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



EVALUATION
UNIT

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

**International Labour Office
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Evaluation Unit

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Preface

This is the first Independent Evaluation of the ILO's Decent Work Country Programme (DWCP) for India. The evaluation made it possible to assess the results and impact of the ILO activities in the country, and to generate findings and recommendations that will serve as building blocks for the next DWCP for India, 2013–17.

This Decent Work Country Programme Evaluation (DWCPE) contains key components of the ILO strategy to support the Government's and social partners' efforts to secure decent work as part of India's larger effort to reduce poverty in the country. While the Office has contributed to promoting the Decent Work Agenda both in the formal and informal sectors of the economy, it has also served as a 'demonstrator' of how to design, implement, supervise, and monitor programmes and policies in a systematic manner. Satisfactory results have been achieved, especially with regard to promoting livelihoods, the elimination of child labour, reducing the vulnerabilities of bonded labourers, and empowering women and informal economy workers by formalizing informal workers' groups and enabling access to government schemes, as well as developing employment generation agendas at the grassroots and national policy level. There is also evidence of policy impact, for example, in supporting the Ministry of Labour and Employment (MOLE) draft policies such as the skills development policy, the national HIV/AIDS at the work place policy and the national employment policy in a participatory and tripartite manner.

The evaluation found, however, that more attention could have been paid to support the implementation of labour standards. The next DWCP would benefit from more explicit attention to the observations and recommendations made by the ILO Committee of Experts on the Application of Conventions and Recommendations.

Regarding labour markets, the evaluation suggests that next DWCP should continue to establish links to employment generation and employability, engagement with employers' organizations, and support to local governance systems that supply services to the unorganized sector in rural areas. This would require forging strategic partnerships with multilateral and bilateral organizations, and greater attention to knowledge management and policy dialogue.

Perhaps the most important message emanating from the DWCPE is that the context in India has changed significantly since ILO started its partnership with the government, and trade unions' and employers' organizations in 2007 under the umbrella of a decent work country strategy. India's emerging middle-income country status will have important implications on the ILO's role and focus in the country during the course of the coming decade and beyond.

Together with the vast array of national-level technical expertise and funds now available, both through centrally sponsored schemes and state-financed initiatives, the aforementioned status will pose a challenge to ILO in terms of articulating its objectives and priorities for moving forward. As such, they will need to carefully, and jointly, reflect

on alternative options, directions and approaches to pursue, in order to ensure the continued high relevance of their partnership.

The evaluation report summarizes the main evaluation findings which have been discussed and agreed upon among the Government, Employers' and Workers Organizations of India and the ILO, together with proposals as to how and by whom they should be implemented.

Guy Thijs

Director, Evaluation Unit

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This high-level evaluation was conducted by an independent evaluation team composed of Francisco L. Guzman, Senior Evaluation Officer, Brajesh Pandey, Senior National Evaluator, Mini Thakur, National Evaluation Consultant and Elisa Furuta, Research Assistant.

The evaluation team received invaluable support from the Director and Deputy Director of ILO Decent Work Team for South Asia and ILO Country Office for India (DWT/CO–New Delhi) and, in particular, from Rani Selvakumar, National Programming Unit who coordinated the DWCPE team’s evaluation mission. The evaluation also benefited from the valuable inputs and contributions by the DWT/CO–New Delhi, the National Programming Unit and National Programme Managers.

The ILO Evaluation Office (EVAL) is grateful to ILO’s Regional Office for Asia and the Pacific, Bangkok, ex-officials of the DWT/CO–New Delhi and the officials from HQ for their insightful inputs and comments at various stages throughout the evaluation process. Appreciation is also highly due to the Ministry of Labour and Employment (MOLE), Government of India; the National Planning Commission; and State Labour Commissioners and Officers in Jharkhand, Maharashtra and Tamil Nadu for their constructive collaboration. The DWCPE Team is grateful to the workers’ organizations, especially to Mr. N M Adyanthaya (Member of the ILO Governing Body); representatives from employers’ organizations; and beneficiaries for their generous contribution to the evaluation process.

