand
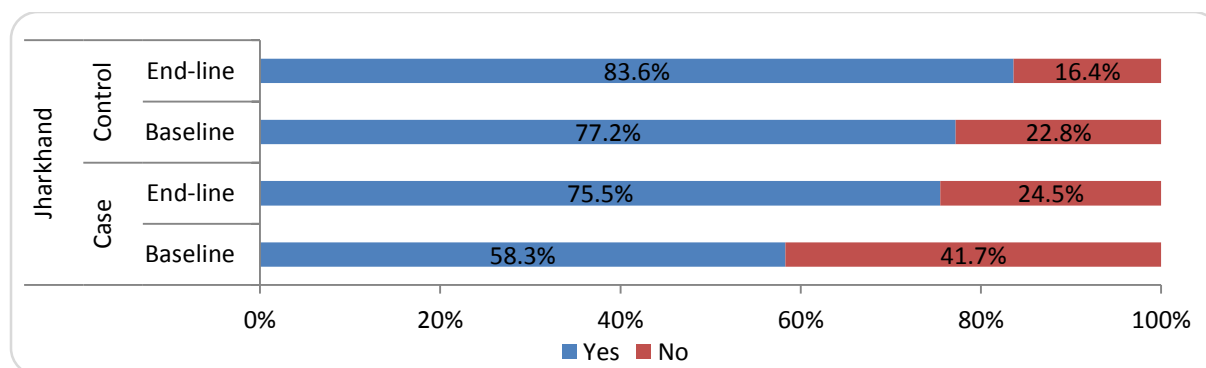
The members of the SHGs were found to be quite actively involved in its functioning. Compared to the baseline estimates of 88.2 percent; 98.3 percent of members reported that they were actively saving at and/or borrowing from the SHGs. However, just as in the case of *Jamuanwa Panchayat* in **Bihar**, the local PRI representatives in *Hurua* also expressed their inhibitions about the purpose for which funds were being borrowed from the SHGs.

Figure 11: Percentage of SHG members actively borrowing/lending from the same – Jharkhand
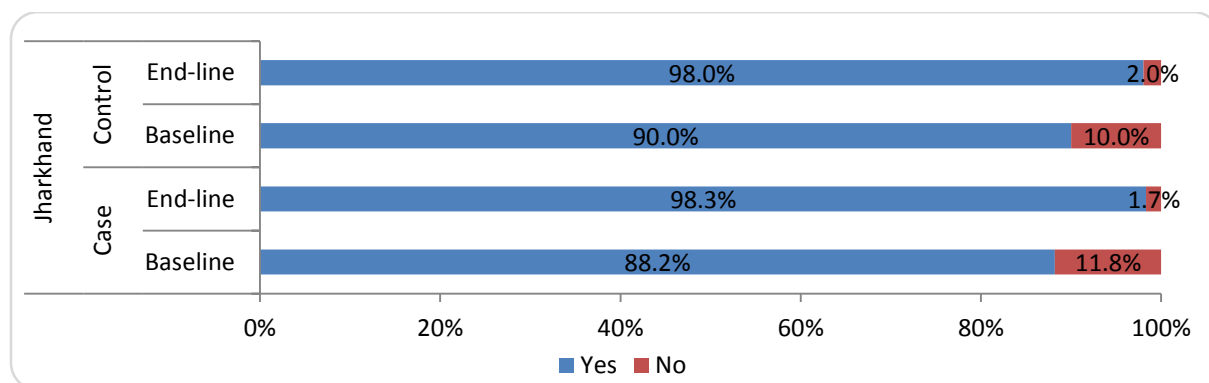
The intervention *Panchayat* presented a politically empowered landscape wherein, women from the community were actively asking the PRIs for their rights and entitlements. This is made evident by the fact that 70.6 percent of the women in the intervention *Panchayat* reported having a MGNREGA employment card. The corresponding figure for the comparison *Panchayat* stood at 59.3 percent.

Figure 12: Percentage of household holding a MGNREGA job card – Jharkhand
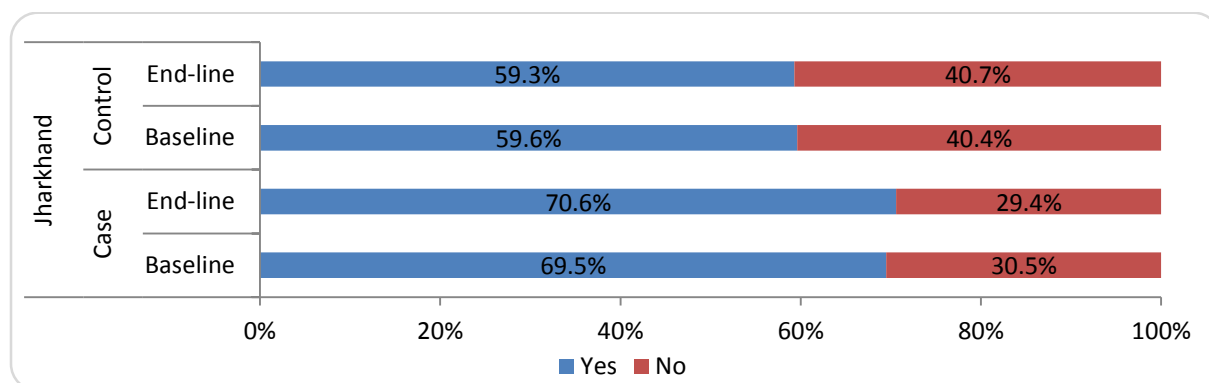
Women from the *Panchayat* were observed to be economically active. The workforce participation for women stood at 98.9 percent (98.6 percent for men). However, there was a clear gap between the average income of the women and men from the community. While the women workforce participants reported an average monthly income of INR 2,550 a month, the men reported a corresponding figure of INR 3,500 a month. The average monthly income estimates for the comparison *Panchayat* were observed to be in close proximity to the intervention *Panchayat* estimates. Further, there is no significant difference between the average monthly income estimates recorded at the baseline and those recorded at the end-line.

The economic landscape in *Hurua* clearly highlights that women from the community are usually underpaid when compared to the men from their families. As a result they often look for opportunities to migrate to other markets which provide them with a better compensation for their efforts. Further, the men from the community are usually responsible for taking decisions related to the family's livelihood choices. This is seconded by the fact that 85.2 percent of the families that had migrated in search of work (over the past two financial years) said that the decision to migrate was taken by a male member from the family. The corresponding figure for the comparison *Panchayat* was 91.7 percent.

Odisha (Ranpur Panchayat – Nayagarh)

Odisha does not provide evidence of an existing network of SHGs that are working towards women's socio-economic empowerment. The SHG network in the implementation *Panchayat* was largely defunct and had been reduced to a level of notional existence. The implementing partner reported that significant efforts were invested towards reviving the same through continuous handholding. The SHG network was revamped with the help of the project staff and membership drives were organized to strengthen its existence.

The implementing partner's efforts have resulted in a marked improvement in the membership at the SHGs. At the end-line, women from 86.1 percent of the households reported being a member of a SHG. This is an improvement of 52.8 percentage points over the baseline which simply overshadows any corresponding change in the comparison *Panchayat*. Women from 43.6 percent of households in the comparison *Panchayat* reported being a member of a SHG and some of them pointed out that the SHG in their village was trying to learn from the SHGs in the intervention *Panchayat*.

Figure 13: SHG Membership - Odisha
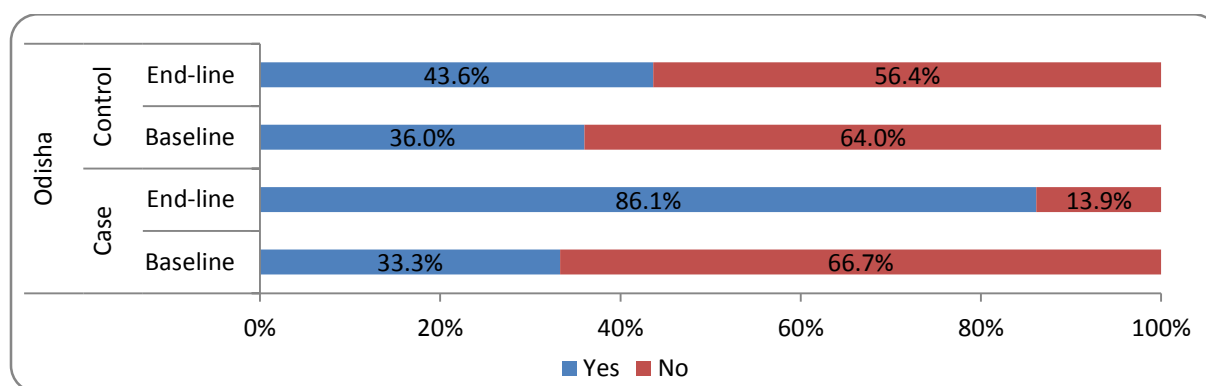
Further, the members of the SHGs were found to be quite actively involved in its functioning. Compared to the baseline estimates of 58.3 percent, 82.2 percent of members reported that they were actively saving at and/or borrowing from the SHGs. A number of women from the community reported that they had setup their own micro units based on the livelihood training provided by the implementing partner. These women also reported that they had used funds from the SHG to setup these units.

Figure 14: Percentage of SHG members actively borrowing/lending from the same – Odisha
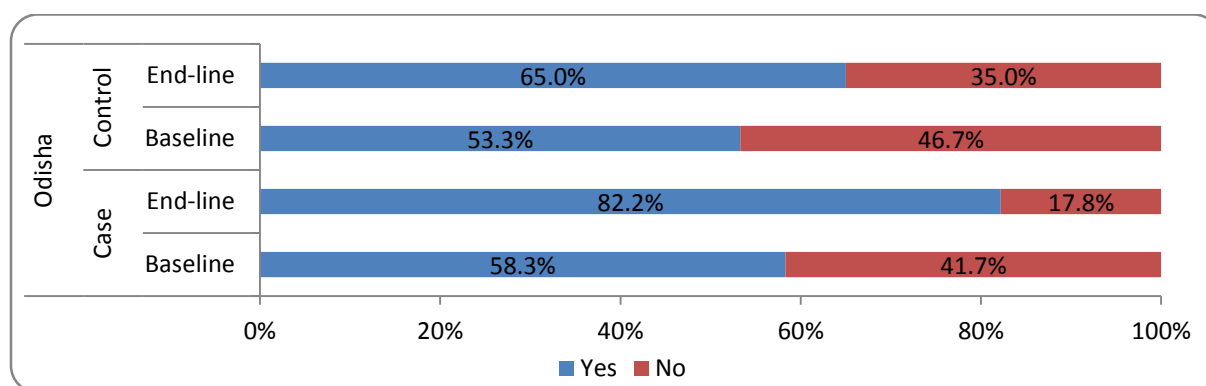
The SHGs were linked to the local Agricultural Research Centre. Under this association, the SHGs organized training workshops on poultry rearing, vegetable cultivation, mushroom cultivation and fish rearing. In addition to this, some of the girls from the community (not members of the SHGs) were provided the opportunity to attend vocational training workshops on candle making, paper bag making, incense stick making and tailoring. The success of these initiatives is clearly highlighted by the fact that approximately 60.0 percent of the SHG members reported having either directly attended or indirectly learnt from these training workshops. Further, a number of households reported that women from their family had started pursuing some of these livelihood options and this had led to an increase in the family's monthly income.

The SHGs have not yet been linked with a formal banking institution as they are still in a nascent stage of operation. The SHGs do utilise community property for hosting the aforementioned training programs/workshops and for carrying out the associated income generating activities.

The implementing partner has also been successful in ensuring that women from the community are able to access government sponsored social security schemes and livelihood opportunities. This is validated by the fact that there is a 19.0 percentage point increase in the number of women with MGNREGA job cards.

Figure 15: Percentage of household holding a MGNREGA job card – Odisha
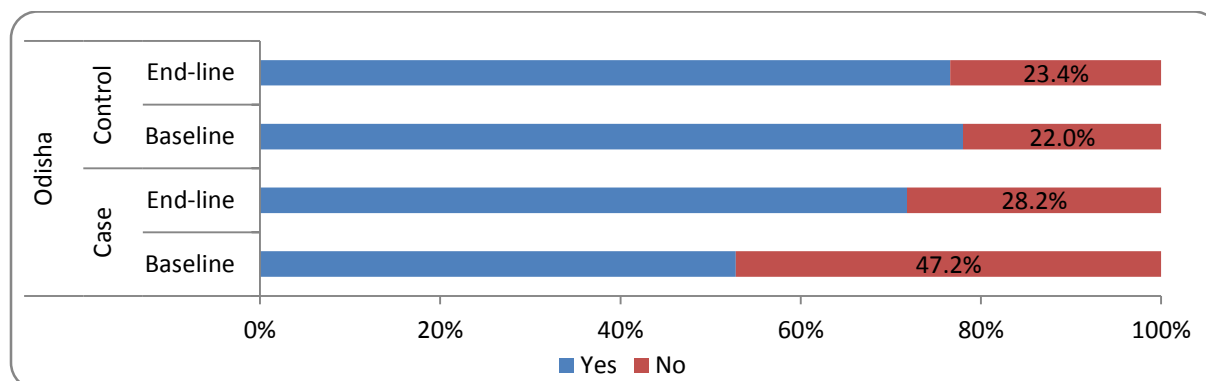
Women in the *Panchayat* are an active participant in the workforce (85.3 percent compared to 91.5 percent for men) and draw the same average monthly income as the men in their family (INR 3,250 per month). Any migration from the village is largely in search of higher paying livelihood opportunities in nearby metropolitan cities. The decision to migrate is usually a collective opinion of the family and 78.8 percent of families who said that they had migrated at least once during the previous two years, reported that the decision to migrate was taken by the family as a unit (and not by any specific individual from the family). The corresponding estimate for the comparison *Panchayat* stood at 77.6 percent.

West Bengal (Gopalganj – 24 South Parganas)

In **West Bengal**, the implementing partner reported that very minimal efforts have been invested towards this program component. The implementing partner reported that another entity was already working towards setting up a SHG network in the intervention and the comparison *Panchayat*. The *Panchayat* also had an existing SHG network that was established a decade ago and by now had largely become non-existent. The implementing partner's decision of not concentrating on this component largely rested on the fact that they did not want to replicate the work that was already being done by the other entity working in the *Panchayat(s).* It was also based on the fact that the most vulnerable in the *Panchayat* were not at risk because of economic factors but rather due to elements originating out of the prevalent socio-cultural

landscape.

As a result, the SHG membership in the intervention *Panchayat* is quite poor and is the least observed across all the *Panchayats* covered under the study. Women from only 43.3 percent of the households reported being a member of a SHG. In contrast the comparison *Panchayat* reported a corresponding figure of 47.2 percent.

Figure 16: SHG Membership – West Bengal
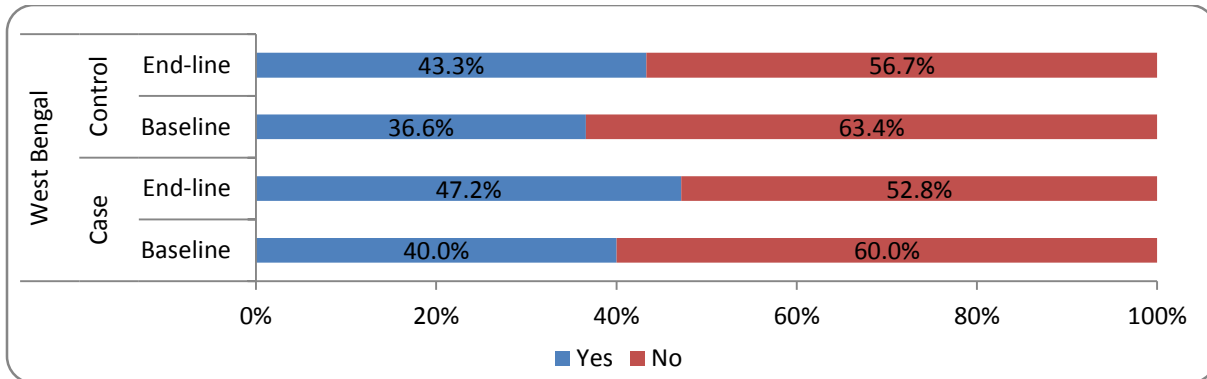
Further, only 48.1 percent of the members reported being active in saving at and/or borrowing from the SHGs. The comparison *Panchayat* reported a corresponding figure of 45.5 percent.

Figure 17: Percentage of SHG members actively borrowing/lending from the same – West Bengal
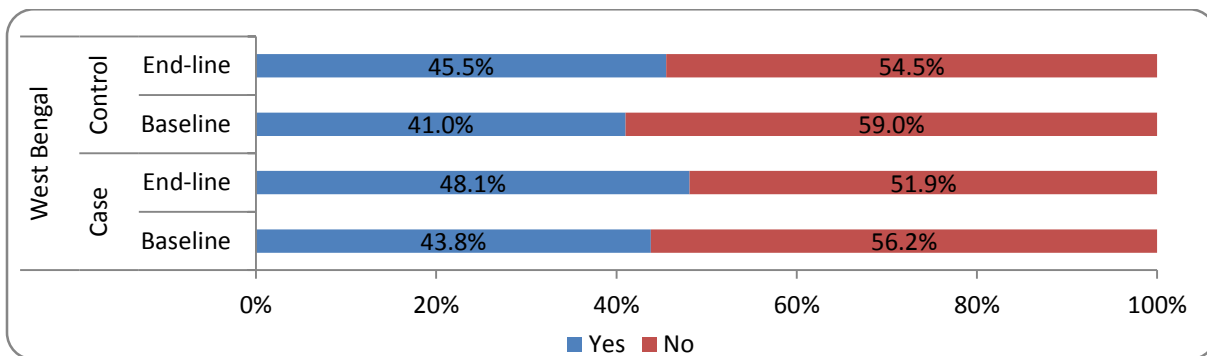
Given the implementing partner's limited focus on the livelihood opportunities and income enhancement components of the program, improvements could have been made towards enabling women to access government sponsored schemes and opportunities. In the intervention *Panchayat*, only 37.5 percent (34.4 percent in the comparison *Panchayat*) of the women reported having a MGNREGA job card.

Figure 18: Percentage of household holding a MGNREGA job card – West Bengal
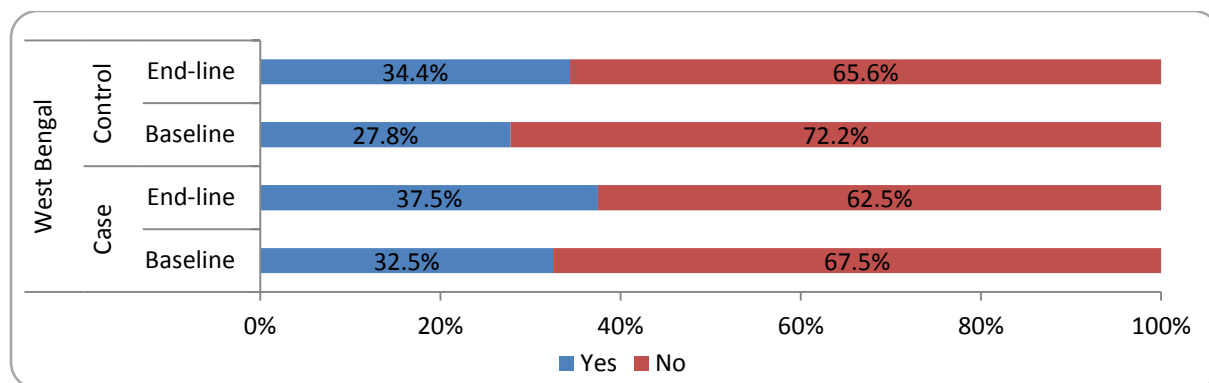
In the intervention *Panchayat,* the workforce participation rate for women is 71.1 percent (91.7 percent for men). In the comparison *Panchayat*, the corresponding figure stood at 65.9 percent (95.3 percent for men). Women in both the intervention and comparison *Panchayat* draw the same average monthly income as the men in their family (INR 2,000 per month). The workforce in these *Panchayats* is primarily working as casual labour and survives on daily wages. The family is usually engaged as a unit and the contractors usually deal with the male members from the family. As a result, cases where the husband/family abandons a woman/girl usually have both economic and cultural ramifications. In such cases, the women/girls are forced to migrate to nearby districts to work in the sex trade setup. They choose this route to livelihood as it is often the only option left available to them.

Rajasthan (Kothkhawda – Jaipur Rural)

Aware of the fact that a number of women/girls from the target village have already migrated to Mumbai to work as sex workers, the implementing partner has largely focused its work around the families of these women and girls so as to ensure that it can curb any such migration in the future. Given that the families send their daughters to Mumbai for the income that they can accumulate from working in this trade, the focus has largely been on creating livelihood opportunities for the residents of the village (men and women). The idea here is that if the families had access to alternative income generating activities, they might reconsider their decision of sending their daughters to Mumbai.

The village maintains a disparate stand on the rights and freedoms of their daughters and their daughters-in-law. While the daughters from the village are urged to join the sex trade in Mumbai, the daughters-in-law are largely expected to remain indoors and maintain '*Pardah*'[11] at any and all times. Access to livelihood opportunities are also expected to empower the daughters-in-law and have the potential to translate into a long term impact wherein they have a say in their daughters' future.

The implementing partner has provided the inhabitants of the village with access to a number of vocational training workshops/programs. Women from the village have been provided access to training on tailoring. On the other hand, men from the village have been provided with access to trainings on poultry, goat rearing, and agriculture. Further in order to ensure that the villagers are able to successfully utilise these training and use the same to create livelihood opportunities; the implementing partner has setup a revolving credit fund. The intervention *Panchayat* and comparison *Panchayat* did not report having an existing network of SHGs and the revolving credit fund was perhaps the most apt option available to fulfil the

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[11] It is the practice of preventing men from seeing women. This takes two forms: physical segregation of the sexes and the requirement that women cover their bodies so as to cover their skin and conceal their form.

villagers' need for access to finance.

The revolving credit fund is being concurrently managed by the *Rajasthan Mahila Samiti* and is being closely monitored and supported by the implementing partner. The fund is mandated to provide funds only to women from the village. However, the villagers reported that on a number of occasions, the women from the family borrow to provide funds to the male members from the family. These funds are largely being utilised to pursue livelihood options/opportunities. The implementing partner has provided a considerable thrust towards promoting livelihood opportunities in agriculture and allied sectors but has not sought to interlink the revolving credit fund with technical support from an Agriculture Research Centre.

The utility of the revolving credit fund is highlighted by the fact that women from 89.0 percent of the households reported that they are an active member of the same. The families in the comparison *Panchayat* reported having no access to such a fund or a SHG. Further 96.4 percent of the members reported having borrowed funds from the revolving credit fund (The huge gap between the baseline and end-line estimates can primarily be attributed to the absence of a revolving credit fund or SHG network at the baseline).

Figure 19: Percentage of revolving credit fund members actively borrowing from the same – Rajasthan
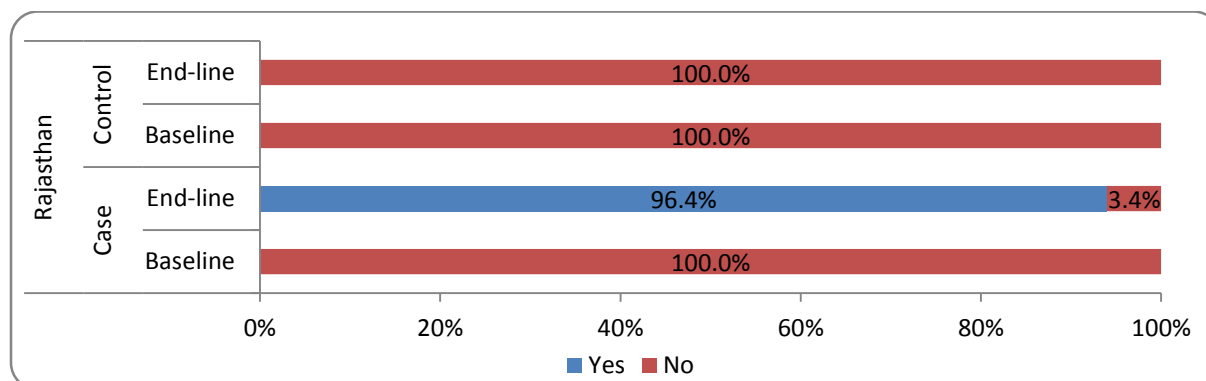
The *Gram Sabhas* are primarily the forum where individuals apply for PRI managed social security schemes. Members of the *Nat* community rarely attend *Gram Sabhas* and as a result hardly any of the families in the village reported having a MGNREGA job card. This is primarily because of the fact that the *Nat* community has traditionally been living in seclusion; detached from the mainframe society around their community. As a community, they should be looked as a subset of the society that holds very distinct socio-cultural beliefs.

Women in the *Panchayat* are an active participant in the workforce (95.9 percent compared to 95.2 percent for men) and draw the same average monthly income as the men in their family (INR 5,000 per month). This is a considerable improvement over the baseline estimates of 52.8 percent work force participation for women and 29.2 percent workforce participation rate for men. On the other hand, the comparison village has not seen any such change and the workforce participation rates are recorded at 46.4 percent for women and 32.8 percent for men. It is also important to note that at the baseline, both the intervention village and the comparison village had reported an average monthly income of INR 7,500 for women and INR 2,500 for men. The decrease in the average income reported for women is largely a result of the fact that the baseline computation was largely based on the income of the daughters who are engaged with the sex trade in Mumbai and the end-line computation factors in the income of the daughters-in-laws who have recently joined the workforce.