Table of Contents

PREFACE	III
ACKNOWLEDGEMENTS	V
ABBREVIATIONS	IX
EXECUTIVE SUMMARY	XIII
1. INTRODUCTION	1
1.1 Objectives of the evaluation.....	2
1.2 Evaluation clients	3
1.3 Scope and coverage	3
1.4 Evaluation approach and methodology.....	3
1.5 Evaluation management	6
1.6 Limitations	7
1.7 Report layout.....	7
2. THE NATIONAL CONTEXT	8
2.1 The Government of India's vision.....	8
2.2 Population and literacy	8
2.3 Macro-economic trends.....	9
2.4 Labour and employment.....	11
2.5 Skill development and the challenges.....	16
2.6 Policy environment.....	17
2.7 India on ratification and labour standards.....	18
2.8 Tripartism	19
2.9 India is an emerging donor country	20
3. RELEVANCE AND COHERENCE OF INDIA DWCP	23

3.1	National priorities and programmes.....	23
3.2	India CPOs and ILO strategic framework (SF) outcomes	25
3.3	India DWCP and the India UNDAF.....	26
3.4	National constituents' priorities	27
4.	IMPLEMENTATION OF INDIA DWCP.....	30
4.1	Outcome 1. Decent and productive employment integrated into socio-economic policies through policy/action research	30
4.1.1	Achievements	31
4.1.2	Shortfalls and challenges	34
4.2	Outcome 2. Comprehensive approaches development to address decent and productive work in selected sectors and states, with emphasis on women workers	35
4.2.1	Achievements	36
4.2.2	Shortfalls and challenges	41
4.3	Outcome 3. Social protection policies/programmes formulated and progressively extended	43
4.3.1	Achievements	45
4.3.2	Shortfalls and challenges	50
4.4	Outcome 4. Strengthened policy framework for elimination of unacceptable forms of work	51
4.4.1	Achievements	53
4.4.2	Shortfalls and challenges	59
4.5	Cross-cutting issues	61
4.5.1	Gender equality	61
4.5.2	Promoting non-discrimination.....	61
4.5.3	Social dialogue and strengthening of partners.....	63
5.	MANAGEMENT OF INDIA DWCP.....	64
5.1	DWCP development process.....	64

5.2	Financial portfolio – India (2006–13)	65
5.3	Organizational effectiveness and division of labour	66
5.4	Results-based management (RBM)	67
5.5	Outcome-based workplans (OBWs)	68
5.6	Evaluability assessment	70
6.	GENERAL ASSESSMENT OF INDIA’S DWCP AND LESSONS LEARNED	73
6.1	Relevance	73
6.2	Coherence	74
6.3	Effectiveness	75
6.4	Efficiency	76
6.5	Impact and sustainability	77
6.6	Overall rating of the India DWCP	78
7.	CONCLUSIONS LESSONS LEARNED AND RECOMMENDATIONS	79
7.1	Conclusions	79
7.2	Lessons learned and Recommendations	81
8.	COMMENTS FROM THE OFFICE	85
9.	TRIPARTITE CONSTITUENTS’ COMMENTS	87
	ANNEX 1. TERMS OF REFERENCE	89
	ANNEX 2. LIST OF RESPONDENTS	102
	ANNEX 3. SUMMARY OF PROJECTS UNDER INDIA DWCP	106
	ANNEX 4. XBTC – LIST OF PROJECTS IMPLEMENTED FROM 2007 TO 2012	110
	ANNEX 5. BRIEF NOTE ON RELEVANT POLICIES AND LEGISLATIONS	113
	ANNEX 6. INDIA DWCP CPOS AND THEIR LINKAGE TO SF OUTCOMES	115
	ANNEX 7. CASE STUDIES VOLUME 2.	119

Abbreviations

AAEA	Agricultural & Applied Economics Association
ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AIOE	All India Organisation of Employers
ALP	Alternative Livelihoods Project
APSBP	Andhra Pradesh State Based Project
ARTEP	Asian Regional Team for Employment Promotion
BASIC	Gender Equality in the World of Work in Brazil, Angola, South Africa, India and China
BLSAA	Bonded Labour System Abolition Act 1976
BRICS	Brazil Russia India China South Africa
CBWE	Central Board for Workers Education
CIE	Council of Indian Employers
CIRTES	Central Institute for Research and Training in Employment Services
CL(PR) Act	Child Labour (Prohibition and Regulation) Act 1986
CLASP	Child Labour Action and Support Programmes
CPO	Country programme outcome
CPR	Country Programme Review
DBMR	Direct Beneficiary Monitoring and Reporting
DFID	Department for International Development, UK
DW	Decent Work
DWCP	Decent Work Country Programme
DWCPE	Decent Work Country Programme Evaluation
EA	Evaluability Assessment
ECL	Elimination of child labour
EFI	Employers' Federation of India
EFSI	Employers' Federation of Southern India
EO	Employers' organization
EQ	Evaluation question
EVAL	Evaluation Unit, ILO headquarters
FIP	Factory Improvement Project
FYP	Five Year Plan

GDP	Gross domestic product
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit
GoI	Government of India
GoTN	Government of Tamil Nadu
G-RBSA	Gender-Regular Budget Supplementary Account
HMS	Hind Majdoor Sabha
HRD	Human Resource Development
IAPP	Irish Aid Partnership Programme
IBSA	India, Brazil, South Africa
ILC	International Labour Conference
ILO	International Labour Organization
DWT/CO-New Delhi	International Labour Organization's Decent Work Team for South Asia and Country Office-New Delhi
ICTU	Irish Congress of Trade Unions
INDUS	INDO-USDOL Child labour Project – Preventing and Eliminating Child Labour in Identified Hazardous Sectors
INTUC	Indian National Trade Union Congress
IPEC	International Programme on Elimination of Child Labour
ITC Turin	International Training Centre, Turin
KCLP	Karnataka Child Labour Project
LI	Labour inspection
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MGNREG/A/S/P	Mahatma Gandhi National Rural Employment Guarantee Act/Scheme/Programme
MOLE	Ministry of Labour and Employment
MoRD	Ministry of Rural Development
MSMEs	Micro-, small- and medium-sized enterprises
NACO	National AIDS Control Organisation
NACP	National AIDS Control Programme
NAM	Non-Aligned Movement
NCEUS	National Commission for Enterprises in the Unorganised Sector
NCLP	National Child Labour Project
NCVT	National Council for Vocational Training
NEP	National Employment Policy
NGO	Nongovernmental organizations
NORAD	Norwegian Agency for International Cooperation
NSDP	National Skill Development Policy
NSSO	National Sample Survey Organisation

OECD/DAC	Organisation of Economic Co-operation and Development/ Development Assistance Committee
OSH	Occupational safety and health
P&B	Programme and Budget
PC	Performance criteria
PEBLISA	Prevention and Elimination of Bonded Labour in South Asia
PEPFAR	The U.S. President's Emergency Plan for AIDS Relief
PLHIV	People living with HIV
PMT	Project Management Team
PPP	Public-private partnerships
RB	Regular Budget
RBM	Results-based management
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
RVBI	Reducing Vulnerability to Bondage in India through Promotion of Decent Work
ROAP	Regional Office for Asia and the Pacific
RSBY	Rashtriya Swasthya Bima Yojana (National Health Insurance Scheme)
SAARC	South Asian Association for Regional Cooperation
SAAT	South Asia Multidisciplinary Advisory Team
SAP	State Action Plan
SC/ST	Scheduled caste/scheduled tribe
SCOPE	Standing Conference of Public Enterprises
SCORE	Sustaining Competitive and Responsible Enterprises
SDF	SAARC Development Fund
SDI-MES	Skill Development Initiative-Modular Employable Skills
SECO/SDC	The State Secretariat for Economic Affairs/ Swiss Agency for Development and Cooperation
SF	Strategic framework
SHG	Self-help group
SME	Small- and medium-sized enterprise
SRO-ND	ILO's Sub Regional Office in New Delhi, India
SSA	Sarva Siksha Abhiyan (Universal Education Campaign)
TC	Technical cooperation
ToR	Terms of reference
TU	Trade union
UNAIDS	Joint United Nations Programme on HIV /AIDS
UNDAF	United Nations Development Assistance Framework

UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
USDOL	United States Department of Labor
VVGNLI	V.V. Giri National Labour Institute
WO	Workers' organization
WPR	Worker-population ratio
XBTC	Extra-budgetary technical cooperation

Executive summary

This report presents the analysis, findings and recommendations of the ILO's independent evaluation of the ILO's Decent Work Country Programme (DWCP) for India 2007–2012. The Decent Work Country Programme evaluation (DWCP-E), consisting of a desk review, independent evaluation mission, key stakeholder consultations and interviews, was conducted from December 2011 to April 2012.

The independent evaluation assesses the performance of the ILO's activities in India, provides accountability to the ILO Governing Body, and highlights the lessons learnt about factors affecting the ILO's performance and development impact. It was guided by six core questions, addressing the *relevance* of the ILO's programme of support to the development challenges and decent work priorities of the Indian Government; *coherence* between the definition of a programmatic focus, the integration across ILO instruments in support of programme objectives, and coordination with other development actors; *efficiency*, measured in terms of administrative costs and timeliness of execution; the *effectiveness* of interventions and the programme as a whole; the *sustainability* of programme and project achievements, and the *impact* of the results. The evaluation covers the ILO's engagement with India over two programme and budget biennia (P&B 2008 and P&B 2010–11).

National context

India is home to one-sixth of the global population and is set to be the world's youngest nation. The central vision of India's 11th Five Year Plan (FYP) (2007–12) is to trigger a development process that ensures broad-based improvement in the quality of life of the people. Its main components are rapid growth to reduce poverty and create employment, access to essential services in health and education, equality of opportunity, empowerment through education and skill development, employment opportunities underpinned by the National Rural Employment Guarantee, environmental sustainability, gender equality, and good governance.

The ILO's DWCP for India (2007–12) has three priorities and four outcomes as follows:

- Strategic priority 1: Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development, has two outcomes.
- Strategic priority 2: Social protection progressively extended, particularly in the context of informalization, has one outcome.
- Strategic priority 3: Strengthened policy framework for elimination of unacceptable forms of work, has one outcome.

The DWCP India is aligned with and reflective of the priorities and approaches embodied in the 11th Five Year Plan of the country. The India DWCP outcomes focus on integrating decent and productive employment into socio-economic policies through policy/action research, developing comprehensive approaches to address decent and productive work in selected sectors and states with emphasis on women workers, formulating and extending

social protection policies and programmes, and strengthening the policy framework for the elimination of unacceptable forms of work. The India DWCP is consistent with a large number of major national programmes and has been implemented in tandem with these programmes.

Evaluation findings

Strategic Priority 1: Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development.