2.2.2. Awareness on Trafficking, Rights and Entitlements

The program component on 'livelihood opportunities and income enhancement' only contains activities and initiatives that seek to create an economic landscape which provides women/girls with access to well remunerating employment opportunities (in some cases men as well). An assessment of the effectiveness with which the implementing partners have delivered against this component provides mixed evidence. Further, there is a possibility that the opportunities created are not as lucrative as the livelihood options available to women (and in other cases families) if they were to migrate to other towns, cities or countries.

In the latter case, it becomes essential that these migrants have access to the information which they require to safeguard them from potential risk/harm and as a result enable them to reduce their vulnerability to getting trafficked. **The program component on 'awareness on trafficking, rights and entitlements' seeks to provide community with such awareness/information, so as to ensure that any outbound movement from the intervention *Panchayats* is necessarily in the form of safe and informed migration**. In this regard, the implementing partners were expected to on-board and **train a team of peer educators who could utilise multiple community mobilisation techniques and communication platforms to disseminate the required information to the households in the intervention *Panchayats*.**

The partners were provided with some relevant reference material by the UN Women staff but were expected to devise their own unique and innovative approach to delivering against this component. The idea here was to enable the implementing partners to select or create awareness material that best aligns with the prevailing socio-cultural landscape.

Andhra Pradesh (Pileru Panchayat – Chittoor)

Given that the 'most at risk' in *Pileru* are the women migrating overseas (Middle East) in search of employment opportunities, the implementing partner chose to build a team of peer educators that solely consists of women who have returned home after working overseas. The team comprises of women who had migrated overseas and were forced to work under adverse or inhumane conditions. These women have been assembled into a collective voice, which the implementing partner utilises to spread awareness about the risks involved with migrating overseas. Further, the implementing partner also tried to supplement the peer educators' efforts by broadcasting critical information/knowledge on the community radio.

The peer educators were got on board due to the experience and practical insights that they could share with the target audience. However, the implementing partner had to work towards building their capacity to be an effective medium of change. For this purpose, multiple trainings were held for the peer educators. Given the peer educators' background, the implementing partner largely focused on training them towards holding group interactions and towards using counselling techniques to work one on one with the 'most at risk'. They were never expected to work under the traditional model of door-to-door information dissemination. However, this could have improved the performance under this output.

Case Study

Harza Bibi (name changed) is a peer educator attached to the program in Pileru. Being a survivor of trafficking, Harza promises to continue to perform her duties even post program completion. During her discussion with the Evaluation team, Harza recalled and narrated the hardships she faced while working in the Middle East. She informed the interviewer that she was regularly harassed and beaten by the family who had employed her. She said that they would dictate how she would dress up and would not allow her to leave the premises. Harza has already held one on one counselling sessions with about ten women who

were about to migrate overseas in search of work. She reports that out of these ten, she has been able to dissuade three from going ahead with their plan.

Evidence from the field suggests that the peer educators have been less effective in reaching out to the intended audience. Women from 60.0 percent of the households in the *Panchayat* reported having received any information on safe migration, of which only 34.3 percent reported having received the information from the peer educators.

Further, women from only 12.4 percent of the households reported having received any training/information on trafficking and VAW and of these only 28.6 percent could recall any content from the training. Similarly, women from only 1.2 percent of the households reported having received any training/information on their rights and entitlements and of these only 50.0 percent could recall any content from these trainings.

Bihar (Jamuanwa Panchayat – Gaya)

In **Bihar**, the implementing partner has built a team of peer educators under the philosophy of working with the most proactive and outspoken men and women from the community. The peer educators were expected to be individuals who were fairly visible to the community. In a number of instances, these individuals are from somewhat influential families of the village. They were selected from a large pool of 400 community members who had congregated during a *Gram Sabha*[12]. They were selected under joint consultation with the PRI representatives. The team was kept gender balanced in order to ensure that the peer educators are able to interact with both genders. This was considered important because of the consideration that in *Jamuanwa*, it is usually the men in the family who take any decisions related to migration.

In order to ensure that all the peer educators possess the capabilities required to deliver against their responsibilities, they were provided with a two day capacity building workshop. This workshop was directed towards providing the peer educators with the material/content that they would need to understand the issues on which they were expected to engage with the community. However, they were not provided with any training on the approach that they should adopt to disseminating this content to the members of the community.

Interactions with the peer educators revealed that many of them were not very clear about their roles and responsibilities and many others had a very limited understanding of the issues that they were expected to cover. Their limited ability to work with the community members was made clear by the fact that out of the 41.1 percent of the women who said that they had received training/information on the topic of safe migration; only 32.8 percent said that they had received this information from peer educators.

Further, women from only 23.5 percent of the households reported having received any training/information on trafficking and VAW; and of these only 23.6 percent could recall any content from the training. Similarly, women from only 9.3 percent of the households reported having received any training/information on their rights and entitlements and of these only 40.0 percent could recall any content from these trainings. This clearly highlights that the peer educators have not been able to reach out to a sizeable population of the *Panchayat* and have not been able to effectively communicate the message that they were supposed to deliver.

Jharkhand (Hurua Panchayat – Ranchi)

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[12] Gram Sabhas are formal meetings/consultations organized by the local self-governance setup representatives (village level)

In **Jharkhand**, the implementing partner built a team of peer educators which comprised of young girls from the intervention *Panchayat*. Here, the idea was to get on-board and train peer educators who would be acceptable to the community and will be able to effectively reach out to adolescents and young girls (who can be considered the most vulnerable). A few of the peer educators had experience of working with the implementing partner on previous projects and assisted in the identification and on-boarding of the other peer educators.

The peer educators were trained and groomed by resource persons from the implementing partner's core unit of professionals. One day training was organized to provide the peer educators with the material and knowledge required to effectively deliver against their duties. Subsequent refresher trainings were organized to address any issues that the peer educators were facing in reaching out to the target audience. The training mechanisms can be considered effective as the peer educators were noted to be well informed of their responsibilities and could clearly recall key information from the trainings. The peer educators in this *Panchayat* were the only ones who reported apt usage of the concept of information dissemination through setting up of peer groups. They also reported that they were organizing weekly meetings/interactions with their peers.

Their effectiveness is highlighted by the fact that of the 60.7 percent of women who reported having received information on safe migration, 88.9 percent reported having received the same from a peer educator. Further, women from 48.1 percent of the households reported having received training/information on trafficking and VAW and of these 75.6 percent could clearly recall content from the training. Similarly, women from 34.6 percent of the households reported having received training/information on their rights and entitlements and of these 76.8 percent were able to clearly recall the content from these trainings. This clearly highlights that the peer educators have been able to reach out to a sizeable population of the *Panchayat* and have been able to effectively communicate the message that they were supposed to deliver.

Case Study

Fulwa (name changed) is a part of one of the poorest families in her village. Her family is currently living under considerable debt and has been finding it difficult to repay the same. Against this economic backdrop, her sister-in-law pressurized her to take up the job of a domestic help at a household in Calcutta. Although Fulwa's parents were not in favour of her migrating to another State, they agreed to the arrangement as they needed the funds. Upon getting to know about the situation, the peer educators approached the family and tried to counsel them. They took the support of PRI members to build community pressure and were able to convince Fulwa's parents that it would be wiser to let her continue with her studies.

Odisha (Ranpur Panchayat – Nayagarh)

Similar to **Jharkhand**, the implementing partner in **Odisha** built a team of field researchers that primarily comprised of young girls from the intervention *Panchayat*. However, in **Odisha** the team of peer educators also selected a few young boys. The idea behind having a team with representation from both the genders was to ensure that the peer educators were also able to effectively reach out to the men in the community. The peer educators were selected through community meetings where some of the most vocal and open minded individuals were selected to carry out the responsibility. Another distinct attribute of the peer educators in the Ranpur *Panchayat* was that they were supporting the implementing partner in disseminating information related to the local SHG network.

In order to ensure that the peer educators are effective in delivering against their duties and responsibilities, the implementing partner provided them with three distinct rounds of training. The first round of training primarily focused on providing them with the material and information required to disseminate information on issues related to safe migration, trafficking and VAW. The second round of training focused on training them towards motivating girls from the community to take up income generating activities (being supported by the project). The third and final round of training largely focused on motivating women to continue their association with the SHGs post project completion.

The peer educators' focus on motivating women and girls to take up membership of SHGs and/or income generating activities has been quite effective. As observed in the previous sub-section, the Ranpur *Panchayat* has provided evidence of high effectiveness on activities related to 'Livelihood Opportunities and Income Enhancement'. However, this focus seems to have negatively affected their work on their other roles and responsibilities. Only 16.1 percent of the women in the *Panchayat* reported having received any information on safe migration and of the same, only 33.3 percent reported having received the information from a peer educator.

Similarly, women from only 7.4 percent of the households reported having received training/information on trafficking and VAW. Further, women from only 4.3 percent of the households reported having received training/information on their rights and entitlements and of these, only 26.8 percent were able to clearly recall the content from these trainings. This clearly highlights that when it comes to these issues, the peer educators have not reached out to a sizable population and have not been effective in delivering the required information.

West Bengal (Gopalganj – 24 South Parganas)

In **West Bengal**, the implementing partner built a team of peer educators who are survivors of trafficking. Eleven of the fifteen peer educators are survivors of trafficking and have been associated with the implementing partner through its work in the red light areas in the State. The team was built on the premise that the survivors of trafficking will be the most passionate about working of the subject.

In order to ensure that the peer educators are effective in delivering against their responsibilities, the implementing partner provided the team with an orientation workshop where they were trained to disseminate information on subjects such as trafficking, girl child education and child marriage. However, the peer educators were noted to be holding interactions that largely focused on their experiences and did not venture into the content that the implementing partner had shared with them in the orientation workshops.

Evidence from the field suggests a moderate reach and effectiveness of the peer educators. Women from 42.3 percent of the households reported having received information on safe migration and of these 81.1 percent reported having received the information from a peer educator. Further, women from only 22.2 percent of the households reported having received any information on trafficking and VAW. However, it is important to note that 88.9 percent of these women were able to recall key information from the interactions with the peer educators. Few women reported having received any information on their rights and entitlements (because the peer educators did not work towards disseminating information on this component).

It can be concluded that while the peer educators have been effective in communicating the information they were entrusted to disseminate, they have had a very poor outreach.

Rajasthan (Kothkhawda – Jaipur Rural)

The implementing partner selected the peer educators at the time when it was carrying out an independent baseline survey in the intervention village. Community members who seemed enthusiastic and outgoing and had prior experience of working in the community through other local NGOs and CBOs were shortlisted to be a part of the group. Given the need for a large enough team and given the lack of suitable candidates available in the intervention village, some peer educators were selected from the villages adjacent to the intervention site.

The peer educators were trained through a series workshop covering issues such as life skills, social welfare schemes, HIV/AIDS, malnutrition, formation and functioning of SHGs and importance of girl child's education. However, given the context under which the women/girls from the community are migrating, the peer educators were not asked to hold interactions on safe migration and trafficking. All the households reported that they had received information on the aforementioned subjects and all of them were able to easily recall the content covered under the interactions. The peer educator's effectiveness can be primarily attributed to the size of the target population. Given that they were expected to only cover a village of approximately 100 households such high reach and effectiveness was likely.

The implementing partner restrained itself from deploying the peer educators to disseminate information on safe migration and trafficking and VAW because there was still some ground to cover in terms of gaining the trust of the community. The implementing partner had originally planned to do this towards the latter half of the project lifecycle but could not enter this phase as the project time period was reduced by a year.

2.2.3. Surveillance and Security at Source

The program was designed under the implicit assumption that not all individuals in the community can be effectively covered by the peer educators. Further, even if all individuals receive the information they require to safeguard themselves, there is a possibility that some of them will choose to ignore the information and therefore remain vulnerable to getting trafficked. In order to ensure that these individuals can be identified and be provided with immediate help (if they are about to or have fallen victim to elements that intend to exploit them), **the program had developed a set of activities under which the implementing partners would set up, operationalize and capacitate a *Panchayat* level vigilance committee. The vigilance committee was expected to comprise of opinion leaders and influential individuals from the community who would watch over the community, safeguarding it from such negative elements.**

In order **to ensure that the vigilance committee members are able to deliver** against the aforementioned responsibility, **the implementing partners were expected to connect them to the local police post, PRI representatives and district level government officials**. The idea was to arrest any suspicious activity in their village/community, by utilizing their network to immediately mobilize a response

to the same.

The implementing partners were entrusted with the following responsibilities:

► Devise **a strategy to establish the connect** between the vigilance committee and the other key institutions

► **Innovate on the methodology used to enhance the capacity** of the committee members.

As a result, the effectiveness and the utility of these committees were expected to be a direct result of the efforts that the implementing partners would invest into designing and deploying them.

Andhra Pradesh (Pileru Panchayat – Chittoor)

In **Andhra Pradesh**, the implementing partner formed a vigilance committee which is based out of the existing network of SHGs. The SHGs have an extremely strong presence in the community and are one of the most vocal and mobile groups in each village. In this case, the vigilance committee was designed to operate as a women's pressure group which would single out and challenge any instances of VAW. Further, the vigilance committee members were expected to identify women who were considering migrating overseas and involve the peer educators in counselling them to either detract them from migrating or inform them to migrate under proper safeguards.

This approach has been quite effective and this was highlighted by the fact that *Pileru* recorded the maximum visibility of the vigilance committee and its members. Women from 68.3 percent of the households reported being aware of the vigilance committee and knew at least one of its members. Further 68.1 percent of these respondents reported being aware about the role that the vigilance committee members are expected to play in safeguarding the women in the community.

The implementing partner also reported significant progress towards developing the capacity of the legal and judicial machinery in the intervention *Panchayat*. A connect has been established with the Assistant Superintendent of Police (ASP), Women Protection Officers (WPO) and the Child Protection Officer (CPO). The vigilance committee members and peer educators have been linked to WPOs and have been asked to reach out to them in case they need support while intervening in a case involving VAW or a potential case of human trafficking. The WPOs openly supported the implementing partner's claims that such links were present and being actively utilised. They said that they viewed the vigilance committee as an extended arm that could help them in maintaining surveillance over the community for any crimes against women.

The implementing partner had tried to work on a set of activities to encourage community members to use *Lok Adalats* and District Legal Service Authorities (DLSA) to address trafficking issues so as to ensure speedy justice delivery. However, the implementing partner has not reported much of success on these activities.

Case Study

Niramma (name changed) has a daughter who has a severe visual impairment. Her husband had been coaxing her to take up the job of a domestic help at a household in the Middle East. He felt that through this route the family would be able to earn and save enough for a surgical correction operation for their daughter's impairment. Niramma is a member of the local SHG network (also the vigilance committee) and when the other members got to know about her situation they immediately developed a plan of action. The

SHG provided Niramma's family with an interest free loan of INR 40,000 so as to enable her daughter to undergo the much required corrective surgery. Further, they got her engaged with the tailoring unit setup through the implementing partner's support. The idea here was that she would be able to gain an improved income through the tailoring unit and would be able to utilise this money to repay the loan.

Bihar (Jamuanwa Panchayat – Gaya)

In **Bihar**, the implementing partners built a vigilance committee that comprises of SHG members, PRI representatives, Accredited Social Health Activists (ASHAs), and Anganwadi Workers (AWWs). The team was designed to hold individuals who are highly visible in the community and interact with community members on a day to day basis. These attributes were held important as these individuals were expected to use these interactions and their network in the community to identify any instances where a community member was about to enter into a situation where he/she could be exploited by an individual or entity.

In order to ensure that the vigilance committee members were effective in helping with the safety and security of the individuals in the community, the implementing partner directly linked them to the police. The vigilance committee members reported that this link enables them to confidently step in and intervene in situations where a member of the community is being exploited by individuals from either within or outside the community. They reported that they all had the Station House Officer's (SHO's) contact coordinates and could directly reach out to him in case they needed police intervention.

Further, the implementing partner had provided the members with training on how to identify early warning signals that could help them in preventing a community member from falling prey to malicious elements. They were also trained on how to expediently mobilize the community to support them in case the situation was observed to be getting out of hand.

The SHO reported that his department had started viewing the vigilance committee as an extended arm that helps it in keeping surveillance on the community.

The effectiveness of the aforementioned approach to building and deploying vigilance committees is highlighted by the fact that members from 61.1 percent of the households in the community reported that they were aware about the existence of the vigilance committee and its members and 84.8 percent of these respondents reported being aware of the role that the committee members are positioned to play in the community.

The implementing partner has also been successful in ensuring that the local judicial systems get attached to the project. The partner is actively supporting in the organization of the *Panchayat* level *'Vidhik Jagrukta Civil'* meetings which are essentially a platform where PRI representatives, field workers of various government programs (ASHAs, AWWs and School Teachers), police officials and the district magistrate visit the *Panchayat* to interact with community members to understand and respond to their concerns. The implementing partner has ensured that the meetings take place as per schedule and trafficking and VAW are necessarily covered as an agenda item.

Case Study

Last year, Ghanshyam (name changed) had migrated to **West Bengal** to work at a brick kiln. The village *Sarpanch* had listed him as a migrant in the register maintained at the *Panchayat* level. When Ghanshyam did not return by the date of return that he had shared with the *Sarpanch*, a PRI member was sent to his home to enquire about his whereabouts. His parents informed the PRI member that they had not heard

from Ghanshyam in over a week. The *Sarpanch* with the help of the police reached out to the police post nearest to the location which Ghanshyam had migrated to. Upon enquiry, the local police post informed the *Sarpanch* that Ghanshyam had met with an accident at the brick kiln and had been admitted to the nearest district hospital. From here on, the PRI members got into action, they arranged for Ghanshyam to be brought back home. They also ensured that the brick kiln owner pays a suitable compensation to Ghanshyam and his family.

Jharkhand (Hurua Panchayat – Ranchi)

In **Jharkhand**, the implementing partner built a vigilance committee that comprised of members from civil society, state government officers, police authorities, and PRI members. The idea was to ensure that the committee includes members from the grassroots all the way to the decision making entities that are responsible for the community's safety and prosperity. This approach was largely built on the assumption that the presence of these multiple entities would provide for a clear chain for the escalation and resolution of issues.

The implementing partner could not provide much of detail on any initiatives that its staff took to capacitate the members towards performing their role. This is perhaps why the various committee members were also not able to provide a clear understanding of their tasks and responsibilities. Further, the vigilance committee members living amongst the community have not worked with an approach of openly introducing themselves to the community but have rather chosen to act as a surveillance setup that simply escalates incidents to a relevant entity.

As a result, the vigilance committee is noted to have very low visibility in the *Panchayat* and only 41.1 percent women of the village reported being aware of the existence of a vigilance committee. Further, only 3.0 percent of the respondents reported a clear understanding of the role that the committee was expected to play in the community.

The implementing partner has not worked towards building any specific linkages between the project and the judicial system. No capacity building workshops were held for the police officials or officials from the district magistrate's office. However as noted earlier, the implementing partner did involve these officials within the core of the vigilance committee. Therefore, it can be assumed that a link exists between them and the community.

Odisha (Ranpur Panchayat – Nayagarh)

Similar to the approach adopted in **Jharkhand**, the implementing partner constituted a vigilance committee comprising of members from civil society, state government officers, police authorities, and PRI members. The rational for using this approach to constitute the committee closely resembled the logic used in **Jharkhand**. The implementing partner organized a training session to inform the members of their roles and responsibilities. The partner also put in place a system where its staff would provide the vigilance committee members with concurrent support to address any challenges they might face while delivering against their tasks and responsibilities.

The vigilance committee members were noted to be well aware of their roles and responsibilities and could clearly articulate how they were expected to collectively intervene in situations which seek an action from their end. However, the implementing partner has not been very successful in supervising the committee's work and this is backed by the fact that women from only 39.3 percent of the households reported being aware of the existence of the committee. Further, only 12.1 percent of these women were able to elaborate

upon the role and responsibilities of the committee.

Similarly to **Jharkhand**, in **Odisha** the implementing partner has carried out limited activities towards building any specific linkages between the project and the judicial system. Limited capacity building workshops were held for the police officials or officials from the district magistrate's office. However as noted earlier, the implementing partner did involve these officials in the core of the vigilance committee. Therefore, it can be assumed that a link exists between them and the community.

West Bengal (Gopalganj – 24 South Parganas)

In **West Bengal**, the implementing partner constituted a vigilance committee that included PRI representatives, school teachers, peer educators, local NGO representatives, and women from the community. The committee was constituted to ensure that it held members from all the key institutions that hold an influence in the lives of the community members. The implementing partner reported that the members were exposed to a one day workshop in order to ensure that they were able to understand the issue of trafficking.

As per the implementing partner's records, the vigilance committee has not been holding any regular meetings. The partner has also allowed them to work without providing corrective recourse and has not directly supervised their work. As a result, women from only 16.1 percent of the households were aware of the existence of the committee. Further, only 11.5 percent of these respondents reported being aware of the committee's roles and responsibilities.

In **West Bengal**, the implementing partner organized a capacity development workshop wherein twenty five local police personnel were provided with the information required to effectively handle cases of human trafficking (under a gender sensitive approach). The content of the workshop covered issues of trafficking of women and girls, their effect upon these individuals, and the role that police can play in rehabilitating them. However, no efforts were reported towards engaging with the *Nyaya Samitis*, *Nayaya Parishads* or with the District Magistrate's office.

Rajasthan (Kothkhawda – Jaipur Rural)

In **Rajasthan**, the implementing partner constituted a committee that consists of the sub-divisional Magistrate (SDM) of *Chaksu* Block, PRI members, NGO representatives, peer educators, AWWs, and SHO of the local police station.

The implementing partner organised a meeting with the members to officially induct them in the committee and orient them on their roles and responsibilities. The members were expected to primarily work towards strengthening the linkages between the community and various government schemes as well as the public distribution system. They were not expected to work according to the typical role that the program had identified for the vigilance committee members. Further, their role was recorded to be very similar to that being played by the peer educators.

The vigilance committee was successful in engaging with the community on the issues/domains they were expected to cover. Women from 63.0 percent of the households reported being aware of the existence of the vigilance committee and 84.1 percent of these respondents were able to demonstrate a basic understanding of the reasons for the committee's existence. However, the committee's effectiveness in terms of outreach can also be attributed to the size of the target population.

In **Rajasthan**, the implementing partner has constituted a vigilance committee that consists of local police

officials, PRI representatives and sub-divisional magistrate. They have not been provided with any training or capacity building support that can help them in challenging the incidence of unsafe migration or help them in curbing cases of trafficking. This is largely because the implementing partner has so far refrained from engaging with the community on these issues. The connect between the program and all these key judicial entities was solely established to ensure that they work towards providing the community with access to relevant social security schemes and the public distribution system.

2.2.4. Community Mobilisation and Participation

The community is perhaps the most important element in a family's social network. It is a support structure that is built by the members and that works for their benefit. It is imperative that any program /project that attempts to work with the community must necessarily engage with the community leadership. The community leadership herein refers to both the elected representatives and the non-elected opinion leaders. Engaging with the community leadership is also expected to play a critical role towards ensuring the sustainability of a program's efforts and impact. The program and the various activities being undertaken as a part of the same can be institutionalized if successfully transferred to these community institutions.

In line with this approach, **the implementing partners have reported considerable efforts to engage with the PRIs in the intervention *Panchayats*.** However, the bulk of the work done with these institutions is restricted to building their capacity to deal with the safety and security of the community members (specifically women) in the following terms:

► Protecting and safeguarding the rights of the community members.

► Enabling members to access their entitlements.

► Checking cases of Violence against Women (VAW).

► Checking unsafe migration and the associated threat of human trafficking.

None of the partners reported efforts towards building the capacity of these institutions towards developing a gender sensitive perspective to their conduct and operations. They have not worked towards building their capacity on gender sensitive planning and budgeting or towards developing gender considerate village development plans. They have also not worked towards building their capacity to carry out and utilise community wide social audits.

Andhra Pradesh (Pileru Panchayat – Chittoor)

In **Andhra Pradesh**, the implementing partner has worked with the PRI representatives and provided them with training on their responsibilities to address the problem of trafficking. The training was directed towards capacitating the PRIs to make a difference in the lives of victims and those vulnerable to trafficking through timely intervention.

The implementing partner has held monthly meetings with the fourteen *Panchayat* representatives to discuss the role the PRIs can play in identifying and combating trafficking and in reintegrating survivors into the community. Further, these discussions and their outcomes were communicated to the community at large via a series of village level meetings.

The effectiveness of these interactions is highlighted by the fact that the PRI representatives have actively helped the implementing partner with the activities under the 'Livelihood Opportunities and Income

Enhancement' component of the program.

Bihar (Jamuanwa Panchayat – Gaya)

In **Bihar**, the implementing partner conducted a two-day training to build the capacity of PRI representatives (especially women representatives). The training focused on the issue of trafficking and how the PRIs can support and at times own the activities of the program in order to ensure the safety and security of the most at risk in their *Panchayat*.

Issues of trafficking and VAW were made integral to the agenda of all PRI meetings. Further, as noted earlier, PRI members were linked to the vigilance committees and urged to support any action the committee takes to protect community members from any malicious elements from within or outside the community. Being an integral part of the *'Vidhik Jagrukta Civil'* meetings, the PRIs were encouraged to actively disseminate information on their role in providing the community with access to their rights and entitlements (especially government sponsored social security schemes).

The most notable achievement of the implementing partner's work with the PRIs is that the *Panchayat* now maintains a register (with the help of the vigilance committee) that tracks the movement/migration of families from the village. The register is used to actively follow up on the safety and security of the families whilst outside the *Panchayat* and used to quickly identify cases where individuals/families have gone missing. Information from this register is regularly shared with the local police post. In cases where people are suspected to have gone missing, the *Panchayat* actively works with the police to try and trace the whereabouts of these individuals.

Jharkhand (Hurua Panchayat – Ranchi)

In **Jharkhand**, the implementing partner has organized various activities that could help in building the PRIs awareness of gender and trafficking concerns. A one-day *Panchayat* level dissemination workshop was held to ensure that the PRI members are provided with the information that they would need in order to play an active role in prevention of trafficking in their *Panchayat*.

The implementing partner also organized a one-day district-level consultation workshop (in the program *Panchayat*) which brought together members from civil society, NGOs, Police and Women's Commission, UN Women representatives, and community workers to a common platform to discuss the issue of trafficking. The objective of this consultation workshop was to arrive at a common agenda to deal with the incidence of trafficking in the area.

However, the implementing partner did not present any details on an approach or activity through which it was making an attempt to build the capacity of the PRIs in the intervention *Panchayat*. The PRI representatives were able to provide a basic understanding of the program and its various components but did not report being actively engaged with any of these components.

Odisha (Ranpur Panchayat – Nayagarh)

In **Odisha**, the implementing partner has held a number of meetings with the PRIs to apprise them of the work being done in the community. These meeting have enabled the implementing partner to utilise the PRIs knowledge about the community and identify the most at risk/vulnerable. The meetings have also enabled the implementing partner to encourage the PRIs to actively work towards providing the community members with access to government sponsored social security schemes.

However, the implementing partner has not reported any efforts towards building the PRIs capacity towards dealing with the issues of trafficking and VAW in their *Panchayat*.

West Bengal (Gopalganj – 24 South Parganas)

In **West Bengal**, the implementing partner had organized a capacity building workshop for local government representatives and twenty two representatives from the *Panchayat*. The workshop included an orientation on trafficking and its effect on young girls and women. The objective of the workshop was to encourage PRIs to actively support survivors of trafficking. However, the PRI could not provide a thorough recollection of the issues covered under the capacity building workshop.

The implementing partner has linked the PRIs to the project activities and PRI members are an integral part of the vigilance committees. However, this is the only activity where the PRI members have been actively engaged by the implementing partner.

Rajasthan (Kothkhawda – Jaipur Rural)

The implementing partner in **Rajasthan** has held a training workshop with twenty five elected representatives from the *Panchayat*. A joint capacity building session was held to bring together members of Community Based Organizations (CBOs) and PRI members so as to develop a multi-pronged strategy to control migration from the village. The training covered various topics including details of the program, its objectives, activities and expected outcomes. The implementing partner also worked with the PRIs to device strategies to bring the *Nat* community into the manifold and guarantee to them access to government sponsored social security schemes.

The implementing partner also organized a training workshop aimed at developing the capacity of the CBOs and PRIs towards making gender concerns a part of their operational agenda. The topics discussed included the social, economic and political empowerment of women in the community and the role of *Panchayats* in providing services that the community, and especially women, are entitled to receive.

However, it is important to note that the focus of the discussions with the PRIs was mainly on socio-economic issues. The topics of trafficking and safe migration were rarely touched upon.

Conclusion

Under the 'Livelihood Opportunities & Income Enhancement' component of the program, there is mixed evidence in terms of the effectiveness with which the implementing partners have been able to operationalize and support networks of SHGs and/or provide vocational training support to women/girls from the communities. The intervention *Panchayats* which reported successful implementation against this program (**Andhra Pradesh** and **Rajasthan**) component also reported an increase in the aggregate income levels for women/girls and in some cases, an increase in workforce participation for women.

The program has been limited in effectively delivering against the 'Awareness on Trafficking, Rights and Entitlements' components. Only **Jharkhand** and **Rajasthan** reported high visibility and reach of the peer educators. In **Andhra Pradesh**, the peer educators were noted to have had a very limited reach but the implementing partner had supplemented their efforts through awareness campaigns via community radio.

The implementing partners in **Andhra Pradesh**, **Bihar** and **Rajasthan** have been able to setup effective

and highly visible vigilance committees. In these states, the community in the intervention *Panchayat* reported being aware of the vigilance committees existence and its roles & responsibilities. Further, In **Andhra Pradesh**, **Bihar** and **Jharkhand**; the implementing partners have been able to build the capacity of officials from the local police posts. They have been able to build a link between the community, the vigilance committees and the local police post; ensuring that the community members under duress are able to reach out to these institutions. As a result, it can be concluded that the program has been effective in working on the 'Surveillance and Security at Source' component of the program.

The program has been least effective in delivering against the 'Community Mobilization and Participation' component and none of the implementing partners have reported efforts towards delivering against all the activities as envisioned under this component. While all the implementing partners have made efforts to include the PRIs in their project activities; they have not reported efforts towards building the PRIs capacity to work with a more gender sensitive approach.

2.3. Efficiency

The model/method of concurrent monitoring that UN Women has utilised to keep a check on the financial utilisation of the grants it had provided to the implementing partner revolves around the budgets it had agreed upon with the same. An analysis of the final grant utilization statements submitted by the implementing partners reveals that almost all of them were able to fully utilise their grants and that they were able to do so while adhering to the specific line items under their budgets. The variance (difference between the amount budgeted and the amount actually spent/utilised) has been reported to be within the threshold of +/- 2.5 percent.

The average amount kept aside (and utilised) for salaries of key staff and technical experts has been roughly 25.5 percent of the overall budget for each project; with CECOEDECON (**Rajasthan**) having set aside the smallest quantum of funds for this budget head (14.4 percent) and CBATN (**ODISHA**) the highest (26.4 percent). The average amount kept aside (and utilised) for administrative expenditure and equipment has been roughly 13.5 percent of the overall budget; with CECOEDECON (**Rajasthan**) having set aside the smallest quantum of funds for this budget head (6.2 percent) and FXB Suraksha (**Jharkhand**) and CBATN (**Odisha**) the highest (17.5 percent).

Andhra Pradesh (AID India)

In **Andhra Pradesh**, the implementing partner allocated an average quantum of funds (16.9 percent) towards the component of 'Awareness on Trafficking, Rights and Entitlements'. This above average allocation can be attributed to the fact that the implementing partner chose to deploy a two pronged strategy of utilizing peer educators and community radio to disseminate information. While the peer educators worked without any remuneration or stipend, the funds were spent towards their training and capacity building. The funds spent on the training of peer educators have not led to a notable outreach, the funds spent towards developing and running the community radio campaign can be considered as 'efficiently' utilised. The community members who had received information on safe migration, human trafficking and violence against women mostly credited the community radio campaign for the information that they had received.

The implementing partner made a below average allocation (7.1 percent) for the 'Surveillance and Security at Source' component. However, its work on this component was observed to have the most notable

outreach. The high degree of effectiveness despite allocation of a relatively smaller quantum of funds can be attributed to the fact that in **Andhra Pradesh**, the implementing partner had utilised the strong network of SHGs (existing) to form the vigilance committees. As a result a very small quantum of funds was allocated for providing this SHG network with the capacity building support required by them to understand their roles and responsibilities as a vigilance committee.

An analysis of the implementing partner's budget also reveals that it had set aside a considerable portion of its budget (30.7 percent) for the 'Livelihood Opportunities and Income Enhancement' component of the program. The efficiency of the funds utilised for this component was noted to be only moderate. This is because the implementing partner had tried to deliver against this component by organizing a series of vocational training courses and out of the four courses that it had organized only one (tailoring) was observed to have high enrolment. Further, the success of the vocational trainings on tailoring has also been due to the fact that a local government owned garment export trade house supplemented the trainings provided by the implementing partner and entered into a contract with the training recipients (for procurement of finished garments).

The implementing partner had allocated a very small quantum of funds (6.1 percent) towards the component of 'Community Mobilization and Participation' and towards 'Research, Documentation and Dissemination Activities'. This is perhaps the reason why there have been very few capacity building activities for the CBOs in the intervention *Panchayat* and why the implementing partner has not produced any research material that could be used for advocacy/dissemination.

Bihar (Jan Jagran Sansthan)

In **Bihar**, the implementing partner had made an above average allocation (21 percent) towards the component of 'Awareness on Trafficking, Rights and Entitlements'. However, this allocation has not been efficiently utilised as most of the intended beneficiaries report not having received critical information on safe migration, trafficking, violence against women etc.

The same however is not true for the funds spent on the 'Surveillance and Security at Source' component. While the implementing partner had made an average allocation (14.5 percent) towards this component, it was noted to have utilised these funds with a comparatively high degree of efficiency. The community was well aware of the existence of vigilance committees and had a fair understanding of the committee's roles and responsibilities.

An analysis of the implementing partner's budget reveals that it had set aside a fair share of the budget (26.1percent) for the 'Livelihood Opportunities and Income Enhancement' component of the program. The efficiency of the funds utilised for this component was noted to be poor as and not many community members had attended the various vocational training programs organized as a part of the program.

The implementing partner in **Bihar** has made the highest allocation (14.4 percent) towards the component on 'Community Mobilization and Participation' and has been able to utilise these funds with a very high degree of efficiency. The CBOs and PRIs were reported to have majorly evolved their outlook towards issues related to women, women's participation in community dialogue, women and girls' safety etc.

Jharkhand (FXB Suraksha)

In **Jharkhand**, the implementing partner had made an average allocation (15.9 percent) towards the component of 'Awareness on Trafficking, Rights and Entitlements'. The allocation made towards this component can be considered as efficiently utilised as the *Panchayat* reported a good understanding of

issues such as safe migration, trafficking and violence against women.

The same however is not true for the funds spent on the 'Surveillance and Security at Source' component. While the implementing partner had made an average allocation (14 percent) towards this component, it was noted that very few community members were aware about the existence of vigilance committees and further that very few of those who reported being aware of its existence knew about its roles and responsibilities.

An analysis of the implementing partner's budget also reveals that it had set aside a very small budget (3.3 percent) for the 'Livelihood Opportunities and Income Enhancement' component of the program. The efficiency of the funds utilised for this component was noted to be only moderate; and the intervention *Panchayat* reported only a marginal increase in SHG membership (and no change in level of activity at the SHGs). However, very little was observed to be done in the space of vocational training and livelihood opportunities and this can primarily be attributed to the fact that no funds were set aside for activities in this space.

Just as in the case of **Andhra Pradesh**, the implementing partner in **Jharkhand** had allocated a very small quantum of funds (5.8 percent) towards the component of 'Community Mobilization and Participation' and towards 'Research, Documentation and Dissemination Activities'. This is perhaps the reason why there have been very few capacity building activities for the CBOs in the intervention *Panchayat* and why the implementing partner has not produces any research material that could be used for advocacy/dissemination.

Odisha (CBATN)

In **Odisha**, the implementing partner had allocated a below average quantum of funds (9.4 percent) to the 'Awareness on Trafficking, Rights and Entitlements' component. However, it was able to utilise the funds with a high degree of efficiency. Herein, it is once again important to note that in **Odisha**, the implementing partner used the peer educators to disseminate information on its livelihood and income enhancement activities leaving them with very little time for disseminating information on safe migration, trafficking and violence against women.

The component on 'Surveillance and Security at Source' was allocated a very small budget (2.4 percent; well below the average allocation). As a result, the vigilance committees set up under the program were reported to have a minimal outreach.

An analysis of the implementing partner's budget reveals that the largest share (27.2 percent) was allocated towards the 'Livelihood Opportunities and Income Enhancement' component of the program. The efficiency of the funds utilised for this component was noted to be very high as the intervention *Panchayat* reported a marked rise in SHG membership. It was also noted that a large portion of the community was actively engaged in the livelihood and vocational training activities conducted as a part of the program.

The implementing partner did not report any notable activities in the space of capacity building and training of CBOs. The same is reflected in the implementing partner's budget; wherein it has allocated the smallest proportion of funds (2.6 percent) for activities in the space of 'Community Mobilization and Participation'. However, **Odisha** should be viewed as a unique case wherein the implementing partner had set aside a large quantum of funds (14.2 percent) for 'Research, Documentation and Dissemination Activities'. These funds have been quiet efficiency utilised for process documentation (and other research studies) which the implementing partner has used for policy advocacy. These research outputs are also being utilised to

determine and finalize the design of any future programs/projects in the space of combatting human trafficking at source.

West Bengal (Sanlaap)

Working with the smallest budget (one third of the second lowest budget that an implementing partner utilised for their project), the implementing partner in **West Bengal** had set aside nearly half of its funds for the 'Awareness on Trafficking, Rights and Entitlements' component. Most of these funds were used to pay honorariums to the peer educators (who were survivors of trafficking). However, the peer educators have been moderately effective in reaching out to the community and in disseminating information on safe migration and human trafficking.

A very small quantum of funds (13.1 percent) was set aside for work on the 'Livelihood Opportunities and Income Enhancement' component. Further, it was noted that very few community members were covered under these activities or were building their livelihood around these activities. Hence, it can be concluded that the funds under this category were not utilise efficiently.

Hardly any funds were allocated for work under the 'Surveillance and Security at Source' component and 'Community Mobilization and Participation' component. As a result there are very few activities reported under these components and the same have had a negligible reach and effectiveness.

Rajasthan (CECOEDECON)

Working with the largest project budget, the implementing partner in **Rajasthan** allocated more than half of its budget towards the 'Awareness on Trafficking, Rights and Entitlements', 'Surveillance and Security at Source' and 'Community Mobilization and Participation' components of the program. Given the socio-cultural landscape in which the project was implemented and the fact that the community is not willing to discuss issues related to trafficking and migration, the activities under the aforementioned components were directed towards integrating the community with mainstream society. In this regard, the funds have been efficiently spent and most of the community members were noted to be aware of their rights and entitlements (especially in terms of political rights and their rights to access government social security schemes). The capacity building workshops and training that the implementing partner has organized with CBOs and government officials have also been quiet effective and the *Nat* community has been linked to the *Panchayat* and the district administration.

The implementing partner had also set aside a large quantum of funds for setting up a revolving credit fund and for providing non formal education & vocational training ('Livelihood Opportunities and Income Enhancement' component). These activities were expected to provide women and girls from the community with alternative sources of livelihood which they could choose to pursue instead of migrating to Mumbai to work as escorts. It is important to note that the implementing partner has only been able to utilise about half of the funds it had allocated to this component. Further, the efficiency with which these funds have been spent is open to scrutiny is a number of cases the women/girls from the community have borrowed from the revolving credit fund with the objective of providing their husbands/sons with the fund they required to setup home based or micro businesses.

With nearly 25 percent of its funds unutilised, the implementing partner has utilised a no cost extension to work on the sustainability aspects of the project. The unutilised funds have been reassembled into a new budget that has been used to bolster the quantum of funds at the revolving credit fund and for organizing refresher trainings for peer educators, CBO representatives and government officials.

2.4. Impact

The various projects under the program have shown mixed evidence in terms of the effectiveness and efficiency with which they have been delivered by the implementing partners. However given that the program had set in place multiple activities and components towards realizing the intended outcomes; an analysis of the final impact in each of the intervention *Panchayats* can be considered the final indicator of the program's success.

In this regard, **the most important expected impact of the program was to reduce outbound migration from the intervention *Panchayats* and to ensure that those who still choose to migrate move under more safe and secure arrangements.**

Further, the program was expected to build the capacity of the community to deal with instances of trafficking and VAW by collectively intervening in such cases.

The program's impact has been determined through a combination of the following two approaches:

► In the first approach, the end-line values have been compared against the baseline estimates so as to determine presence and or degree of change.

► In the second, the end-line values from the intervention *Panchayats* have been compared against the end-line values from the comparison *Panchayats*.

The latter approach has been used to measure impact where the calculations internalize the presence of entities/individuals that have been put in place by the program (i.e. did not exist during the baseline).

Andhra Pradesh (Pileru Panchayat – Chittoor)

In **Andhra Pradesh**, the intervention *Panchayat* reported a minor decrease in the quantum of outbound migration (a change of 2.8 percentage points). However, the comparison *Panchayat* also reported a similar change (a change of 2.2 percentage points).

Figure 20: Migration trends – Andhra Pradesh
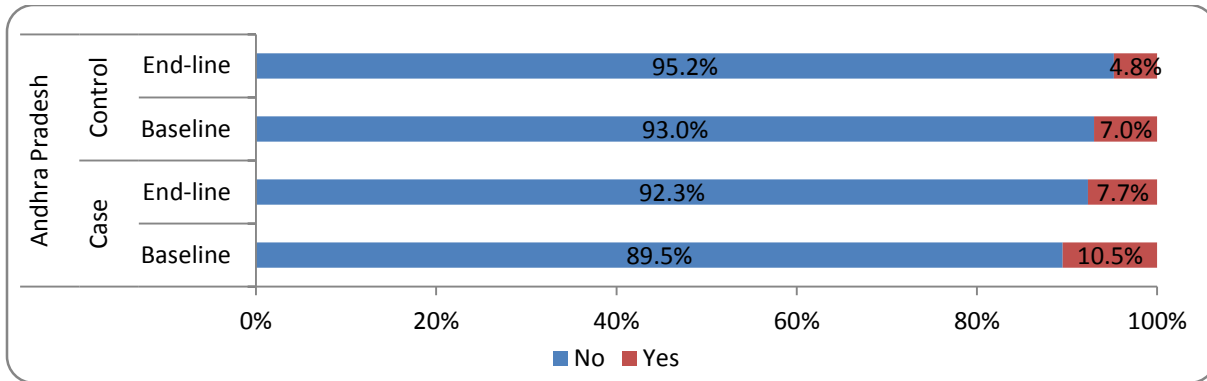
All the individuals migrating from the *Panchayat* are women who are moving overseas in search of employment opportunities. PRI representatives from the intervention *Panchayat* seconded this trend and said that it is very difficult to arrest migration. They said that the primary reason behind women migrating overseas is the income which they can earn through this move. The difference ranges between INR 10,000 to INR 25,000 per month.

Further, there is no notable change in the terms and conditions under which women migrate overseas. Of the women migrating in search of work, 9.8 percent (11.2 percent during the baseline) reported that they had migrated without having a formal contract in place. The corresponding figure for the comparison *Panchayat* stood at 12.5 percent (14.0 percent during the baseline). It is important to note that the bulk of migration was already taking place under an arrangement wherein the scope of work and financial milestones had already been agreed upon before the individual migrated overseas.

In terms of the entity that facilitates the migration overseas, there is a moderate increase in the percentage of women reporting that they migrated through a formal/registered source. However, it must be noted that the comparison *Panchayat* has also shown a similar change.

Figure 21: Entity facilitating migration – Andhra Pradesh
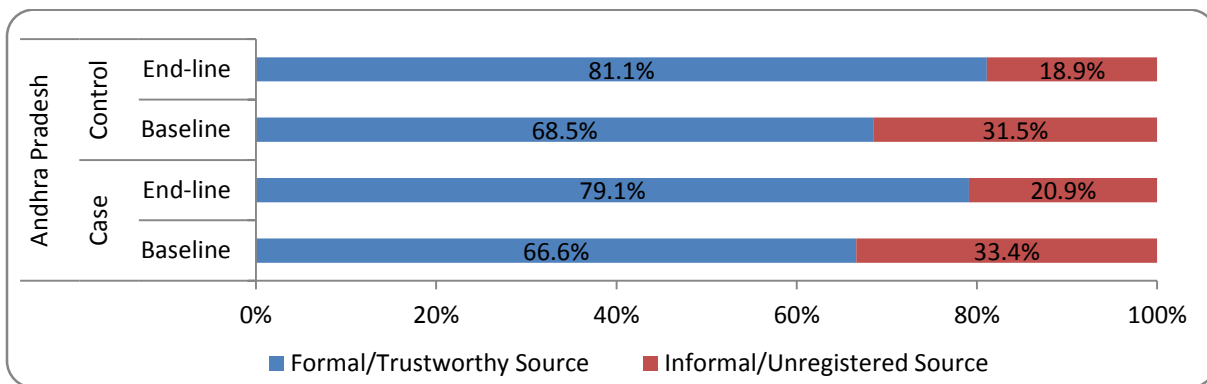
The most significant change was observed in the frequency with which the family members were communicating with the women who have migrated overseas. Compared to the baseline estimates of 38.5 percent, during the end-line, 63.9 percent of the households in the intervention *Panchayat* reported a daily correspondence between a family member and the woman who has migrated overseas. The comparison *Panchayat* has not reported a change of such magnitude and this change can be a resultant of the work being done by the vigilance committee and the outreach through community radio.

Figure 22: Frequency of correspondence between migrants and their families – Andhra Pradesh
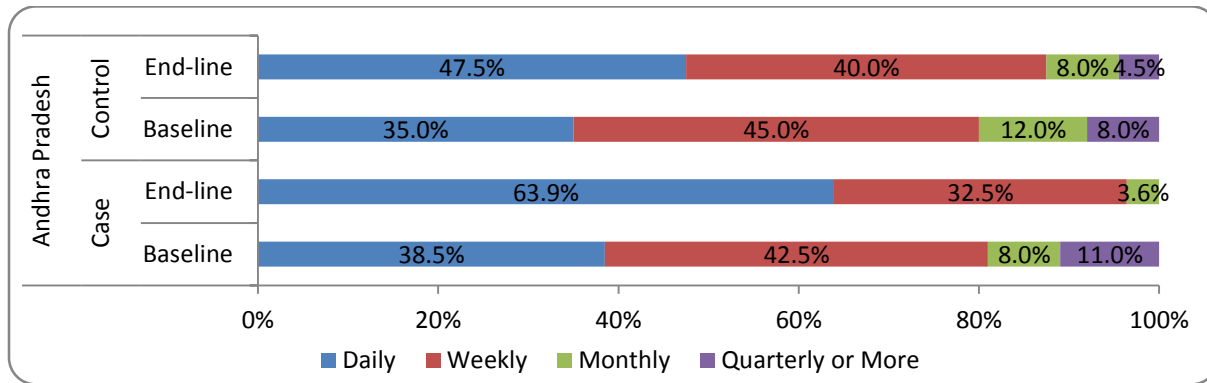
In **Andhra Pradesh**, none of the households reported being aware of a case where a member of the community had been reported missing. However, the project has been successful in improving upon the community's capacity to respond to such cases. All the households in the intervention *Panchayat* reported some plan of action in case they received information that a community member has gone missing. On the other hand, in the comparison *Panchayat,* 20.6 percent of the households reported that they would not like to get involved with such cases. Here, the difference can primarily be attributed to the existence of vigilance committees and to a more aware and responsive group of PRI members. It is quite evident that in the intervention *Panchayat* those who are apprehensive of approaching the police are now approaching the vigilance committees and PRIs to flag such cases/instances.

Figure 23: Household level response to information of a community member being missing – Andhra Pradesh
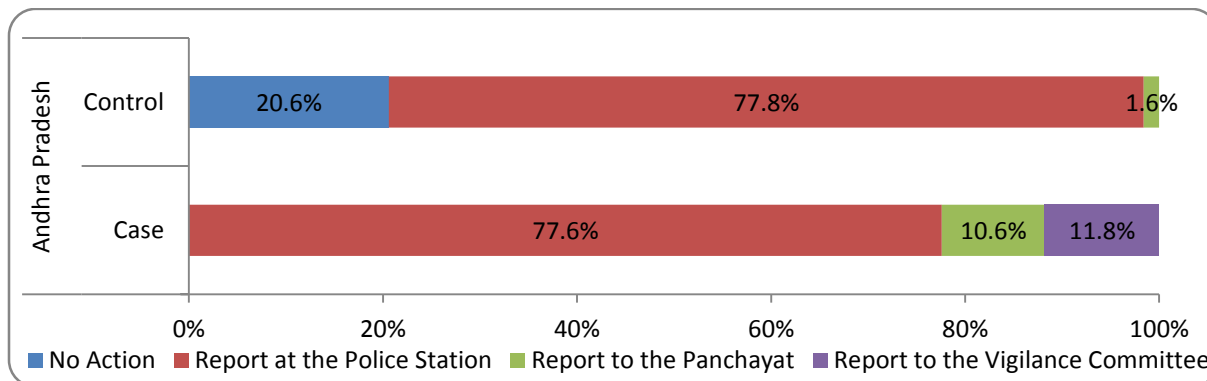
As highlighted through Figure 24, household level response to situations where individuals from the community are observed to have gone missing seems to be a direct manifestation of the community's perception of the various institutions they can reach out to. In the intervention *Panchayat*, 96.8 percent of the households reported that they found the personnel at the local police post to be approachable and cooperative. The corresponding figure for the comparison *Panchayat* stood at 68.4 percent. The change in the intervention *Panchayat's* perception of the personnel at the local police post can be attributed to the work that the implementing partner has done to connect them to the community.

Figure 24: Household level perception of the officials at the local police post – Andhra Pradesh
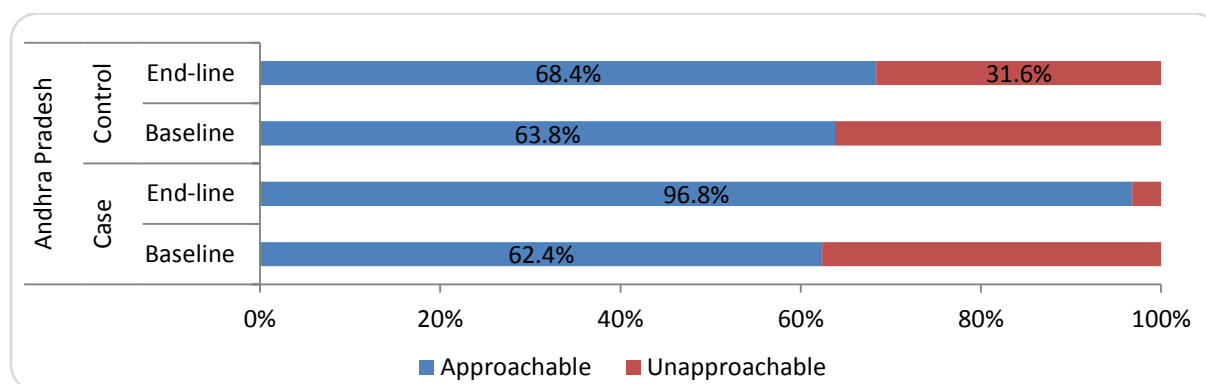
There has been a notable change in the community's perception of women's participation in meetings organized by PRIs. In the intervention *Panchayat*, 55.9 percent of the households reported that women from their household regularly attend *Gram Sabhas*. The corresponding figure for the comparison *Panchayat* was moderately lower and stood at 36.5 percent.

Figure 25: Women's participation in Gram Sabhas – Andhra Pradesh
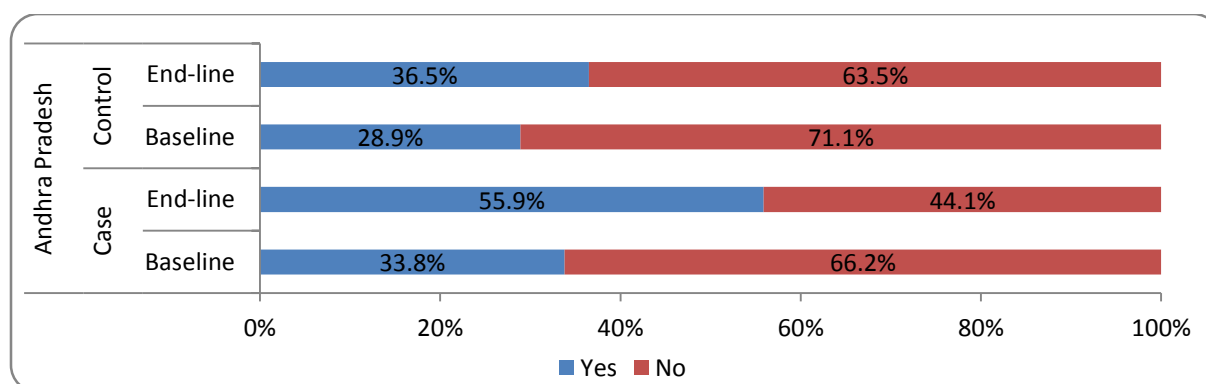
The implementing partner's work with the PRIs seems to have materialized into tangible impact in terms of the institutions developing a gender sensitive approach to their operation. In the intervention *Panchayat*, 74.3 percent of the households reported that the concerns, aspirations and opinion of the women in the community were given due weightage while deciding upon the agenda to be discussed at *Gram Sabhas*. The corresponding figure from the comparison *Panchayat* stood at 45.2 percent.

Bihar (Jamuanwa Panchayat – Gaya)

In **Bihar** as well, the intervention *Panchayat* reported a minor decrease in the quantum of outbound migration. However, this change cannot be attributed to the program as the comparison *Panchayat* also reported a similar change.

Figure 26: Migration trends – Bihar
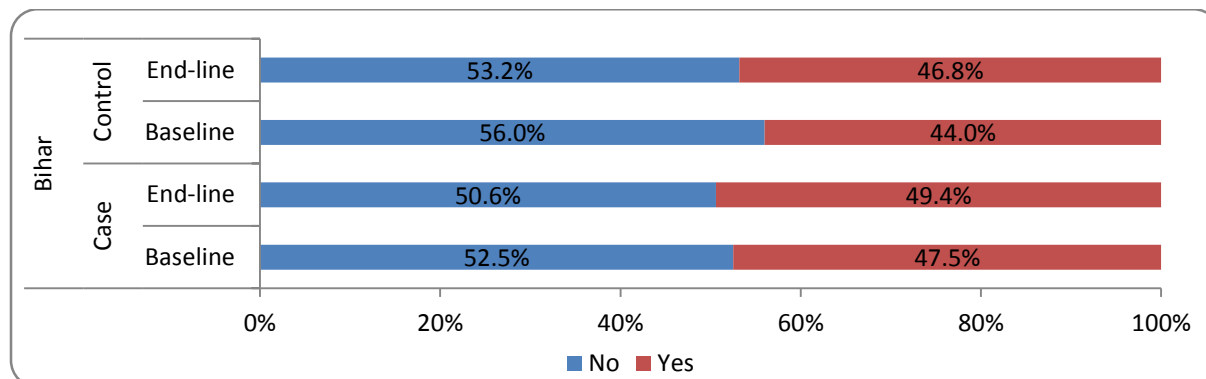
Further, 77.1 percent of the households that migrated during the past two years said that they migrated as a family unit. They said that they had migrated to metropolitan cities in search of livelihood opportunities. The migration in search of work can largely be assumed to be a function of the wage difference between what the families can earn whilst in the village vis-à-vis what they can earn in metropolitan cities. This income differential can vary from INR 3,000 to INR 4,500 per work force participant from the family.

Further, there is no notable change in the terms and conditions under which the families are migrating in search of work. All of them reported that they had migrated with a considerable advance payment from the client and were given daily wages in line with their daily output. A number of families did report an understanding that this is not the best arrangement to migrate under, but clarified that there was no other alternative available. They said that all the employment in urban centres was facilitated through such arrangements.

In terms of the entity that facilitates this migration, the trends seem to have only worsened since the baseline and both the intervention and the comparison *Panchayats* reported an increase in the percentage of population migrating through informal/unregistered sources. Once again, this trend can be attributed to lack of alternatives available in terms of entities that facilitate migration from the *Panchayats*. Most of the families are migrating through unregistered contractors.

Figure 27: Entity facilitating migration – Bihar
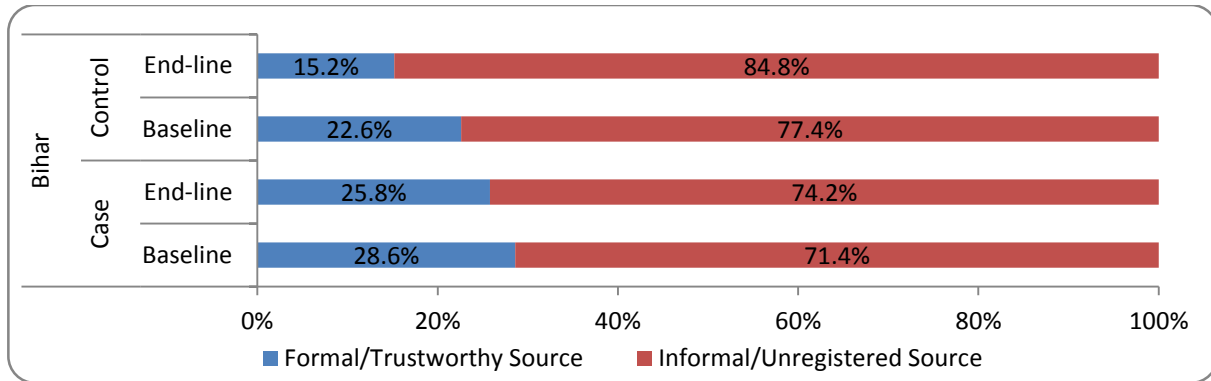
There is a notable change in the frequency with which the households from the intervention and the comparison *Panchayat* correspond with extended family members who have migrated to cities. However, this change cannot be attributed to the program as the magnitude of change reported by the intervention and the comparison *Panchayats* is more or less the same.

Figure 28: Frequency of correspondence between migrants and their families – Bihar
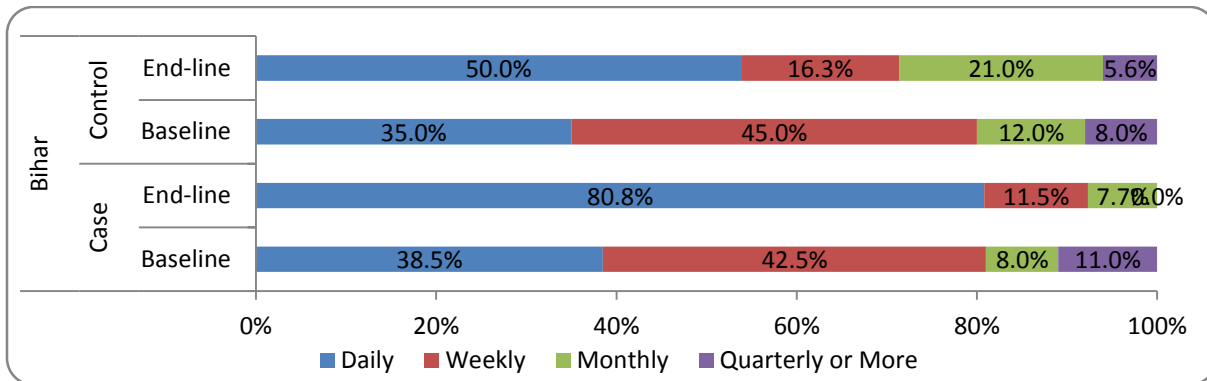
In **Bihar**, none of the respondents in the intervention and the comparison *Panchayat* reported being aware of a case where a community member went missing or was abducted. However, the program has been able to educate the community on the need for an expedient response to such situations (if they were to arise in the future). In the intervention *Panchayat,* only 9.7 percent of the respondents said that they would refrain from taking any steps to report/trace the missing community members. The corresponding figure for the comparison *Panchayat* stood at 22.3 percent. A large number of households (24.0 percent) in the intervention *Panchayat* reported that they would report such case to the vigilance committee.

Case Study

Muneri and Lekha (names changed) are four years and three years of age. Last year they went missing from outside their house. The family members immediately informed the vigilance committee who in turn informed the police about the incident. The district police headquarter is adjacent to the local bus station. The station house officer immediately directed the beat officers to barricade all entry and exit points to the district. A police informant deputed to monitor the bus station reported having spotted a man with two girls of similar age description. The police immediately rushed to the bus station and seeing them approach, the man abandoned the two girls and fled from the location. The two girls were reunited with their parents the very same day.

Figure 29: Household level response to information of a community member being missing – Bihar
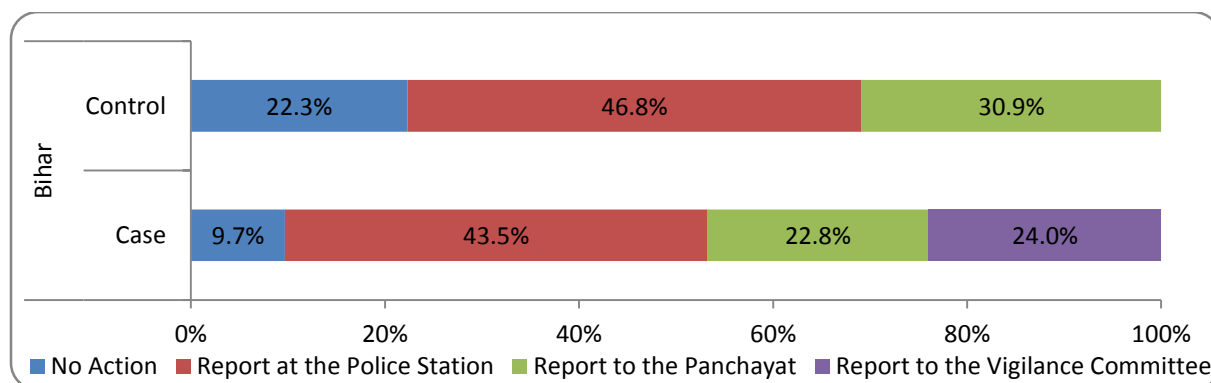
Despite the implementing partner's efforts towards building the capacity of the police department in engaging with the community on gender sensitive issues, the household level perception of police officials remains unchanged. In the intervention *Panchayat*, 68.5 percent of the households said that they consider the local police post to be manned by staff, which is approachable and considerate. This is a very marginal change over the baseline statistic of 65.6 percent. In fact, the comparison *Panchayat* reported a higher magnitude of change.

Figure 30: Household level perception of the officials at the local police post – Bihar
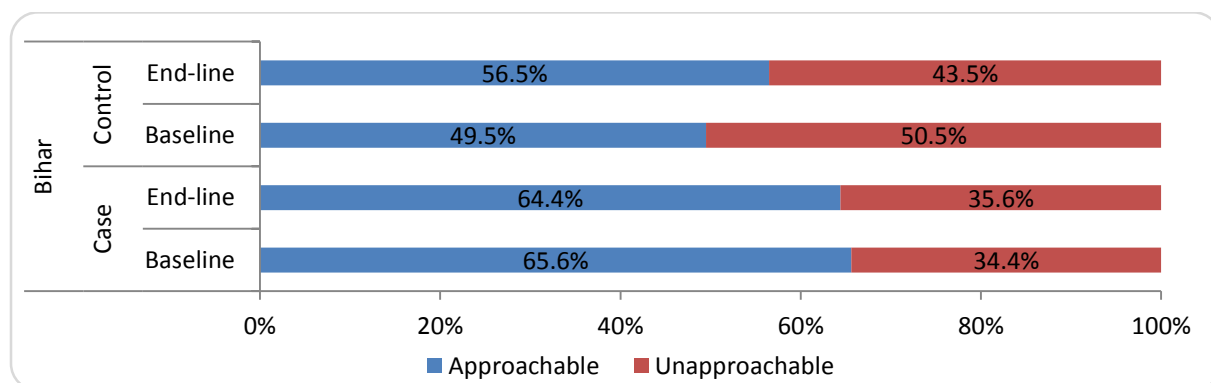
The community in the intervention *Panchayat* is noted to have developed a sense of appreciation for the need for women to participate in PRI meetings and consultations. Women from 88.3 percent of the households (26.5 percent during the baseline) reported that they were regularly attending *Gram Sabhas*. The corresponding figure for the comparison *Panchayat* stood at 58.1 percent (49.5 percent).

Figure 31: Women's participation in Gram Sabhas – Bihar
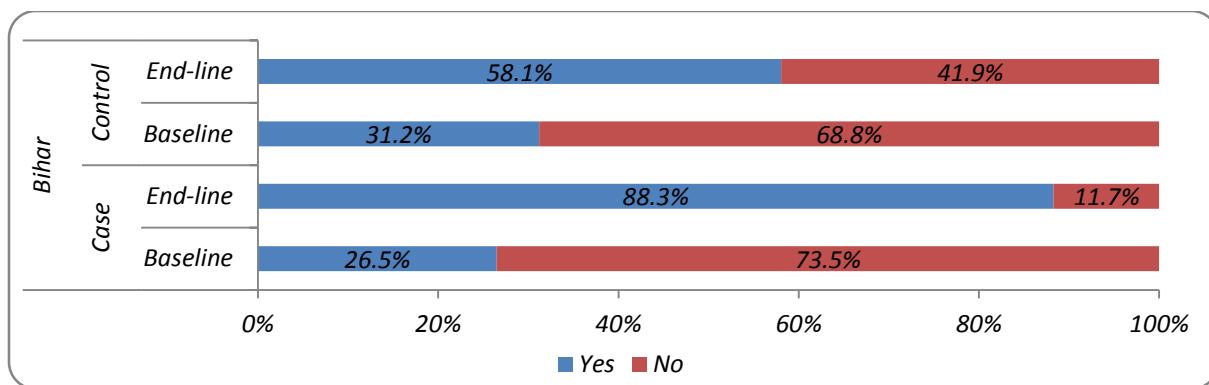
Case Study

Gauri (name changed) is a deaf and mute girl who seems to have gotten lost and wandered into a village in the Jamuanwan *Panchayat*. One of the PRI members noticed her walking around the village and also observed that she was being closely followed by a group of men. He immediately mobilised the community to come out in support of the girl. The community members approached the group of men and threatened to take them to the police if they would not leave the village with immediate effect. Subsequently they informed the police about the girl and took care of her till the point the police vehicle arrived to take her to the police station. When the girl refused to go with the police, a peer educator from the village offered to provide her with shelter till the time the police found details about her family. About a week later, the police was able to trace the whereabouts of the girl's family and arranged for her safe passage back home.

However, the PRIs were not reported to have developed a gender sensitive approach to their operation. In the intervention *Panchayats*, 40.7 percent of the households reported that the concerns, aspirations and opinion of women in the community were given due weightage while deciding upon the agenda to be discussed at *Gram Sabha*. The corresponding figure from the comparison *Panchayat* stood at 34.8 percent. Being only a marginal difference, it can be concluded that the PRIs are yet to realise their responsibility to work with a gender balanced approach/agenda.

Jharkhand (Hurua Panchayat – Ranchi)

In **Jharkhand**, the intervention *Panchayat* reported a marginal increase in the quantum of outbound migration. On the other hand, the comparison *Panchayat* reported a marginal decrease.

Figure 32: Migration trends – Jharkhand
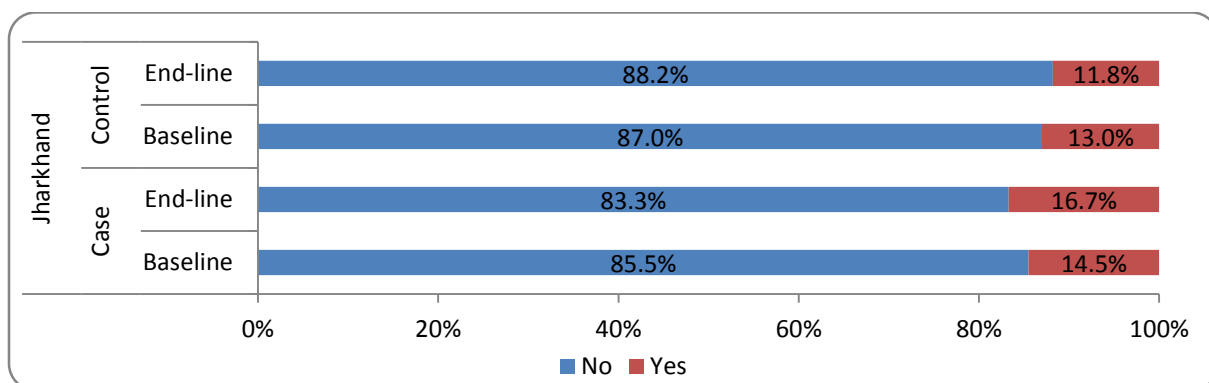
In the intervention *Panchayat*, 70.3 percent (86.0 percent in the comparison *Panchayat*) of those who reported that they had migrated at least once during the previous two years said that they had moved as a family unit. Further, 17.7 percent (9.5 percent in the comparison *Panchayat*) reported that women or girls from their family had migrated to metropolitan cities to work as domestic help. The migration in search of work can largely be assumed to be a function of the wage differential between what the families/individuals can earn whilst in the village vis-à-vis what they can earn in Tier 1 and Tier 2 cities. This income differential can vary from INR 1,500 (in case of families migrating to work as daily wage earners) per family member in the case of families migrating to work as daily wage earners in Tier 1 and Tier 2 cities to INR 4,000 for women migrating to work as domestic help in metropolitan cities.

The remaining 12.0 percent (4.5 percent in the comparison *Panchayat*) of the households reported that their daughter had married into a family that resided in another part of the State (and in a few cases other States).

The reach and effectiveness of the peer educators has resulted in a visible positive change in the terms and conditions under which families or individuals are migrating in search of work. This is made evident by the fact that in the intervention *Panchayat*, 29.4 percent of the households that reported that individuals from the family migrate in search of work also said that they do so under some kind of a formal contract which specifies the period of employment and their monthly wages. The corresponding figure for the comparison *Panchayat* stood at 12.9 percent. However, it is important to note that most of these households are those which reported that a woman/girl from the family has migrated to work as a domestic help in a metropolitan city. It is important to internalize this facet as there are registered contractors available to facilitate this type of migration.

Case Study

Meena (name changed) was planning to migrate to Delhi (as a domestic helper) through the help of a distant relative. This is before she had a conversation with a peer educator. The peer educator's advice made her realise the potential risk associated with migrating through such an informal mechanism. Even though Meena decided to go ahead with her plan to migrate to Delhi, she did so through a registered contractor (based out of Delhi) and with a formal contract in hand.

On the other hand the other households that reported that they migrate as a family (to work as daily wage earners) said that they were not in the knowledge of any entity that could facilitate their migration under such formal terms and conditions. They said that they had no other option but to migrate through unregistered contractors. In the intervention *Panchayat*, 29.8 percent of households (11.5 percent during the baseline) reported that they were migrating through a formal or a trustworthy source. The corresponding figure for the comparison *Panchayat* stood at 7.7 percent (8.0 percent during the baseline).

Figure 33: Entity facilitating migration – Jharkhand
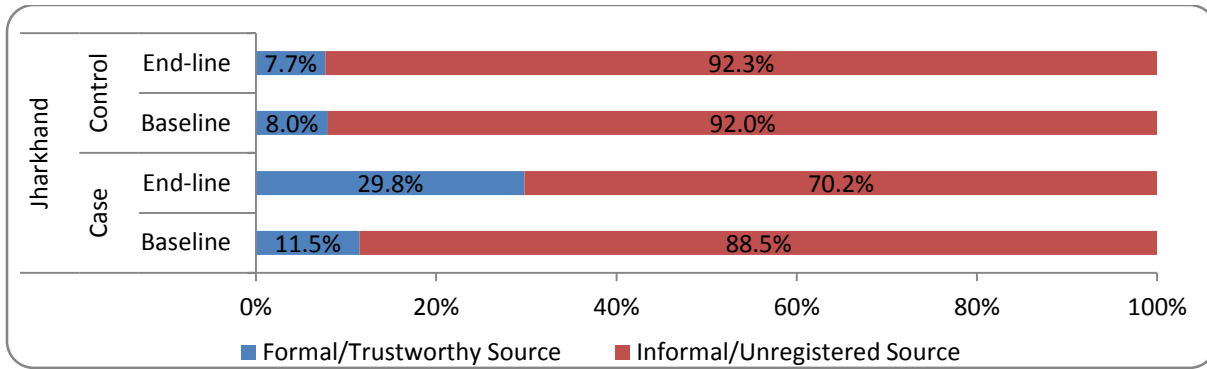
The families in the intervention *Panchayat* said that while they are not in a position to work out a safer route to migrate, they are working towards ensuring that their family members are safe by stepping up the frequency with which they communicate with them. In the intervention *Panchayat*, 66.7 percent of the households reported that they were regularly in touch with the migrants from their family and were speaking to them on a daily basis. The rest (27.8 percent) reported weekly correspondence with their family members. The corresponding figures for the comparison *Panchayat* stood at 50.0 percent and 33.3 percent respectively. This change can clearly be attributed to the work done under the program as the comparison *Panchayat* has reported very little change over the baseline trends.

Figure 34: Frequency of correspondence between migrants and their families – Jharkhand
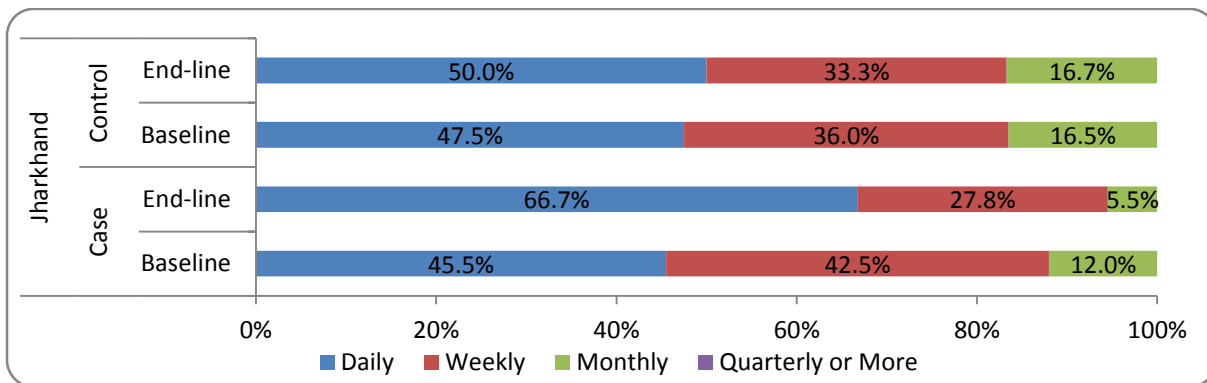
In **Jharkhand**, approximately 20.0 percent of the households in both the intervention and the comparison *Panchayats* said that they are aware of cases where a woman from the community had gone missing when she had migrated (as an individual or as a family) in search of work. The intervention *Panchayat* reported an improved understanding of the need to expediently respond to such cases. While 6.4 percent of the households in the intervention *Panchayat* said that they would not want to get involved with such a case, the corresponding figure for the comparison *Panchayat* stood at 34.6 percent. However, very few households reported that they would report such cases to the vigilance committee.

Figure 35: Household level response to information of a community member being missing – Jharkhand

Legend: ■ No Action ■ Report at the Police Station ■ Report to the Panchayat ■ Report to the Vigilance Committee
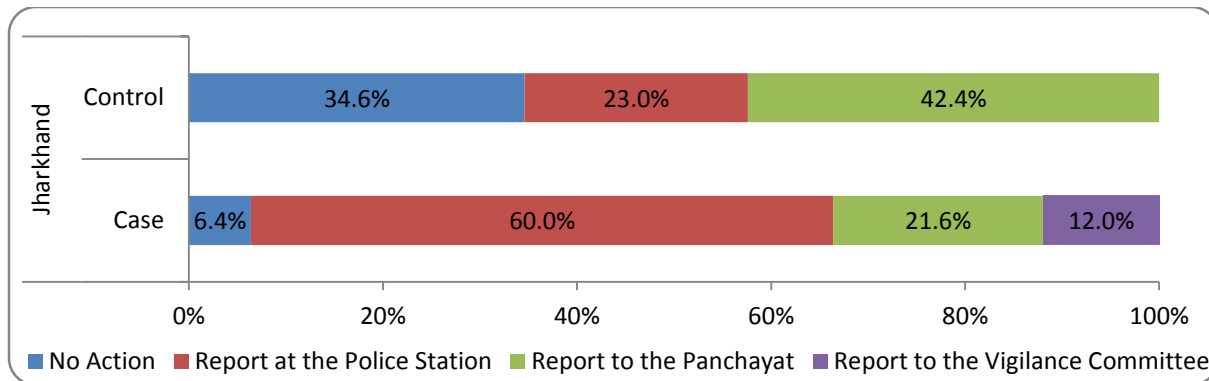
Case Study

Tara (name changed) is a resident of the Raitoli village in the Huruwa Panchayat. Tara has grown up witnessing the wealth and prosperity of families from where women/girls have migrated to cities to work as domestic help. Upon turning sixteen, she too decided to migrate to Delhi and took Lallan's (name changed, informal contractor) help to facilitate her migration. Lallan promised her a well-paying job as a domestic help at a household in South Delhi. Panic set in when her family did not hear from her for an extended time period of two weeks. Her father reached out to the vigilance committee and asked them to help him in tracing his daughter's whereabouts. The vigilance committee located and confronted Lallan and asked him about Tara's contact coordinates. Lallan immediately called up Tara's employer and facilitated a conversation between her and members of her family. Tara informed her family that she was safe and sound and was enjoying her work. Immediately post, she purchased a mobile phone and is now reported to be in regular touch with her parents.

The majority of households reported that they would reach out to the local police post to report such cases. This seems to be an outcome of the peer educators' work towards informing the community to do so. The implementing partner has not undertaken activities to build the local police post's ability to deal with such cases and has not been very successful in developing connect between them and the community. The end-line presents no significant change in the percentage of households reporting that they perceive the personnel at the local police post to be congenial or approachable.

Figure 36: Household level perception of the officials at the local police post – Jharkhand

Legend: ■ Approachable ■ Unapproachable
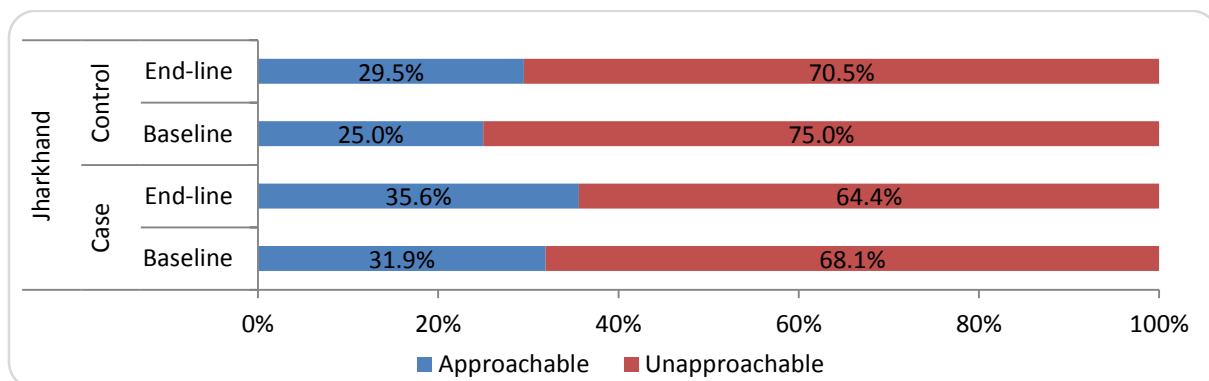
The program has not been observed to have built the PRIs capacity to better engage with the women from the community. Both the intervention and the comparison *Panchayats* reported that 40.0 to 50.0 percent of

the women from the community regularly attend the *Gram Sabhas.*

Figure 37: Women's participation in Gram Sabhas – Jharkhand
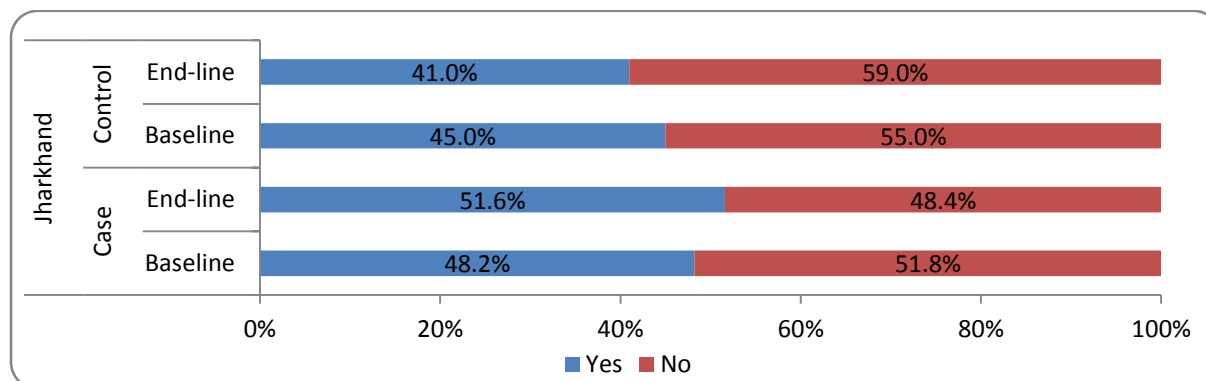
Further, in the intervention *Panchayat*, women from 76.4 percent of the households said that the concerns, aspirations and opinion of women in the community were given due weightage while deciding upon the agenda to be discussed at the *Gram Sabhas*. Given that the corresponding statistic from the baseline stood at 72.5 percent; there is no evidence that the program activities have had an impact on the capacity of the PRIs.

Odisha (Ranpur Panchayat – Nayagarh)

In **Odisha** as well, both the intervention and comparison *Panchayats* reported only a marginal decrease in the quantum of outbound migration. This change cannot be considered as an outcome of the program as the comparison *Panchayats* reported a similar change over the baseline estimates.

Figure 38: Migration trends – Odisha
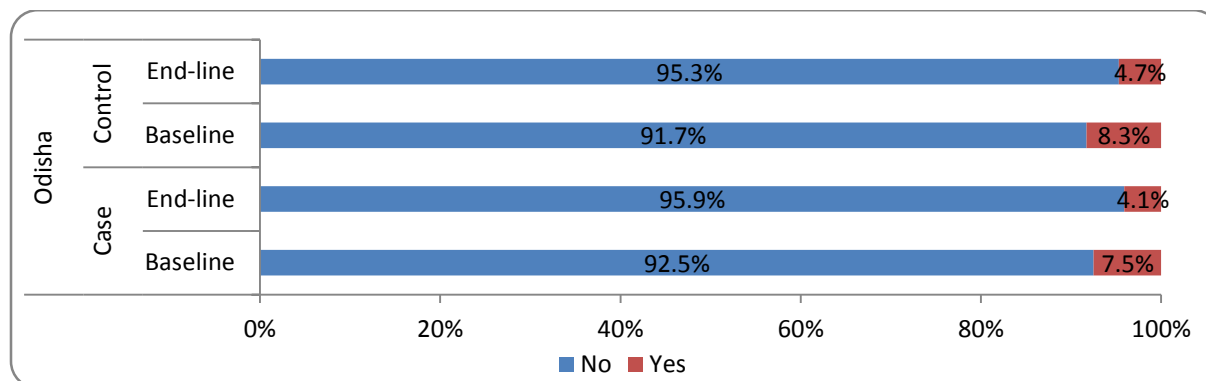
In the intervention *Panchayat*, 85.0 percent (90.0 percent in the comparison *Panchayats*) of those who reported that they had migrated during the past two years said that they had moved as a family unit. The migration in search of work can largely be assumed to be a function of the wage differential between what the families can earn whilst in the village vis-à-vis what they can earn in Tier 1 and Tier 2 cities. This income differential is observed to be approximately INR 1,500 per month. Further, 15.0 percent (10.0 percent in the comparison *Panchayat*) reported that their daughter had married into a family that resided in another part of the State (and in a few cases other States).

As noted earlier, the peer educators have not been very effective in reaching out to the community. All the community members who reported that they migrate also said that they do so under no fixed agreement or arrangement (in terms of pay and tenure). They said that they have no knowledge of an entity that could facilitate their migration under formal terms and conditions. They said that they had no other option but to migrate through unregistered contractors. In both the *Panchayats* all the individuals migrating in search of work said that they migrate through unregistered contractors or friends who are already working at a particular site.

The households in the intervention *Panchayat* have also not increased the frequency with which they are communicating with those who have migrated from their family. The peer educators were expected to build awareness towards ensuring that the community steps up its efforts to keep a steady check on the safety and security of the migrants. The lack of a change between the baseline and end-line clearly highlights that the peer educator's sub-component of the project has not delivered its expected outcome.

Figure 39: Frequency of correspondence between migrants and their families – Odisha
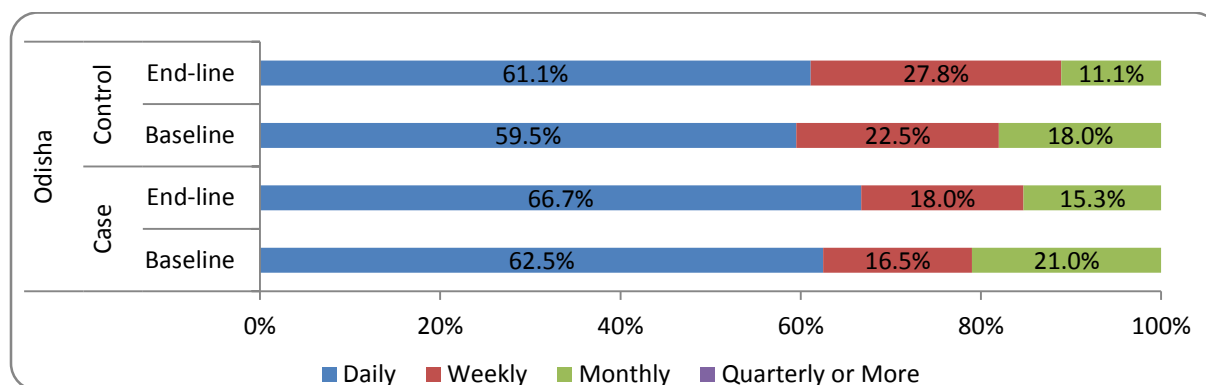
Further most of the households said that they would reach out to the police to report a case where a member of the community had gone missing. In the intervention *Panchayat*, 94.5 percent of the households said that they would contact the police if they were to get to know that a member of the community had gone missing. The corresponding figure for the comparison *Panchayat* stood at 88.5 percent. It is also important to note that none of the households in the intervention *Panchayat* said that they would reach out to the vigilance committee to report such incidents. This clearly highlights that the vigilance committees have not been able to play the role envisioned for them.

Figure 40: Household level response to information of a community member being missing – Odisha
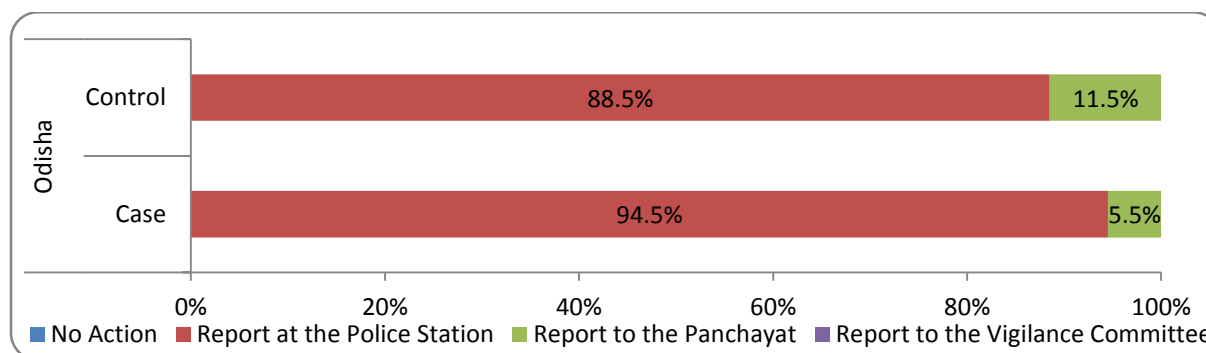
The respondents' willingness to approach the police to report such cases is in high likelihood a result of the fact that the community perceives the police personnel at the local post to be congenial and approachable. However, this opinion about the police personnel is shared by the respondents from the comparison *Panchayat* as well.

Figure 41: Household level perception of the officials at the local police post – Odisha
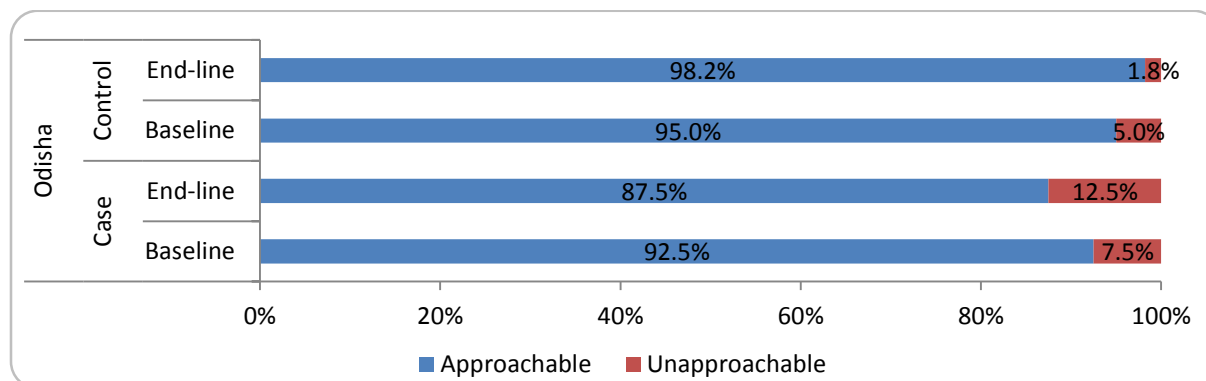
The program has also not had a noticeable impact on the PRIs in terms of enhancing their understanding of the importance of a gender inclusive approach to their operations. In the intervention *Panchayat*, women from only 38.5 percent (44.5 percent at the baseline) of the households said that they regularly attend *Gram Sabhas*. The corresponding figure for the comparison *Panchayat* stood at 40.0 percent (41.5 percent at the baseline).

Case Study

Seeta (name changed) has to commute to the periphery of the village for her daily coaching classes. She and her friends take a particular route to travel to the tutor's house. At a particular point, this path would wind through a secluded/uninhabited part of the village. A few months ago, a few boys from outside the village began stalking the girls though this secluded part. The situation reached a point where boys started eve teasing the girls. When the situation started getting too uncomfortable, Seeta informed her parents about her daily ordeal. Her parents in turn approached the vigilance committee (including the village *Sarpanch*). The *Sarpanch* informed the police and with their support reprimanded the boys. The police also increased patrolling in this particular area and as of today the girls are able to comfortably commute through this stretch.

Figure 42: Women's participation in Gram Sabhas – Odisha
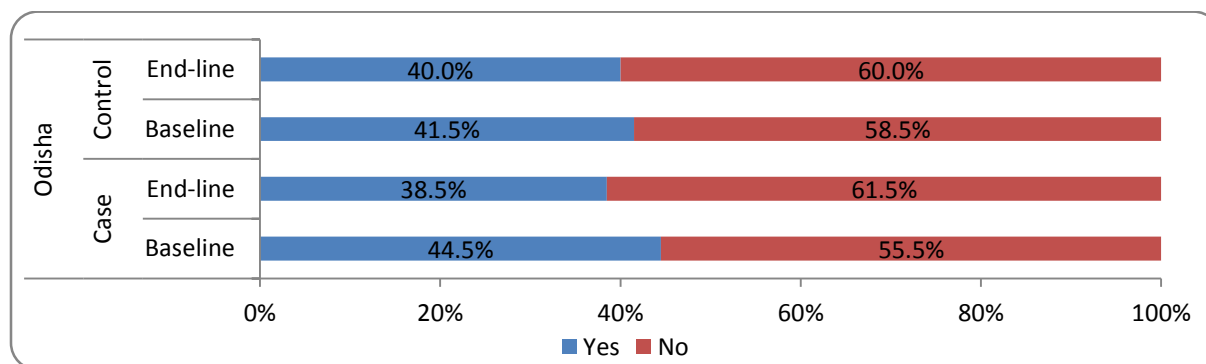
Further, it is important to note that none of the women from the intervention *Panchayat* reported that the PRIs were considerate of issues related to women and girls in the community. They said that the *Gram Sabhas* never discussed issues related to women. Women from the comparison *Panchayats* also provided a similar feedback. PRI members were also not able to provide any clear response on the ways in which they have worked towards mainstreaming women rights, issues and concerns into their discussions and operations.

West Bengal (Gopalganj – 24 South Parganas)

In **West Bengal**, the intervention *Panchayat* reported a minor decrease in the quantum of outbound migration. However the comparison *Panchayat* reported a similar change and therefore the change in migration trends cannot be attributed to the program.

Figure 43: Migration trends – West Bengal
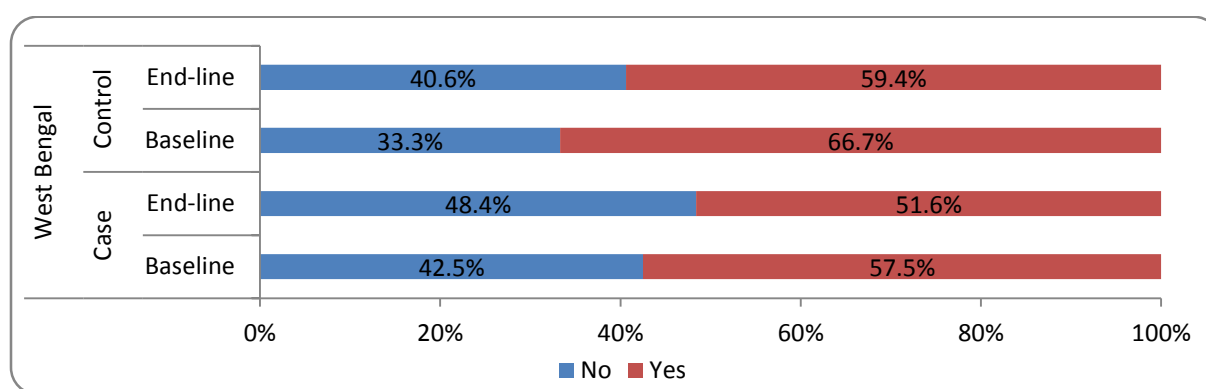
In the intervention *Panchayat*, 75.3 percent (86.9 percent in the comparison *Panchayats*) of those who reported that they had migrated at least once during the past two years, said that they had moved as a family unit. The migration in search of work can largely be assumed to be a function of the wage differential between what the families can earn whilst in the village vis-à-vis what they can earn at the nearby metropolitan city of Calcutta. This income differential is observed to be approximately INR 2,500 per month.

The program has made limited difference to the terms and conditions under which the community members are migrating in search of work. In the intervention *Panchayat*, 21.5 percent of the households that reported that individuals from the family migrate in search of work also said that they do so under some kind of a formal contract which specifies their period of employment and their monthly wages. The corresponding figure for the comparison *Panchayat* stood at 25.0 percent. These families said that they or individuals from their household were migrating in search of work to large companies and factories or as a domestic help.

The rest of the families said that they migrate without putting in place any formal agreement regarding their wages or tenure. This was particularly seen amidst those who were migrating to Calcutta in search of opportunities to work as daily wage earners. These families said that they do not have access to any entities that can facilitate their migration under a formal contract. They usually migrate through unregistered contractors. As a result, there is no notable increase in the percentage of families (including women) reporting that they migrated through a formal/registered source.

Figure 44: Entity facilitating migration – West Bengal
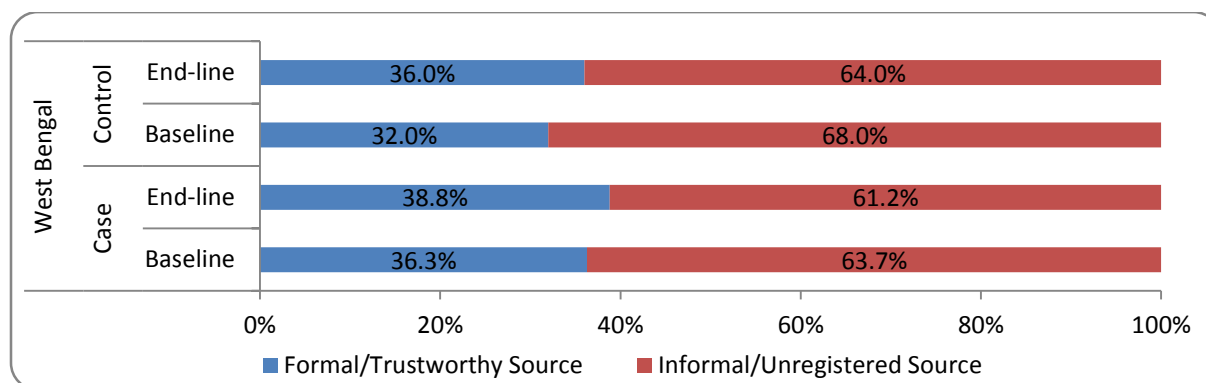
All the households in the intervention *Panchayat* that reported that members from their family migrate in search of work also said that they maintain daily communication with them. However, the corresponding figure for the comparison *Panchayat* also stood at cent percent. This is not surprising as households in both the *Panchayats* had provided a similar response during the baseline.

The community was noted to be aware of the responsibility to intervene in cases where a community member was observed to have gone missing whilst he or she had migrated in search of work. Most of the households said that they would reach out to the police to report such a case. In the intervention *Panchayat*, 70.2 percent of the households said that they would contact the police if they were to receive such information. The corresponding figure for the comparison *Panchayat* stood at 75.0 percent. It is also important to note that none of the households in the intervention *Panchayat* said that they would reach out to the vigilance committee to report such incidents.

Figure 45: Household level response to information of a community member being missing – West Bengal
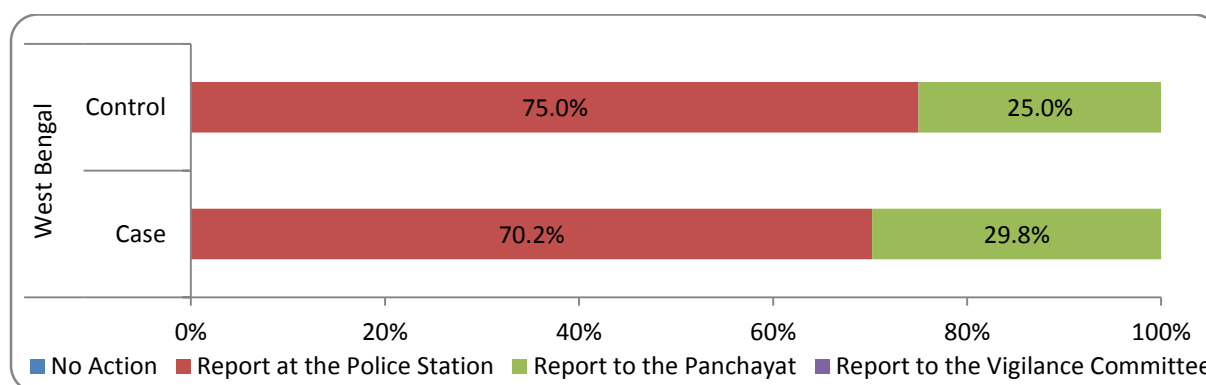
The respondents' willingness to approach the police to report cases of missing community members is in high likelihood a result of the fact that the community perceives the police personnel at the local post to be fairly congenial and approachable. However, this opinion about the police personnel is shared by the respondents from the comparison *Panchayat* as well. Further, this opinion has largely remained unchanged since the baseline.

Figure 46: Household level perception of the officials at the local police post – West Bengal
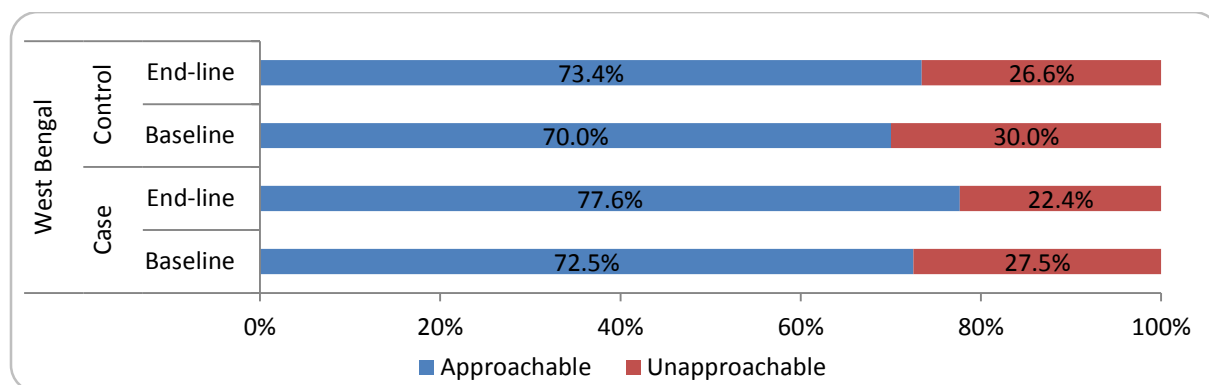
The implementing partner has not reported much of work towards building the capacity of PRIs to operate with a gender balanced approach. As a result, the program is observed to have left no impact on the operation of these institutions. Women from any of the households in the intervention *Panchayat* reported that they attend *Gram Sabhas*. The comparison *Panchayat* presented a very similar picture.

Figure 47: Women's participation in Gram Sabhas – West Bengal
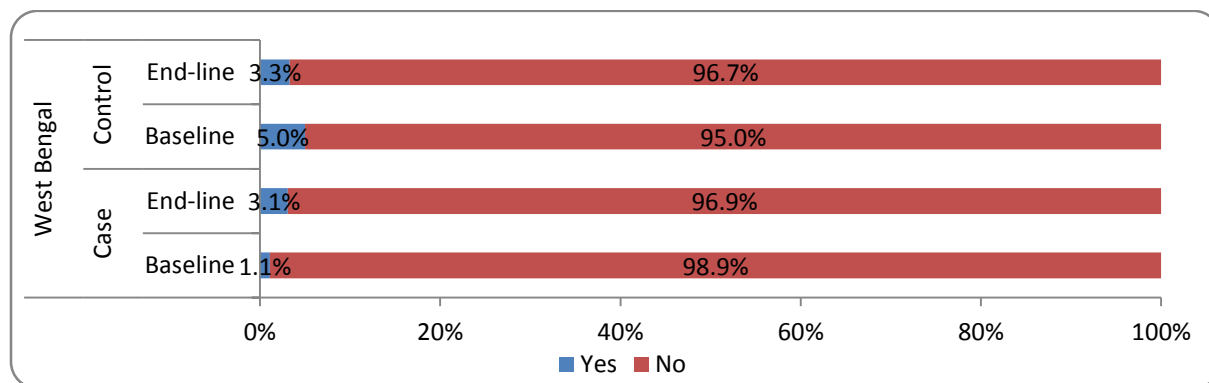
Just as observed in **Odisha**, few women from the intervention *Panchayat* reported that the PRIs were considerate of issues related to women and girls in the community. They said that the *Gram Sabhas* never discussed issues related to women. Women from the comparison *Panchayats* also provided similar feedback.

Rajasthan (Kothkhawda – Jaipur Rural)

As noted earlier, the project in **Rajasthan** can be considered as a distinct one, when compared with the projects in the other states. The community is not ready to openly discuss issues related to trafficking and migration. As a result, the Evaluation could not have captured the impact through quantitative questionnaires at the household level. However, the implementing partner reported being successful in convincing a number of women on the negatives of sending their daughters to Mumbai. Fifteen such cases were brought to light by the implementing partner and were verified by the women during qualitative interactions.

The partner has been successful in achieving this impact by ensuring that it reaches out to all the women

in the community by providing them with access to vocational training initiatives and a revolving credit fund. Congregations for these trainings or meetings of the revolving credit fund members were used to identify these women; who were subsequently provided with one on one counselling. This impact can be considered quite valuable as the overall size of the community is approximately 100 households.

The implementing partner's work with the community has also led to a notable impact on the community's participation in meetings and interactions held by the PRIs. At the baseline, none of the households reported participation in *Gram Sabhas*. The project's impact is highlighted by the fact that at the end-line, women from 76.0 percent of the households reported that they regularly attend *Gram Sabhas*. Further, 62.3 percent of these women reported that they felt that their issues and concerns were aptly covered and addressed during these *Gram Sabhas*. The corresponding figure for the comparison *Panchayat* stood at 27.5 percent.

Case Study

Preeti (name changed) first came to the NGO office and Non Formal Education Centre two years back. Here, she learnt how to operate a computer and through her education developed a deep connection with the NGO staff. A few months later, her family sent her to Mumbai to work in the red light area. However, soon after, Preeti returned home and re-joined the education centre. According to her, the NGO staffs effort to counsel her to refrain from entering the sex work industry is primarily responsible for her deciding to return home. She also gives them the credit of reaching out to her mother and counselling her to let her return home. Preeti plans to continue with her education so that she can find a job as a computer operator. She also dream of getting married when she is of the right age and live a respectable and peaceful life in her village.

UN Women's Contribution to Research and Policy Advocacy in the Space of Combatting Trafficking of Women and Girls

Being a first of its kind project in India that seeks to combat the menace of trafficking of women and children by addressing the problem at source, UN Women's Anti Human Trafficking Program clearly demonstrated the institutions' commitment towards addressing the problem as well as its ability and capacity to deliver against the same. UN Women's expertise and the work it is currently doing towards combatting trafficking of women and girls is widely acknowledged by the Government and by civil society. In 2014, UN Women assisted the National Commission for Women in preparing Standard Operating Procedures for the Government's Anti-Human Trafficking efforts in the Country. The document requested by the Supreme Court of India was required to detail out the roles and responsibilities of various Government Ministries, Department and Officials in checking human trafficking in the Country. The roles and responsibilities mapped under the study spanned from checking trafficking at source, to rescue and rehabilitation. The document currently in the Supreme Court is expected to play a significant role in determining how the Country approaches the issues in the future.

One of the key success factors emerging out of the pilot program is the aptness with which the CBOs (especially PRIs) have been engaged with the program. PRIs being elected representatives of the people are the most effective channel through which a program can communicate with/reach out to the community at large. In order to successfully document the best practices and the process through which the PRIs can be engaged towards checking trafficking of women and girls, UN Women carried out a process documentation study to create a document that could be used to replicate the program's work (with PRI's) in other *Panchayats* in the Country. The document provides a series of questions and

checklists that the PRI representatives can use to gauge the community's vulnerability to trafficking and for identifying those who should be considered vulnerable. It also provides information on how the community can safeguard its women and girls from malicious elements that could exploit their vulnerability. Finally, it provides the PRIs with certain data recording sheets that they can use to track the safety and wellbeing of the community members when they migrate in search of livelihood opportunities.

Given the program's focus on combatting trafficking at source, UN Women carried out a study to assess the state of women and girls who had been rescued and rehabilitated. This study further supports UN Women's argument of directing efforts and funds towards checking the problem at source and also identifies a series of problems that the system (Government and Civil Society Organizations) need to address in order to successfully reintegrate/rehabilitate survivors of trafficking.

Conclusion

It is quite evident that the livelihood and vocational training components of the program have not been successful in creating employment opportunities which could provide target beneficiaries with an alternative to unsafe migration. As noted in **Bihar**, **Jharkhand**, **Odisha** and **West Bengal**, many women/girls are forced to migrate in order to earn their living. In most of the cases, they are forced to migrate under adverse conditions and through informal channels (which can exploit their vulnerability). The limited success of this component of the program can also be attributed to the fact that the program was only in the field for a time period of one year and seven months; a time period which is very less when compared to the expected gestation period for livelihood and vocational training programs.

The program has however been able to make contributions towards ensuring that the members of the target communities understand the risks attached with unsafe migration and how the same leaves them exposed to elements that can exploit their vulnerability. The intervention *Panchayats* in **Andhra Pradesh**, **Bihar** and **Jharkhand** reported an improved understanding of the elements that add to the risks associated with unsafe migration. This improved understanding can primarily be attributed to the work done by the peer educators and vigilance committee members. Community members from these communities reported that they had increased the frequency with which they were communicating with members of their family who had migrated in search of work. Further, communities from where women were migrating to cities (or overseas) in search of opportunities to work as domestic help reported that they were trying to ensure that this migration takes place through registered contractors and with a formal financial agreement. However, in communities where women were migrating (mostly as a part of a family) in search of opportunities to work as daily wage earners in Tier II and Tier III cities; the community members reported that they have no other option but to migrate through unregistered contractors.

In **Rajasthan**, the peer educators and vigilance committee members were expected to support the implementing agency in connecting the target audience to the livelihood activities under the program and to the PRIs. Their role (and therefore in a way the program) was adapted to the local socio-cultural context as the target community is extremely reserved on issues related to migration and trafficking. The peer educators were expected to augment the work being done under the 'Livelihood Opportunities & Income Enhancement' component by ensuring that the community members are aware of their rights and entitlements and are supported in availing these. The idea here has been to economically empower

the community (especially daughters-in-law) so as to generate a long term organic change towards discarding the sociocultural practice of sending daughters to work in the sex trade industry in Mumbai. The program has been successful in delivering such a socio-cultural change and a number of women/girls from the community have chosen not to engage in the community's age old practice of working as escorts in nearby metropolitan cities. Given that the intervention was in a particular village and not a *Panchayat*, the implementing partner has been able to ensure that the peer educators and vigilance committee members reach out to all the members of the community.

The program has also been successful in ensuring that the community understands the need to take care of its members and works towards protecting them from any potential/foreseeable harm. In the intervention *Panchayats* in **Andhra Pradesh**, **Bihar** and **Jharkhand**, it was observed that the community members, who would have earlier shied away from reporting cases of missing individuals, were now ready to reach out to the vigilance committees, police posts or PRIs to report the same.

Finally, only **Andhra Pradesh** and **Bihar** are recorded to have had significant change in terms of the PRIs operating with a more gender considerate approach. There has been an increase in women's participation in PRI meetings and they reported that the PRIs had begun internalizing women's rights/issues and concerns in their operations, agenda and decisions.

2.5. Sustainability

A thorough Evaluation of the impact of the program provides for a mixed result, suggesting that while some components and activities have delivered a notable change, others have failed to achieve their objective. Further, the success or failure of program components and activities varies from one state to the other. However, it is also important to gauge whether (and how) the impact of the various program components will be sustained post program completion. The program's sustainability is expected to have been adversely affected by the fact that its lifecycle was reduces to one year and seven months (post program design). Further, the program's sustainability needs to be evaluated under two distinct lenses:

► Financial sustainability

► Technical and institutional sustainability

The program was envisioned under a logical framework with multiple program components and activities. This was done so as to address the multiple factors that add to an individual's (especially women and girls) vulnerability of being trafficked.

The sustainability of the various program components and activities can be evaluated using two distinct lenses. The first lens should seek to examine the sustainability of the program in its entirety. Further, being aware of the fact that implementing partners may not be able to sustain their projects, the second lens should seek to assess the sustainability of standalone program components and activities.

All the program implementing partners were of the opinion that they will not be in a position to financially support/sustain their projects post program completion. In **Andhra Pradesh**, **Bihar**, **West Bengal** and **Rajasthan** the implementing partners reported that they are managing other projects that cover the intervention *Panchayat* or are being implemented in areas adjacent to the intervention *Panchayat*. These implementing partners said that they would try to sustain their projects through continued interactions with the PRIs, police officials and CBOs (including SHGs).

2.5.1 Livelihood Opportunities & Income Enhancement

One of the primary set of activities under this component involved the setting up of SHGs or capacity building support to existing SHGs. Any and all impact delivered through these activities can clearly be considered as being sustainable in the long run. Any observable impact is a direct outcome of enhanced capabilities built at an institutional level. Further, these community based institutions are expected to continue to operate post project completion. Therefore the impact of these activities will be sustainable as the change has taken place at an institutional level.

However, the vocational training activities under this program component would be hard to sustain post program completion. Only the vocational training on tailoring skills in **Andhra Pradesh** and the training on incense stick making in **Bihar** are expected to be sustainable, post program completion. The sustainability of these vocational training activities is due to the fact that they have been designed congruent to the demand in the local economy. The rest of the activities in these two states and the entire set of activities in the other states were not noted to have been successful in delivering the expected outputs.

2.5.2. Awareness on Trafficking, Rights & Entitlements

In almost all of the states (barring **Andhra Pradesh**), the peer educators have been engaged under a monthly stipend or salary. None of the implementing partners have been able to provide any ideas on how they could help these peer educators in maintaining this income stream (post program completion). Further, these peer educators will only be able to play a relevant role in the community if they have continued access to the training and content they would need to further refine their understanding of the issues they are expected to disseminate information on.

This component can only be considered as sustainable in **Andhra Pradesh**. The implementing partner had setup a team of peer educators who were all survivors of trafficking. Further, the peer educators were not expected to do the typical job of door-to-door information dissemination but rather act as counsellors who would reach out to women who were about to migrate overseas. Here, the idea was that once a potential migrant is identified, the peer educators would approach her to dissuade her from migrating overseas by sharing with her their personal experiences from the time when they were overseas.

The peer educators are providing pro bono services to the project. Given that their services are required on a select few days, they continue to draw an income from a regular job. Hence, the non-availability of any financial reward will not dissuade them from continuing to work as peer educators.

2.5.3. Surveillance & Security at Source

The Evaluation recorded a high degree of effectiveness of the vigilance committees in **Andhra Pradesh**, **Bihar** and **Rajasthan**. However the sustainability of these vigilance committees is directly linked to the tenure of the government officials and police officers (who are either a part of it or support it). Once these officials retire or are transferred, the link between the institutions they represent and the community members & PRIs is expected to be severed. It would be very difficult to sustain the work of the vigilance committees once these links are severed.

In **Bihar**, the link is primarily due to the implementing partner's efforts towards ensuring that a '*Vidhik Jagrukta Civil*' is periodically organized at the intervention *Panchayat*. This meeting brings together the various elements that either constitute or support the vigilance committees' operations. Once the

implementing partner leaves the intervention *Panchayat*, it would become difficult to ensure that the various stakeholders continue to congregate for these meetings.

In **Rajasthan** as well, the link between the CBOs, PRIs and government officials is an outcome of the implementing partner's efforts. Here as well, the link is expected to get severed after the implementing partner concludes its work in the intervention *Panchayat*. However, given that the implementing partner is working on other projects in the area, it is possible that the work being done by the vigilance committees will become sustainable over a short time period.

Andhra Pradesh is the only state where the vigilance committees have been considerably successful in their operation. In **Andhra Pradesh**, the SHG network also acts as a vigilance committee. As noted above, the SHG network is highly active and sustainable. Given that the 'most at risk' are all directly or indirectly linked to this network, it clearly possesses the ability to continue its work as an entity that maintain vigilance over unsafe migration from the *Panchayat*.

Further, none of the implementing partners have been able to put in place any arrangement which would ensure that their work with the local police force would produce a sustainable impact. Given that the police officials managing the local police posts can get transferred at short notice; a sustained impact from this component would necessarily require the implementing partner to work with the new officers in charge.

2.5.4. Community Mobilization & Participation

Even the work done with the PRIs and PRI members cannot be considered sustainable in the absence of continued capacity building support. However, any change in the core construct of these institutions (women's participation in *Gram Sabhas*, gender sensitive budgeting etc.) can be considered sustainable as this change becomes a part of the institutional memory. Only **Andhra Pradesh** and **Bihar** have reported such a change. The intervention *Panchayat* in these states reported a marked increase in women's participation in *Gram Sabhas* and also reported that the *Gram Sabhas* have made gender a core component of their operations.

Conclusion

The SHG networks established under the program can be considered sustainable as they are institutions that have been formed through the cooperation and coming together of community members. These institutions can be expected to continue their work even after program completion.

Similarly, given that the vigilance committees have been setup under a model wherein they have been connected to the PRIs and local police posts; they can be considered sustainable in terms of their future operation. However, the peer educators have been engaged under a suitable stipend and it would be fair to assume that they will discontinue their work upon conclusion of financial assistance from UN Women.

The implementing partners work with the officials from the local police posts can only be considered sustainable till the point the personnel at the local police post do not get transferred to another beat or post. Post this eventuality; there would once again be a need to build the capacity of the police officials who come to man the local posts.

Finally, the changes recorded at the PRI level are expected to have a sustained impact on the community. These changes can be considered quite sustainable as they have taken place at an

institutional level. The program has been able to change the ethos/principles on which these institutions operate. Being positive or reformatory in nature, these changes have been well received by the community. Given that the PRIs are essentially the collective voice of the community, it is expected that the community will ensure that these changes are sustainable over the long run.

The implementing partners are all keen to continue their work on their projects but also recorded their inability to do so in the absence of continued financial support from UN Women and or any other donor fund.

3.   Conclusion

Relevance

The program is observed to be highly relevant to the background against which it is expected to deliver. Almost all the *Panchayats* present a landscape where women and girls can be considered vulnerable to getting trafficked. The intervention *Panchayat* in **Odisha** reporting the lowest prevalence and or lack of prevalence of the factors that the program was being designed to address.

The factors leading to vulnerability clearly map against the factors internalized while designing the program. However, the program design is not able to capture the variance that originates out of combinations of these factors. In a number of *Panchayats*, the most at risk are not just women/girls from the family but the family as a whole. Further, it is observed that in the latter case, the vulnerability of women/girls is a sub-set of the vulnerability of the family as a whole. In this scenario, running a program that seeks to primarily work with the women in the community could not have sufficiently addressed the vulnerability of the women and girls in the family. Further, in a number of instances, women were observed to be fully aware of these risk factors and yet continued to ignore the same. Especially in **Rajasthan**, women and girls in the community were fully aware of the risks associated with migrating to Mumbai as sex workers and yet continued to do so as they consider the same to be a part of their socio-cultural practices. These unique contextual factors were not sufficiently captured while designing the program logical framework.

Program Effectiveness

Under the 'Livelihood Opportunities & Income Enhancement' component of the program, there is mixed evidence in terms of the effectiveness with which the implementing partners have been able to operationalize and support networks of SHGs and/or provide vocational training support to women/girls from the communities. The intervention *Panchayats* which reported successful implementation against this program (**Andhra Pradesh** and **Rajasthan**) component also reported an increase in the aggregate income levels for women/girls and in some cases, an increase in workforce participation for women.

The program has also not been able to deliver effectively against the 'Awareness on Trafficking, Rights and Entitlements' components. Only **Jharkhand** and **Rajasthan** reported high visibility and reach of the peer educators. In **Andhra Pradesh**, the peer educators were noted to have had a very limited reach but the implementing partner had supplemented their efforts through awareness campaigns via community radio.

The implementing partners in **Andhra Pradesh**, **Bihar** and **Rajasthan** have been able to setup effective and highly visible vigilance committees. In these states, the community in the intervention *Panchayat* reported being aware of the vigilance committees existence and its roles & responsibilities. Further, In

Andhra Pradesh, **Bihar** and **Jharkhand**; the implementing partners have been able to build the capacity of officials from the local police posts. They have been able to build a link between the community, the vigilance committees and the local police post; ensuring that the community members under duress are able to reach out to these institutions. As a result, it can be concluded that the program has been effective in working on the 'Surveillance and Security at Source' component of the program.

The program has been least effective in delivering against the 'Community Mobilization and Participation' component and none of the implementing partners have reported efforts towards delivering against all the activities as envisioned under this component. While all the implementing partners have made efforts to include the PRIs in their project activities; they have not reported efforts towards building the PRIs capacity to work with a more gender sensitive approach.

Program Efficiency

While it is clear that the various implementing partners have been able to fully utilise their project budget; it is also evident that the efficiency with which they have gone about working against the prescribed program outputs and outcomes is heavily dependent on the model or method of delivery. Using community radio for awareness generation in **Andhra Pradesh**, existing Government platforms for coordinating with district officials in **Bihar** etc. are models/methods that were found to have been both effective and efficient. On the other hand, some of the more traditional approaches that have been used by some of the implementing partners were found to be both ineffective and inefficient.

The budget allocation for the various program components is observed to vary from state to state and the percentage of budget allocate to a particular component is observed to have a heavy correlation with its reach and effectiveness.

Program Impact

It is quite evident that the livelihood and vocational training components of the program have not been successful in creating employment opportunities which could provide target beneficiaries with an alternative to unsafe migration. As noted in **Bihar**, **Jharkhand**, **Odisha** and **West Bengal**, many women/girls are forced to migrate in order to earn their living. In most of the cases, they are forced to migrate under adverse conditions and through informal channels (which can exploit their vulnerability). The limited success of this component of the program can also be attributed to the fact that the program was only in the field for a time period of one year and seven months; a time period which is very less when compared to the expected gestation period for livelihood and vocational training programs.

The program has however been able to make contributions towards ensuring that the members of the target communities understand the risks attached with unsafe migration and how this leaves them exposed to elements that can exploit their vulnerability. The intervention *Panchayats* in **Andhra Pradesh**, **Bihar** and **Jharkhand** reported an improved understanding of the elements that add to the risks associated with unsafe migration. This improved understanding can primarily be attributed to the work done by the peer educators and vigilance committee members. Community members from these communities reported that they had increased the frequency with which they were communicating with members of their family who had migrated in search of work. Further, communities from where women were migrating to cities (or overseas) in search of opportunities to work as domestic help reported that they were trying to ensure that this migration takes place through registered contractors and with a formal financial agreement. However, in communities where women were migrating (mostly as a part of a family) in search of opportunities to work as daily wage earners in Tier II and Tier III cities; the community members reported that they have no

other option but to migrate through unregistered contractors.

In **Rajasthan**, the peer educators and vigilance committee members were expected to support the implementing agency in connecting the target audience to the livelihood activities under the program and to the PRIs. Their role (and therefore in a way the program) was adapted to the local socio-cultural context as the target community is extremely reserved on issue related to migration and trafficking. The peer educators were expected to augment the work being done under the 'Livelihood Opportunities & Income Enhancement' component by ensuring that the community members are aware about their rights and entitlements and are supported towards availing the same. The idea here has been to economically empower the community (especially the daughter in laws) so as to generate a long term organic change towards discarding the sociocultural practice of sending daughters to the sex trade industry in Mumbai. The program has been successful in delivering such a socio-cultural change and a number of women/girls from the community have chosen not to engage in the community's age old practice of working as escorts in nearby metropolitan cities. Given that the intervention was in a particular village and not a *Panchayat*, the implementing partner has been able to ensure that the peer educators and vigilance committee members reach out to all the members of the community.

The program has also been successful in ensuring that the community understands the need to take care of its members and works towards protecting them from any potential/foreseeable harm. In the intervention *Panchayats* in **Andhra Pradesh**, **Bihar** and **Jharkhand**, it was observed that the community members, who would have earlier shied away from reporting cases of missing individuals, were now ready to reach out to the vigilance committees, police posts or PRIs to report the same.

Finally, only **Andhra Pradesh** and **Bihar** are recorded to have had significant change in terms of the PRIs operating with a more gender considerate approach. There has been an increase in women's participation in PRI meetings and they reported that the PRIs had begun internalizing women's rights/issues and concerns in their operations, agenda and decisions.

Sustainability

The SHG networks established under the program can be considered sustainable as they are institutions that have been formed through the cooperation and coming together of community members. These institutions can be expected to continue their work even after program completion.

Similarly, given that the vigilance committees have been setup under a model wherein they have been connected to the PRIs and local police posts; they can be considered sustainable in terms of their future operation. However, the peer educators have been engaged under a suitable stipend and it would be fair to assume that they will discontinue their work upon conclusion of financial assistance from UN Women.

The implementing partners work with the officials from the local police posts can only be considered sustainable till the point the personnel at the local police post do not get transferred to another beat or post. In the event of such a scenario, there would once again be a need to build the capacity of the police officials who come to monitor the local posts.

Finally, the changes recorded at the PRI level are expected to have a sustained impact on the community. These changes can be considered quiet sustainable as they have taken place at an institutional level. The program has been able to change the ethos/principles on which these institutions operate. Being positive or reformatory in nature, these changes have been well received by the community. Given that the PRIs are essentially the collective voice of the community, it is expected that the community will ensure that these

changes are sustainable over the long run.

The implementing partners are all keen to continue their work on their projects but also recorded their inability to do so in the absence of continued financial support from UN Women and or any other donor fund.

The program has definitely delivered against some of its intended outputs and outcomes but its performance varies from state to state (i.e. from project to project; wherein each project held its own model that had been designed against the prevailing socio-economic landscape)**. There is scope for improvement and therefore, any future continuation/expansion of this program will require a revision of its design as well a change in implementing partners for some of the intervention sites/states.**

4. Recommendations

Policy level recommendations

Increased focus on research

The Government's efforts towards combatting the menace of human trafficking are stymied by the lack of data and information on those it should consider vulnerable. As a result the bulk of efforts till date have been directed towards the rescue and rehabilitation of victims of trafficking and there has been very little progress towards checking the problem at source/origin. In this regard, there is a need to carry out a mapping of geographic areas where the most at risk/vulnerable reside together with an analysis of the factors that lead to their vulnerability (socio, cultural, economic, environmental etc.). There is also a need to establish the profile of those who tend to exploit the vulnerability of the individuals/groups/communities under consideration. A repository of such information would provide for a strong foundation that can guide future policies and programs.

Technical assistance and support for current National programs/policies

There are a number of program/policies that have been put in place to combat the problem of human trafficking and in specific trafficking of women and girls. A number of other program/policies hold components that seek to work in the aforementioned direction. These program/policies include National initiatives as well as State initiatives. In a number of cases these programs/policies have the ability to support one another but are not doing so due to bureaucratic and other coordination related issues. There are also cases where program/policies are replicating one another's efforts. It is suggested that the plethora of policies/program (directly and indirectly) working in the area of anti-human trafficking be subjected to rigorous external Evaluations or reviews that can examine them for their relevance, effectiveness and efficiency. These Evaluations would enable the Government to   improve upon its current policy/program portfolio in the space of human trafficking (especially trafficking of women and girls).

Convergence centred on knowledge

During the Evaluation of UN Women's AHT program, one of the most noted impact was that the various stakeholders at the village, *Panchayat*, block and district level have been interlinked so as to ensure that the community is able to reach out to the correct individual/entity for required/relevant help. This convergence was noted to be missing in the case of the control villages (*Panchayat*). UN Women's AHT program should be treated as a pilot on the basis of which a district level convergence model should be developed. In turn, this model should be shared with the relevant State and National nodal agencies which have the ability to translate it into a National or State level program.

Consolidating UN's expertise

It is well known that each UN agency has its own centre of expertise. The current pilot demonstrates how any effort towards combating trafficking at source requires technical inputs/expertise at various levels. The pilot demonstrates the need for greater expertise in the area of livelihood and vocational training, local governance systems, labour laws/rights etc. Therefore, it is suggested that efforts be invested towards constituting a joint mission that consolidates the efforts of agencies such as UN Women, UNDP, ILO, UNICEF etc. This mission should be led by UN Women and should seek to create a more holistic National program for combatting trafficking of women and girls. The technical expertise of the various UN agencies would help in ensuring that this program delivers a sizeable impact in this space.

The need for a legal framework

UN Women has already been assisting the National Commission for Women in working on issues related to trafficking of women and girls. It is suggested that UN Women step up its advocacy efforts towards the need for developing a consolidated law on human trafficking and works towards ensuring that this law views trafficking under a gender lens.

Program level recommendations

Addressing vulnerability of units and not just individuals

The program in its current design, seeks to tackle factors leading to the vulnerability of the women/girls in the intervention *Panchayats*. However, it is clear that in three of the six *Panchayats* (**Bihar**, **Jharkhand** and **Odisha**) the women/girls' vulnerability is a subset of their family's vulnerability of being trafficked/exploited. Going forward, the program could lay greater emphasis on reaching out to the families as a whole (including men from the family).

Working with the local labour department

In a number of intervention *Panchayats*, the program has been successful in helping the community members in understanding the importance of migrating under safer mode/mechanisms/arrangements. However, many of them have not been able to convert this understanding into practice because of the lack of availability of options in terms of entities facilitating migration from their *Panchayats*. In this regard, it might have been helpful if the program would have included the district labour department as an active stakeholder. The labour department's resources and expertise may have enabled the program to address this problem. The labour departments in **Jharkhand** and **Andhra Pradesh** have information on registered contractors through whom women/girls can migrate to cities/overseas in search of employment. Connecting the PRIs and vigilance committees to the labour department may have enabled them to guide aspiring migrants to these formally registered contractors.

Convergence with state government institutions

The program should have required the implementing partners to reach out to and network with the state *Panchayati Raj* Department and state police headquarters. This would have enabled the implementing partners to record a change in the central construct of the PRIs and police posts in the intervention *Panchayats*. Given the absence of these efforts, it is expected that the work done with the PRIs and police officials will not be sustainable over the long run.

Improved coordination between implementing partners

The various implementing partners were observed to have implemented program components with geography specific iterations. However, not all of the iterations were simply a response to the local context. Some of them could have been replicated in other intervention *Panchayats* and would have increased the effectiveness and in turn the impact of the program in these *Panchayats*. Going forward, UN Women may want to ensure an increased dialogue and mutual learning between the various implementing partners. The **Andhra Pradesh** model of engaging SHGs as the vigilance committees, the **Bihar** model of having the *Panchayat* maintain a register of those who are migrating from the village, the **Odisha** model of creating SHG membership through information dissemination/campaigning via peer educators etc. are some of the state specific experiences which the other implementing partners could have learnt from.

Need for project specific logical frameworks

The program can in a sense be viewed as a set of six somewhat similar projects. While these projects were to be designed and rolled out under the guidance of the program logical framework, it might have been more relevant to design six project specific logical frameworks. While these frameworks would be built around the central program logical framework, they would have allowed for addition and removal of activities/outputs on the basis of their relevance to the project site. The need for such project specific customised logical frameworks is made clear by the fact that almost all the implementing partners reported their own hierarchy to the importance they attached to the various program components. Further, they also reported not having pursued specific program activities/outputs as they did not find them relevant to the local context.

Need for technical guidance, inputs and content

The program required the implementing partners to hold training workshops and capacity building sessions with peer educators, vigilance committee members, police officials and PRIs. Each partner has held these training and sessions using their own model/method and further has utilised its own content and material for the same. Given UN Women's expertise, it may have helped if they could have provided the implementing partner with support on arranging for reference material for these trainings and workshops.

Due positioning and weightage to the baseline and the mid-line

The program logical framework was finalized before the baseline. If designed/finalised alongside the baseline the logical framework could have been made more relevant to the context of the selected *Panchayats*. Further, it would have highlighted discrepancies in selection of *Panchayats* in **Rajasthan** and **Odisha**.

The specific context of Rajasthan

It is clear that the intervention village in **Rajasthan** should be considered a special case. It is an intervention site where the program components of active engagement and dialogue with the community cannot be utilised to deliver the envisioned change. In case UN Women decides to continue with an intervention at this site, it would need to revise the project concept that would seek to create a sustainable change through a more indirect route/theory of change.

MONITORING AND EVALUATION OF THE ANTI HUMAN TRAFFICKING PROGRAM IN INDIA

Background and Context

UN Women is the UN organization dedicated to gender equality and the empowerment of women. One of the core areas of UN Women is to eliminate violence against women by preventing trafficking of women and girls, supporting HIV prevention and care specifically for women, strengthening legal norms and making public spaces safer for women.

The UN Protocol, 2000 to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Trafficking Protocol) which supplements the Convention against Transnational Organized Crime states that "Trafficking in persons" shall mean: *"the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs".*

Trafficking in persons' for forced labour, sexual exploitation and other illegal purposes is not only in itself is a gross violation of human rights, but it is also often the final result of continuous human rights violations. The mass exodus of people from one place to another as a result of conflict, war, natural calamities, ethnic cleansing, terrorism and insurgency or simply in search of livelihood options often provides a fertile ground for people to be trafficked. Victims are lured or abducted from their homes and subsequently forced into prostitution, bonded labour in agricultural and manufacturing settings, domestic services, organ trade and other trans-national crimes and servitude. Areas suffering under extreme poverty, food insecurity, insensitive social and cultural milieu and displacements due to natural and man-made disasters enhance the risk and vulnerability to being trafficked, especially of women and children.

Trafficking of women and girls is essentially a result of structural gender inequalities that make them part of the excluded and discriminated groups. Because of their lower social status, the human rights of women and girls are violated or neglected continuously: they are the target of abusive customary practices, have inadequate access to education and thus fewer possibilities for sustainable livelihoods and a marginalized access to justice and other resources for redress. Thus, they are often more vulnerable to trafficking than men and boys. Only ending these human rights violations that provide a fertile field for trafficking will prevent trafficking.

According to the Global Report on Trafficking in Persons (UNODC 2009) in 2006, 66% of trafficking victims were women and 13 % of them were girls – and 80% of all trafficking cases related to sexual exploitation. Apart from forced prostitution women and girls are also exploited as domestic workers as well as labourers in the agricultural and industrial sector. Due to the clandestine nature of human trafficking, all statistics, even at their best, are always inaccurate. This does not change the fact that trafficking is a tangible problem that most severely affects those whose possibilities for sustainable livelihoods are close to non-existent.

Justification

India is a source, transit and a destination country for human trafficking, but the vast majority of trafficking in India is internal. Although efforts are on to address the problem, the initiatives have not focused on prevention in the source areas. There is **lack of prevention initiatives that engage the local governance and administration** to address trafficking in women and girls. There is little evidence of local governments preventing trafficking. There is also **lack of attention to change societal attitudes** that discriminate against women. There are limited mechanisms to ensure that survivors who are reintegrated are not isolated but accepted by their communities and that they are not further exploited, or maybe even re-trafficked, by their families. This problem is most crucial in cases where the family members have participated in the trafficking crime justifying it as a customary practice. If community members are not sensitised to the problem, they continue only to see their own direct benefits of the trafficking crime: the remittances sent back to them by the trafficked victim. **Traditional vocational trainings have often not lead to sustainable livelihoods for women in rural source areas.** Often the intensity, reach and sustainability of the existing spectrum of **livelihood and income generation programs are insufficient to create better avenues for economic development.** During the survivors' stay at the shelter home, they have often been equipped with traditional vocational skills which later on turn out to be inappropriate in their final location.

UN Women aims to bring about a change in this situation by locating trafficking of women and girls in a human rights perspective and going back to the source areas of trafficking. This program will increase the role of local governance in preventing trafficking. It will attempt to bring about change in societal attitudes towards women and thereby create a strong social environment to prevent trafficking. It will use convergence of government programs as a strategy to reduce vulnerability to trafficking and create a laboratory of learning to influence governmental programs so that they can focus on prevention of trafficking in the source areas in the future

Objectives

The program seeks to reduce the number of internally trafficked women and children, through enhancement of Governmental protection and prevention mechanisms that focus on source areas and through community action and participation.

The program seeks to reduce vulnerability of internally trafficked women and girls through research, community action & participation and enhancement of Governmental protection & prevention mechanisms that focus on trafficking in source areas.

It aims to:

- **Support processes that stir the communities to be more vigilant** to the risks of trafficking
- **Create sustainable livelihood options for women and girls** living in areas vulnerable to trafficking, it will empower young girls in assessing their risks to be trafficked through self-awareness and empowerment inputs
- **Build capacities of local governance structures** to strengthen the Civil Registration Systems and to lease out common property resources to self-help groups of young women to generate substantial incomes.
- **Promote convergence of government programs** by building the capacities of local government functionaries and **use existing government resources** to create Centres of Actions to prevent

trafficking in the source areas and advocate for up-scaling the model of prevention of trafficking by engaging with policy makers and planners at various stages of the program implementation.

- **Revive justice systems** under the *Nyayalaya* Bill to strengthen communities to exercise vigil against traffickers

Project Location

- Six States: One project site in *Panchayats* in States of **Andhra Pradesh**, **Bihar**, **Jharkhand**, Orissa, **Rajasthan** and **West Bengal**

Key Program Activities

Key programme activities include research, community mobilization & action, capacity development and advocacy. Specifically, the main activities are:

- Recruit peer educators among trafficking survivors and organise peer education activities that include regular and in-depth training of peer educators
- Capacity development of women and girls (enhance their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defence skills, soft skills and personal grooming)
- Set up vigilance committees in the project area
- Build and strengthen the capabilities of community-based organizations (SHGs, clusters, federations, cooperatives etc.) so that women and girls, through such CBOs, can adopt strategies to prevent being trafficked
- Develop entrepreneurial skills of women by training them in marketing, value addition and business skills through working with the SHGS
- Build Capacities of *Panchayat/s* for integrating gender and trafficking concerns in their accountability systems
- Facilitate adoption by the *Panchayats* of a multi-sectoral strategy to prevent trafficking and increase protections for vulnerable populations
- Set up Centres of Action (COAs) in source areas with support from government resources and common property resources owned by communities
- Build Capacities of justice systems to address gender based violence and trafficking and an improved understanding of trafficking laws by members of *Nyaya Panchayats* and *Gram Panchayats*
- Develop gender responsive budgeting strategies in consultation with *Panchayats*, for reflecting increased spending on marginalised women and girls
- Organize trainings of the elected representatives in the *Panchayats* in close collaboration with the Ministry of *Panchayati Raj* and its training arms to undertake the compulsory registration of births, deaths and marriages under the Civil Registration System
- Organize round tables in co-ordination with State Commissions for Women

Purpose of Monitoring and Evaluation

UN WOMEN South Asia Sub Regional Office would like to engage an agency for conducting the Monitoring and Evaluation of the Anti-Human Trafficking (AHT) program. The selected agency will be responsible for collecting baseline data for the AHT program to track progress on results over a period of time, conducting a mid-term Evaluation and the final Evaluation to assess the impact of this program at various stages and to inform decisions on the next phase.

Scope of the Monitoring & Evaluation

The Monitoring and Evaluation for this program include three components:

I.   Collection of baseline data for all indicators in the program log-frame
II.   Mid-term program Evaluation (approximately 1.5 years after project implementation)
III. Final program Evaluation after the completion of the project (after program completion)

The Monitoring and Evaluation framework, including the log-frame and performance indicators, has been developed by UN Women. The log-frame is included in the Annex A. While the outcomes and outputs will remain unchanged, specific monitoring indicators can be revised in consultation with UN Women M&E unit.

Baseline Data Collection

A baseline survey will be conducted in the 6 *Panchayats* where the AHT program will be implemented to track progress on results over a period of time. A regular monitoring process will be developed to generate data on the achievements of the program results and will be compared with baseline data to measure progress of the project implementation over the length of the program. The scope of the baseline data collection will be guided by the program log-frame (Annex A).

The selected organisation will:

- Develop a theory of change/logic model for the program interventions
- Prepare an inception report including the literature review, detailed methodology and work plan with time lines
- Develop data collection tools and instruments
- Data collection
- Develop benchmarks for all indicators
- Prepare a draft report and share key findings and analysis with UN WOMEN SASRO
- Finalise baseline survey report incorporating the feedback and comments received from UN WOMEN

Mid Term Evaluation

Approximately 1.5 years after project implementation, the selected agency will collect mid-term data and conduct a mid-term Evaluation to assess the progress of the program towards stated intermediate outcomes and benchmarks. The mid-term Evaluation will also provide recommendations to improve program implementation for the remainder of the program duration.

Scope of the Mid Term Evaluation

The main objective of mid-term Evaluation is to provide UN WOMEN and the implementing partners with an independent review of the status of the program results. The selected organization will be responsible for the following:

- Assessing
    - Relevance of program activities

- - o Progress towards achievement of program outcomes and Identifying key results achieved
    - o Effectiveness and efficiency of the resources use
  - Identify and summarise
    - o Challenges faced by the program managers
    - o Reasons for any gaps in the program implementation
    - o Lessons learned
  - Provide specific recommendations for improving program implementation for the remainder of the program

Final Evaluation

On programme completion, a final round of data collection and Evaluation will be conducted to evaluate the programme achievements. The final Evaluation will provide an impartial assessment of the UN WOMEN AHT program in achieving the stated program outcomes and outputs.

The main objectives of the final Evaluation are:
1. To evaluate results and impacts, including an assessment of sustainability
2. To assess the effectiveness and efficiency of resources use
3. To document, provide feedback on, and disseminate lessons learned
4. To assess program response to, and the validity of, recommendations made by the mid-term Evaluation
5. To provide a basis for decision making on actions to be taken post-program

The final Evaluation is intended to be a systematic learning exercise for program partners and UN Women program managers. The exercise is therefore structured to generate and share experiences and practical knowledge gained from the implementation of the program activities. To achieve this, the Evaluation will take place in a *consultative and participatory* manner. It is important to emphasise that the final Evaluation is not a tool for measuring individual or institutional performance but for validating the program design and its effectiveness towards achieving the results as set forth in the program document.

Scope of the Final Evaluation

The program progress and achievements will be evaluated against standard Evaluation criteria including:
- (i) **Relevance** – the extent to which the program was suited to local and national development priorities and organisational policies
- (ii) **Effectiveness** – the extent to which program objectives were achieved
- (iii) **Efficiency** – of program implementation especially in terms of financial resources
- (iv) **Results/impacts** – positive and negative changes produced directly or indirectly by the program
- (v) **Sustainability** – the likelihood of the program results to continue to deliver benefits for an extended period of time after completion

Annexure II: List of Respondents

Name	Designation
Andhra Pradesh	
Vishwanath Reddy	Station House Officer & Inspector
A.S. Humayun Basha	*Sarpanch*
Jaffer	PRI Member
T Anasuyama	Vigilance Committee Member
M Devi	Vigilance Committee Member
C Madhavi	Vigilance Committee Member
V Nagarani	Vigilance Committee Member
S Natheru	Vigilance Committee Member
P Swati	Peer Educators
Masthani	Peer Educators
Bibi Janum	Peer Educators
A Nagamma	Peer Educators
V Amravati	Peer Educators
R Hema	Women Protection Officer
Bihar	
Rajendra Prasad	Station House Officer & Inspector
Mithilesh Sharma	*Sarpanch*
Md Sabir Hussain	*Mukhiya*
Ishwar Prasad	Vigilance Committee Member
Sumitra Devi	Vigilance Committee Member
Sabuj Devi	Vigilance Committee Member
Biran Devi	Vigilance Committee Member
Sarita Devi	Vigilance Committee Member

Geeta Devi	Vigilance Committee Member
Surajmani Devi	Peer Educators
Dr Nageshwar	Peer Educators
Sudhir Kumar	Peer Educators
Janki Devi	Peer Educators
Shobha Devi	Peer Educators
Premlata Devi	Peer Educators
Indu Devi	Peer Educators
Geeta Devi	Peer Educators
Jharkhand	
Shiv Charan Kashyap	PRI Representative
Sumitra Devi	PRI Representative
Etwari Devi	Vigilance Committee Member
Poonam Kashyap	Vigilance Committee Member
Sumitra Devi	Vigilance Committee Member
Shahin	Vigilance Committee Member
Jiramani Tigga	Peer Educator
Sonia Sanga	Peer Educator
Sita Kumari	Peer Educator
Suchita Jinda	Peer Educator
Sushma Nayak	Peer Educator
Gangiya	Peer Educator
Anuranjna Tuti	Peer Educator
Odisha	
Kalindi Charan Mahapatra	PRI Representative
Deyi	PRI Representative

Suresh Chandra Pradhan	Vigilance Committee Member
Manju Das	Vigilance Committee Member
Rama Maharana	Vigilance Committee Member
Nalini Biswas	Vigilance Committee Member
Jayadeep Nayak	Police Department
Naresh Kumar Senapathy	Peer Educator
Parimita Rath	Peer Educator
Kunibala Biswala	Peer Educator
Rajesh Pandit	Peer Educator
Ashok Barik	Peer Educator
Deepa Biswal	Peer Educator
Rajasthan	
Vimla Mehra	Mahila Constable
Rampati Meena	*Sarpanch*
Prem Devi Bhairwa	Vigilance committee member
Shayama Devi Sharma	Vigilance Committee member
Ghanshyam Sharma	Vigilance committee member
Ram Shayai Sharma	Social worker, Member Vigilance Committee
K.L Yadav	Block Program Manager, Member Vigilance Committee
Ramji	Peer Educator
Rm Jeeva Chadi	Peer Educator
Mamta Pareek	Peer Educator
Babli Pathekar	Peer Educator
West Bengal	
Tushar Kanti Chattopadhyay	District Social Welfare Officer, Child Marriage Prohibition officer, Dowry Prohibition Officer, District Manager, WBWDU

Abhu Hasan	Sub Inspector, 2nd Officer, Police station
Bimal Sardar	Pradhan
Banamala Sardar	Member *Panchayat Samiti*
Sonali Das	*Sanchalak, Panchayat Samiti*
Baroti Haldar	Vigilance Committee member
Bharvati Naskar	Vigilance Committee member, Panchayat *Samiti* member,
Jharna Naskar	Peer Educator, Survivor of Trafficking
Ismatara Mohalla	Peer Educator, Survivor of Trafficking
Moina Sardar	Peer Educator, Survivor of Trafficking
Dolon Mondal	Peer Educator, Survivor of Trafficking
Jharna Naskar	Peer Educator, Survivor of Trafficking
Debola Haldar	Mother of missing women, feared trafficked
Delhi	
Suruchi Pant	UNODC
Swasti Rana	UNODC
Charu Wali Khanna	Member, National Commission for Women
Madhu Bala Nath	Consultant
Manish Subharwal	CEO, IMPACT Partners in Social Development

Annexure III: Evaluation Framework

Evaluation Criteria	Evaluation Questions	Indicators	Source of Data	Data Collection Tool
RELEVANCE What is the relevance of the AHT program in the regional and national contexts and in UN Women's strategic priorities?	• Does the AHT Program align with the national and regional contexts • How relevant was it for UN Women to conceptualize a program on the issue of human trafficking? • How relevant was the approach/strategy adopted by UN Women to execute the program? • Does the AHT Program fit into UN Women's mandate and priorities? • What is UN Women's comparative advantage in designing and implementing initiatives such as the AHT Program?	• There is evidence that the objectives of the program are based on findings of empirical research studies • Need assessment/situation analysis reports have been used to cover the geographic areas of intervention • Evidence suggesting that there are limited number of interventions working towards prevention of trafficking at the source • Evidence suggesting high incidence of trafficking and lack of concerted efforts to mitigate Human Trafficking • Evidence that the objectives of the program are in congruence with UN Women's mandate and strategic priorities • UN Women's experience of dealing with gender based programs • Established linkages between UN Women and key stakeholders at national and state level • Technical expertise and competence of UN Women's staff to work on AHT	**Literature Review:** Program Proposal; UN Women Country Strategy Document, Minutes of Stakeholder Consultations, Baseline and Midterm report, **Stakeholder Meeting/Interview:** Meeting with UN Women officials, representatives from National Commission For Women, Ministry of Women and Child Development, UNODC, UN Agencies and other like-minded agencies	Literature Review Log Structured Interviews
EFFECTIVENESS How effective was AHT Program in reducing vulnerability of women and girls to trafficking How effective was the AHT Program in enhancing capacities of local governance and justice system in prevention of trafficking.	• Has the provision of a well-defined LFA led to the effective implementation of the program • To what extent has the Program enhanced women's and community members awareness about trafficking • To what extent has the program been able to create livelihood opportunities for women • To what extent has the program been able to enhance the capacity of the local governance setup and judicial system in combating trafficking • How has the Program management structure influenced the achievements of program activities • How has the monitoring and reporting system influenced the achievements of program activities	• Output, outcomes and indicators are clearly defined and reported • Increased awareness among women, girls and community members on trafficking and unsafe migration • Women and girls are engaged in income generation activities • Increased capacities of local governance and justice systems • The roles and responsibilities of all the stakeholders are defined, consented and performed • Program management structure clearly defined and functional • Monitoring and reporting systems are defined, adequate regular and adhered to • Role of UN Women clearly defined and performed	**Literature review:** Program Proposal , Program progress reports and Reports of capacity building workshops/trainings **Stakeholder Discussion/Interview:** Meeting with UN Women, NGO partners, representatives of PRIs, Justice system and Program participants	Literature Review Log Structured Interviews Household Questionnaire In-depth Interviews

Evaluation Criteria	Evaluation Questions	Indicators	Source of Data	Data Collection Tool
	• What were the factors that facilitated/inhibited the achievement of results • How has the involvement of UN Women influenced the • Implementation of the program.			
EFFICIENCY How efficiently has the program been managed and available resources utilised	• What is the financial review mechanism of the program? • Was there an optimum deployment of financial resources? • Was there an optimum deployment of human resources? • What was the timeliness of the activity in program implementation? • Was the fund flow arrangement between UN women and the implementing partners designed for effective implementation? • Has the attrition of human resources affected the effective implementation of the program? • Were the activities of the implementing partners cost efficient? • Is the implementation model followed by UN Women cost-efficient?	• Financial monitoring is defined, regular, and adequate for interim correction • Human resource intake is in line with its planned activities • Gap between the requirements submitted and the actual allocation. • Fund disbursement is in line with the planned activities • Program budget (activity wise) and its utilization and variance • Funds disbursed in accordance with pre-determined timeline • Work plans were prepared and shared with program partners and the program milestones were mapped against the work plan. • Guidelines for fund flow management were developed and shared with implementing partners. • Funds disbursed as per the agreed timeline and/or milestones. • Targets achieved within the given timeframe with the allocated resources. • Actual deployment of financial and human resources is less than equal to that was planned • Any variances are documented and well-reasoned • Financial resources required to implement the model followed by UN Women are lesser than other existing models	**Literature review:** Program Proposal , Audited Financial Reports, Financial Reports, Progress reports and Reports of capacity building workshops/trainings, Financial outlay of similar programs on trafficking **Stakeholder Discussion/Interview:** Meeting with UN Women and NGO partners	Literature Review Log Structured Interviews
IMPACT What are the positive and negative changes, intended and unintended results produced by the	• What has been the target realization with respect to program objectives? • Has the program been able to inform policy level changes at the state and national levels	• Program outputs have been translated into specific, measurable, realizable targets • Documented evidences that targets are met/unmet and justification for the same • Evidence suggesting that the activities planned by the National and State administration have been designed and	**Literature review:** Program progress reports **Stakeholder Discussion/Interview:** Meeting with UN Women, NGO partners,	Literature Review Log Structured Interviews

Evaluation Criteria	Evaluation Questions	Indicators	Source of Data	Data Collection Tool
program	• What are the documented and measurable changes that have occurred since the inception of the program • Has the program implementation led to gender sensitivity and gender responsiveness in the systems and processes at the local governance	planned using the knowledge created by the program • Reports highlighting a notable change against the desired objectives • Instances of women and girls standing up against exploitation or VAW • Evidence suggesting that the program's outcomes/outputs have led to a social and economic change and that these changes can be attributed to the program • Evidence suggesting that gender is being incorporated in the annual plans of Gram Sabha • Evidence suggesting a provision of gender budgeting at local governance level	representatives of PRIs, Justice system, State and National Level officials and Program participants	Household Questionnaire In-depth Interview
SUSTAINABILITY What is the likelihood of the program objectives to be sustained beyond the program duration	• To what extent were sustainability considerations taken into account while conceptualizing the program • Has UN Women/implementing partners identified other avenues of financial support to continue the Program. • Have UN Women or its implementing partners been able to link the AHT Program with programs supported by the government or by other agencies • To what extent has the issue of trafficking been institutionalized • Has UN Women been able to showcase/highlight the program at forums of strategic importance	• Program has a well-defined exit strategy • Capacities of NGO partners have been built to take the Program forward in the absence of technical support from UN Women • Local governance structures capacitated to take the program objectives forward in the absence of support from • implementing partners • Willingness of local governance structures to continue working on program components/elements post program completion • Evidence suggesting that UN Women/implementing partners have identified other avenues of financial support • National/state governments Government departments and other agencies have integrated the program objectives into their policies and programs • The issue of trafficking has been incorporated in the overall agenda of the implementing partners	**Literature review:** Program Proposal **Stakeholder Discussion/Interview:** Meeting with UN Women, NGO partners, representatives of PRIs, Justice system, State and National Level officials	Literature Review Log Structured Interviews

Annexure IV: Data/Information Collection Tools and Instruments

Structured Interview for NGO Partners

Final Evaluation of UN Women's Anti Human Trafficking Program

Name of the NGO	
Respondent's Name	
Designation	
Date of Interview	

Q1. How has your project evolved post the mid-term review? Have any changes been made on the basis of specific recommendations or findings of the mid-term view? If yes, then what are these changes and what recommendation or finding was the same based on or guided by?

Q2. Do you think that the project activities (forming action groups/peer educators/awareness generation/trainings/advocacy) were able to address the issue at hand? If yes, then did your project include any project activities that were not suggested under the initial project logical framework? If not, then please provide your opinion on why the activities were not able to address the issue at hand and suggest some activities that could have been pursued in this direction.

Q3. Have you involved any 'survivors of trafficking' in the project? If yes, then how?

Q4. Did your project include any activities where the intended target audience was or included men/boys? If yes, then please elaborate on these activities and provide details about how this target group responded to your activities.

Q5. Do you think that gender power relations in the intervention village have evolved over the course of the project implementation cycle? Has the equation worsened or improved in the favor of women? If it has improved, can the same be attributed to any of the project activities? If yes, then which activities?

Q6. As a part of this project, has your NGO provided women and girls with access to any specific training programs? If yes, then what were the subjects/issues covered under these training programs? How was the content of these training programs defined? How was the model for these training programs finalized (in terms of trainers, approach etc.)? Can you provide any specific examples where women or girls from the village used the information acquired through these training programs?

Q7. Have there been cases where individuals or groups have opposed discriminatory practices against women and girls in their homes or society especially around trafficking and VAW? Give concrete examples.

Q8. What are the various livelihood opportunities/income generating opportunities that the project has been able to create for the women and girls in the village? How and why were these particular activities/opportunities selected? Which of these activities have worked well and what are the enabling factors contributing to their success? What are the constraints or barriers due to which the other activities were not able to deliver the desired response?

Q9. Has an increase in local employment opportunities led to a decrease in the quantum of migration from the village? If not, then please provide your opinion on why the quantum of migration from the village has increased or remained the same.

Q10. What activities have you pursued to improve upon the capacities of local governance and justice systems (Gram Sabhas, Nyaya Panchayats and Nyaya Samitis)? Why were these particular activities chosen for this purpose? Please elaborate upon the reasons for the success and failure of these activities. How has this improved capacity enabled them to respond to issues related to trafficking and violence against women? Provide concrete examples.

Q11. Have you worked towards building the Gram Sabha's capacity towards carrying out social audits? If yes, then how and what benefits have arisen out of this capacity building? Have you worked with Gram Sabhas on gender sensitive budgeting/budget allocation? Are the Gram Sabhas now mindful of gender related issues at the time of annual budget preparation? If not, then what according to you are the reasons behind this activity/attribute of the project being unsuccessful?

Q12. Did you setup a village level 'Vigilance Committee' as a part of this project? How were the members of this committee selected? Did you provide any capacity building support or training to the committee members? If yes, then please provide details about the same. What were the responsibilities of the committee and was it able to deliver against the same? If the committee was not able to deliver against its responsibilities, then what according to you are the possible reasons for the same?

Q13. Did the project set up a fresh set of SHGs or was it able to find an existing set of SHGs to work with? How has the project worked towards the capacity building of these SHGs and their members? Has the capacity building support enabled the SHGs to increase their memberships or improve upon its financial strength?

Q14. Has the project played any role in connecting the SHGs to community resources or to relevant sources of technical support (such as Agriculture Universities)? Have these connects enabled the SHGs to strengthen their operations? If yes, then kindly provide concrete examples of the same.

Q15. How is the information from the field gathered and used? How frequently is the information collected? Is there an MIS for the same?

Q16. What has been the frequency of concurrent monitoring/reporting (programmatic and financial) to the donor? Did the donor provide a reporting format or did you develop one for the purpose of this project? Has the reporting format been maintained consistent across the timeframe of project implementation? What all aspects does the reporting format cover (programmatic & financial)? Are there any temporal milestones and/or any reporting template components against which you have not been able to report on a consistent basis? If yes, then please specify which components and also specify the reason behind the inability to report against the same? What system/process do you use for recording financial data (accounting system)? Do you have an internal audit/review system that you have used for monitoring this program?

Q17. What is the fund flow arrangement? Is the current fund flow arrangement effective? Have there been any delays in receiving funds from UN Women? What is the average time taken by UN Women to release funds after receipt of deliverable? Has the delay led to any negative impact on the program activities?

Q18. Has the project been able to deliver an unintended output or outcome? If yes, then kindly specify what these output(s) or outcome(s) are and describe the activity that has resulted in the same.

Q19. Has the program been able to bring about any change in the way local governance and justice system functions? Has it also led to any policy level change at state or national levels? If yes, please elaborate?

Q20. Are there any specific challenges that your agency has faced while implementing the project? Kindly provide your views on the reasons why these challenges surfaced? How did you try to overcome these challenges? Did your solution resolve the issue at hand? If not, then why? Did you receive any technical support from UN Women towards overcoming these challenges? If yes, then please specify the nature of support received and whether it enabled your institution to overcome the challenges at hand.

Q21. What were the mechanisms created in the program to ensure active participation of the key stakeholders? What specific role did they play in program planning, implementing and/or monitoring activities?

Q22. Did your institution undertake any networking or advocacy activities with likeminded agencies, government departments, academic institutions etc.? If yes, then kindly provide details on the type of entities at whom these activities were directed, the approach used to facilitate dialogue and the outcome of the dialogue.

Q23. Have the project learnings, challenges, best practices, and success stories been documented? If yes, how do you plan to share them with UN Women, government and other entities working in the domain of women empowerment? In cases where documented evidences have been shared, what has been the outcome? Give concrete examples.

Q24. Will you try to continue implementing this project after UN Women withdraws its support? If yes, then how do you plan to finance the same and what modifications/additions would you make to the project before its next phase of implementation?

Q25. Have you approached other donors/funding agencies been to continue the program? Did you receive any support from the UN Women in reaching out to these agencies?

Q26. Has the human resource deployment been consistent throughout the program? If not, has it affected the implementation of the program? Did you take any measures to address this?

Structured Interview for Vigilance Committee

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Name			
Age:		Gender:	
Village:			
Date of Interview			

Q1. For how long have you been associated with the vigilance committee? When was this committee setup? What are the roles and responsibilities of the vigilance committee? What are your roles and responsibilities as a part of the committee?

Q2. In order to deliver against the aforementioned roles and responsibilities, did the committee receive any induction support or capacity building support from the NGO? If yes, kindly elaborate on the nature of this support and the issues covered there under?

Q3. How often do you work with or coordinate with other community groups working towards preventing human trafficking? For what purpose do you coordinate with these other groups? Is this coordination facilitated by the NGO or is it your own initiative? Can you provide any concrete examples of how you have been able to support their work?

Q4. Have you ever been approached by a woman/girl facing issues of forced labour or forced prostitution or deceitful marriage? How did you deal with such cases? Did you approach the PRIs or Police Department with the case? If yes, then how did they respond to the same?

Q5. Has the committee been involved in any rescue operation in the recent past? If yes, please provide a detailed narrative of the incident and the committee's role in the operation?

Q6. Have you observed any changes in the level of awareness of vulnerable women and girls? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Q8. Have you observed any changes in the level of awareness of men & boys? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Q9. Have you observed any changes in the gender power relations in the community? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Structured Interview for Peer Educators

Final Evaluation of UN Women's Anti Human Trafficking Program

Name			
Age:		Gender:	
Village:			
Date of Interview			

Q1. For how long have you been associated with the AHT Project? How are you involved with the AHT program? What are your roles and responsibilities as a part of the project?

Q2. In order to deliver against the aforementioned roles and responsibilities, have you received any training from the concerned NGO? What were the issues covered in the training? Can you recall any key information that you received in the training? Please elaborate on any other support you have received from the NGO?

Q3. As a peer educator, did you conduct trainings to enhance the capacities of trafficking survivors, women and girls vulnerable to trafficking and PLWHA? What were the different issues covered in the trainings? What are the type of training tools and methods you used during these trainings? According to you which tools and methods received the best response? Were these tools and responses provided to you by the NGO or have they been developed by you?

Q4. Having worked with the community at large have you observed any changes in the level of awareness of vulnerable women and girls? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Q5. Having worked with the community at large have you observed any changes in the level of awareness of men & boys? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Q6. Having worked with the community at large have you observed any changes in the gender power relations in the community? If yes, then kindly elaborate on the facets where you have observed such a change and substantiate the same with examples.

Q7. How often do you work with or coordinate with other community groups working towards preventing human trafficking? For what purpose do you coordinate with these other groups? Is this coordination facilitated

by the NGO or is it your own initiative? Can you provide any concrete examples of how you have been able to support their work?

Q8. Do you face any challenges in reaching out to the community members? If yes, then kindly elaborate on these barriers?

Q9. Have you ever been approached by a woman/girl facing issues of forced labour or forced prostitution or deceitful marriage? How did you deal with such cases? Did you approach the PRIs/VC/Police Department with the case? If yes, then how did they respond to the same?

Structured Interview for Police Department Official(s)

Final Evaluation of UN Women's Anti Human Trafficking Program

Name	
Designation	
Date of Interview	

Q1. What is the nature of crimes against women which get reported at your police station? What according to you are the primary reasons behind these crimes? Have the number of cases risen over the past few years, decreased or largely remained the same? If the number of cases has been on the rise then is this due to a rise in incidence or in reporting? If the number of cases has decreased then what according to you are the reasons behind the same?

Q2. Are cases of missing or trafficked people reported at your police station? What according to you are the reasons why people from the area are susceptible to falling victim to such crimes? Have the number of cases risen over the past few years, decreased or largely remained the same? If the number of cases has been on the rise then is this due to a rise in incidence or in reporting? If the number of cases has decreased then what according to you are the reasons behind the same? Is there a separate unit or task force at your station that takes care of such cases?

Q3. Is there an Anti-Human Trafficking Unit (AHTU) in the district? Are you or any of the other Police Department official members of the AHTU? If yes then what role do the Police play in the AHTU? What initiatives has the AHTU taken in order to prevent trafficking?

Q4. What initiatives has the Police Department taken in order to prevent trafficking in this area? Has the AHT project helped you in undertaking any of these initiatives? If yes, then kindly elaborate upon the support you received under the project.

Q5. According to you, has there been a change in the perception of PRI representatives in dealing with the issue of trafficking? Have PRIs become more open to approaching the police in case a member from the community is found to be missing or suspected to have been trafficked?

Q6. If a woman/girl was to be rescued while being trafficked, how do the police contribute towards her rehabilitation? In this direction, have you received any capacity building support from the AHT project?

Q7. Is there a Vigilance Committee existing in your area? Are you or any of the other Police Department officials members of the Vigilance Committee? What role do the Police play in the Vigilance Committee?

Q8. What challenges do you face in dealing with the issue of trafficking in your area? Has the AHT project helped you in dealing with these issues? In this regard what support have you received from the project? Have you received any training under the project or participated in any capacity building workshop organized under its purview? Have you been able to utilised any of the trainings in your day to day work? If yes then kindly substantiate with examples.

Structured Interview for PRI Representatives

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Respondent's Name	
Panchayat	
Role in the Panchayat	
Date of Interview	
Total Population of the Panchayat	
Total Number of Women (>18 years)	
Total Number of Men (>18 years)	
Total Number of Girls (<18 years)	
Total Number of Boys (<18 years)	
Number of Scheduled Caste	
Number of Scheduled Tribes	
Number of Other Backward Classes	

Q1. Does the Panchayat have any women representatives? What role do these women representatives play in the Panchayat's day to day functioning? Do women from the village regularly attend the Panchayat? If not, then kindly provide reasons for the same. Also, has the Panchayat taken any initiatives to improve upon their participation in the Gram Sabhas?

Q2. Has the Panchayat recently had to deal with any cases of violence against women or trafficking? If yes, then can you describe any of these cases in detail? How did the Panchayat respond to this case? Did it seek support from the local police department? If not then why did it not seek such support?

Q3. What according to you are the primary reasons behind the occurrence of the aforementioned cases and what according to you can be done to curb the same?

Q4. Have you received any capacity building support from the NGO that would enable you to better deal with the aforementioned cases? If yes then please specify the nature of support received and provide examples regarding how it has improved the Panchayat's response?

Q5. Does the Panchayat consider women's issues and interests while preparing its annual budget? If yes, then kindly provide details about how these issues or interests are identified? Are women a part of the consultations held towards determining the issues and interests? For what issues or interests has the Panchayat made budget provisions this year?

Q6. Are people in the Panchayat accessing government sponsored livelihood opportunities? Are women able to access these opportunities with ease? If yes then what role is the Panchayat playing in facilitating this access (for community at large and for women in specific)? If not then why are they (community at large or women in specific) unable to access the same and what has the Panchayat tried to do towards correcting the situation?

Q7. If people are able to access government sponsored livelihood opportunities then are they still migrating? If they are still migrating then kindly elaborate upon the reasons for the same?

Q8. Do you conduct any social audits to gauge the success with which government programs are reaching out to the residents of your Panchayat? If yes, then kindly share with us some of the key findings of the latest social audit? Further, have you received any capacity building support from the NGO on how to better perform such social audits?

Q9. Are you aware of the fact that the NGO has setup vigilance committees in your Panchayat? If yes, then are members of the Panchayat a part of these VCs? What role are these VCs supposed to play? Do you believe that such VCs are useful in addressing issues such as VAW or trafficking?

Q10. Are you aware of the fact that the NGO has held training programs for women and girls in the village? If yes, then can you recall any of the topics/subjects covered under these training programs? Do you feel that women and girls from the village have benefitted from these trainings? If yes, then kindly elaborate upon what you believe these benefit(s) to be?

Q11. Are you aware of the fact that the NGO has held training programs for men and boys in the village? If yes, then can you recall any of the topics/subjects covered under these training programs? Do you feel that these training have changed the manner in which men and boys in the village treat and respect women and girls in the community?

Q12. Are you aware of any work that the NGO has done with SHGs in the village? Can you elaborate upon what kind of assistance the NGO has provided to the SHGs? Are women forthcoming in being a part of these SHGs? Have women been able to establish a source of income through their involvement in the SHGs? Has this source of income led to a decrease in migration? If not, please suggest why?

Panchayat: [ ] Village: [ ]

Household Questionnaire

Final Evaluation of UN Women's Anti Human Trafficking Program

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Grid 1: General Information

Researcher's name: [ ]   Date when administered: [ ]

Respondent's Name: [ ]   Name of Head of Family: [ ]

Religion of the household: [ ]   Caste: [ ]   Type of house: [ ]   Does the household have a BPL card: [ ]

Grid 2: Education and Marriage

Family Member's Name	Gender	Age	Educational Qualification	Whether Currently Enrolled	Marital Status	Age at Marriage	Was money or gifts exchanged during marriage	Who decided the marriage	If family member is a girl and is married then	
									Where does she reside now	What is the frequency of communication between her and the family

Grid 3: Income, Employment Status and Migration

Family Member's Name	Employment Status	Place of Work	Monthly Earning	If an individual has migrated during the past two years; then					
				Reason	Destination	Decision Maker	Unit of Migration	Frequency	Duration

Have any of the individuals from the family; or the family as a whole had to migrate due to lack of opportunities (income related, access to education etc.) or due to locally prevalent adverse conditions (natural disasters or caste system etc.):

In case a member of the family or the household as a whole migrates in search of employment opportunities/income augmentations; then who facilitates this migration: Further, what is the nature of financial arrangements:

Given that individuals or families from the village migrate in search of employment opportunities; have any people been reported missing: If yes, then were any of those reported missing; women or girls: or children:

Was any action taken towards trying to trace the where about of these missing people: If yes, then what:

Has any individual/organisation ever given you information related to safe migration/violence against women/livelihoods: If yes, then what was the profile of this individual/entity:

If you were to come across a case of a missing person(s) from your village; how would you respond to the situation:

Are you aware about the existence of a village level 'Vigilance Committee' that monitors migration from your village:

If yes, then did anyone from the committee visit your household when you were about to migrate in search of work: ☐

Grid 4: Self Help Groups and Peer Educators

Do you have any Self Help Groups (SHGs) in the village: ☐ If yes, then is any family member a part of these SHGs: ☐

Are the SHGs engaged in any saving/credit related activities: ☐ Have the SHGs developed any bank inter-linkages: ☐

Have the SHGs received any technical training: ☐ and have they been interlinked with Agricultural Universities: ☐

Further, are the SHGs using/leasing any common property resources owned by the community (*Panchayat*): ☐

Are these SHGs involved in income generation activities: ☐ If yes then which activities: ☐

Has any training held for women & girls in the village: ☐ If yes, then collect information on type of trainings, on whether women & girls from the family have attended these trainings and if they have attended trainings then what is the level of recall:

Thematic Area	Any Trainings Held	Did Women & Girls from the Family Attend the Training	Was the Training Beneficial	Can you Recall any Two Topics Covered Under the Training
Health				
Rights and entitlements				
Social security schemes				
Vocational training				
Life skills				
Trafficking and VAW				
Income generation activity				
Sexuality and HIV/AIDS				

Have any male members of the family also attended any of the aforementioned trainings: ☐ If yes, then what was their

feedback on the content and relevance of the same: ☐

Grid 5: Local Governance and Judicial Machinery

Do you know about Gram Sabha: ☐ Are Gram Sabhas Organized in your Village: ☐ Do women from your family

participate in these Sabhas: ☐ Are issues pertaining to women and girls discussed during these Gram Sabhas: ☐

Does your village have a development plan: ☐ Are women a part of the process of formulating this development plan: ☐

Does the village development plan set aside any activities and or budget for the development of women in the village: ☐

How are the domestic disputes involving women resolved in the village: ☐ Has the local police post engaged with you,

your family or the community at large about issues related to violence against women: ☐

Panchayat: [   ]   Village: [   ]

In Depth Questionnaire

Final Evaluation of UN Women's Anti Human Trafficking Program

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Grid 1: General Information

Researcher's name: [   ]   Date when administered: [   ]

Respondent's Name: [   ]   Marital Status: [   ]   Age: [   ]

Educational Qualification: [   ]   Number of Family Members: [   ]   Number of Children: [   ]   Number of Girls: [   ]

Grid 2: Education and Marriage

Do you think it is important to send girls to school?

1. Yes
2. No

If yes, then why so?

At what age are girls married off?

1. Less than 18 years of age
2. More than 18 years of age

If married before turning 18 years of age, what are the primary reasons for the same?

Do you perceive there to be a difference between the responsibilities of men and women in the family; according to you does this difference provide men with an upper hand in the gender relations at the community and family level?

Grid 3: Income, Employment Status and Migration

Do women have access to similar opportunities or avenues of employment? If no, then please elaborate on some of the opportunities or avenues that are not available to women? Are some opportunities only available outside the village?

Do jobs/economic opportunities in the village remunerate women and men equally? If not, then do you believe that the situation would be different if you were to migrate to a city?

If you or any member of your family was to migrate in search of work, who would you turn to advice on where to migrate to or even where to search for employment in terms of prospective employer?

Are you aware of any case where someone from the village went missing during whilst he/she had migrated in search of work? Can you narrate to us what this person's family did in order to find him/her? What role did the community play? Was the matter escalated to the local police station? What do you think could have been differently?

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Grid 4: Self Help Groups and Peer Educators

Are you a member or any member from the household a member of a SHG? If yes then what motivated you or your family member to join the group and what benefits have you been able to derive from the same?

Has the SHG received any technical support directed at improving the efficiency of its income generating activities, market linkages or received any support in terms of access to or leasing of community resources/infrastructure? If yes, how has the SHG benefited from this/these support?

Have you or any of the members of your family attended any training/awareness session on public health, social security schemes, violence against women, human trafficking etc.? Do you believe that such sessions are necessary? Should girls be exposed to such sessions? Did the attendee(s) derived any value from the sessions? If yes, then is the value a function of the relevance of the subject at hand or of the ability and experience of the trainers?

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Grid 5: Local Governance and Judicial Machinery

Do women from the village participate in the Gram Sabha? If not, then why so? Do you feel that there is a need to change this practice?

How are the domestic disputes involving women resolved in the village? If they are settled within the family or by the community, are women involved in the resolution?

Annexure V: Literature Review Log

Document	Author/Source
Action Plan to Prevent and Combat Human Trafficking with Special focus on Children and Women	Ministry of Women and Child Development (India)
Analysis: South Asia's Human Trafficking Conundrum	Integrated Regional Information Network
Anti-Human Trafficking Unit (AHTU) in India	National Legal Research Desk
Anti-Trafficking Programs in South Asia: appropriate activities, indicators and Evaluation methodologies	Population Council
Baseline Study of UN Women's Anti-Human Trafficking Programme	UN Women
Beyond Border Security: Feminist Approaches to Human Trafficking	J.K Lobasz
Bihar Government Astitva Policy to Combat Trafficking	National Legal Research District
Child Trafficking in India	Child Line India
Combating Human Trafficking in South-East Asia	UNESCO
Economic Rehabilitation for Survivors of Trafficking in India	Lacey Iiene Ruben
Female Sex Trafficking in Asia- The Resilience of Patriarchy in a Changing World	V. Samarsinghe
Girl and Women Trafficking	Azad India Foundation
Human Trafficking in South Asia: Issues of Corruption and Human Security	M.Bashir Uddin
Immoral Traffic Prevention Act 1986	Child Line India

India: 'Journey of Hope' - a UNODC compendium of Anti-Human Trafficking and Victim Support Initiatives	UNODC
India: Securing Livelihoods to Safeguards against Human Trafficking	UNODC
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Initiatives to Combat Trafficking of Woman and Children	Ministry of Child and Development (India)
International Law and Woman's Rights	Stop Violence Against Women
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Midline Evaluation of UN Women's Anti Human Trafficking Programm	UN Women
Nat Community	People Groups of India
Owners of domestic help placement agencies trafficking, raping women	Shakti Vahini
Panchayati Raj Institutions in India - Scoping Study	World Bank
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Strategic Interventions for Countering Human Trafficking in **Bihar**	Legatum Foundation (India)
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Trafficking of Women and Children in India: Nature, Dimensions and Strategies for Prevention	B Ghosh
Trafficking, Prostitution and Inequality	Catharine A. MacKinnon
Treading along on a Treacherous Trail: Research on Trafficking in Persons on South Asia	M. Ali
USAID Anti-Trafficking in Persons Programs in Asia: A Synthesis	USAID

Annexure VI: Evaluation Team

Role/Responsibility	Team Member
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