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

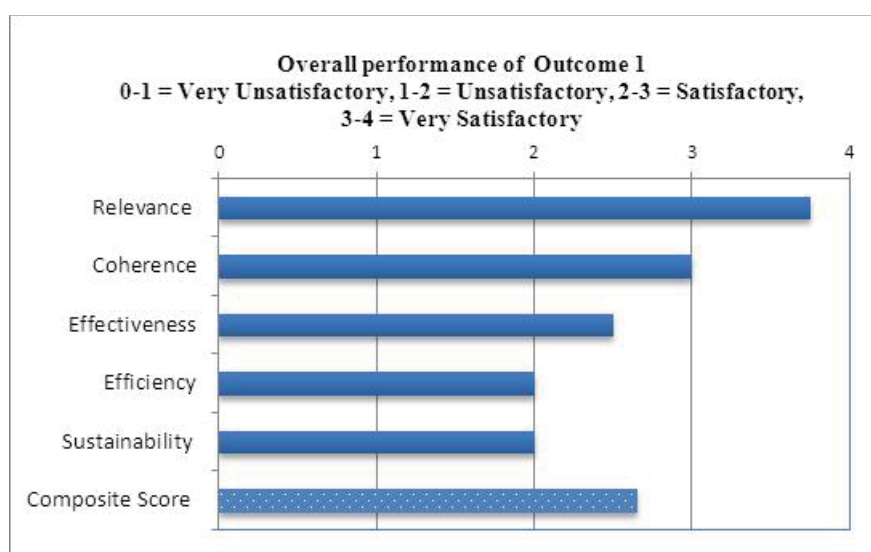
The India DCWP provided technical inputs to the Ministry of Labour and Employment (MOLE) in the drafting of the National Employment Policy (NEP) and the National Skills Development Policy (NDSP). The ILO brought together workers' organizations (WOs) and employers' organizations (EOs), produced knowledge products, and convened international experts.

Several sectoral studies and technical advice on the development of the National Vocational Qualification Framework, National Labour Market Information Systems, Employment Impact Assessment, and new institutional arrangements for the review of the National Council for Vocational Training (NCVT), are directly contributing to the emerging priorities of the national government.

The ILO facilitated multi-stakeholder task forces and working groups on climate change, green jobs, rural roads, and domestic workers. It led a Tripartite Expert Group on the country's response to the economic crisis. The ILO also developed an adapted version of the *ILO Manual on Labour Policies and Practices for Employment-Intensive Infrastructure Programme*. Elements of the manual were mainstreamed in the Ministry of Rural Development (MoRD) and GoI's Rural Roads Development Plan Vision 2025.

The Evaluation Team (DWCPE Team) noted that some of the efforts under Outcome 1 could have been programmed more strategically and more attention could have been paid to applying results-based management (RBM) practices during the implementation process. Also, that the three-year absence of a full-time Decent Work Team (DWT) Sector Specialist on employment was a gap. Figure 1 below presents the overall performance of Outcome 1, which was found to be *Satisfactory*, and illustrates the scores for each of the six performance criteria.

Figure 1: Overall performance of Outcome 1



Outcome 2: Comprehensive approaches developed to address decent and productive work in selected sectors and States, with emphasis on women workers.

The ILO/MOLE programme on the Skills Development Initiative (SDI) in Selected Clusters in India supported the GoI's efforts to expand vocational training. The ILO facilitated the multi-stakeholder and consultative process and provided technical support in developing the curriculum. The Skills Development and Vocational Training in Informal Economy for Tsunami affected people Project (ILO-ICFTU/APRO-ICTU) helped tsunami-affected people in two coastal districts in southern India to rebuild their livelihoods, involving WOs in the rehabilitation of informal economy workers as a disaster response mechanism.

The DWT/CO–New Delhi supported a study to develop decent work and environmental sustainability indicators for Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP). A demonstration project was carried out as part of the Green Jobs pilot initiative in Jabalpur in the dairy sector. The Alternative Livelihoods Project (ALP), aimed at addressing the medium-term employment needs of tsunami-affected communities, was implemented.

A Joint Action Forum on Promotion of Youth Employment of WOs and EOs was formed under the ILO ACT/TRAV and ACT/EMP projects in Tamil Nadu, which developed a joint policy on youth employment.

The ILO also addressed the issues of social dialogue and workplace cooperation through the Factory Improvement Programme (FIP), which showcased effective ways to enhance the competitiveness of small- and medium-sized enterprises (SMEs). Moving forward, the Sustaining Competitive and Responsible Enterprises in India (SCORE) Project, is aiming to develop the next generation training modules and to disseminate them in a commercially sustainable manner.

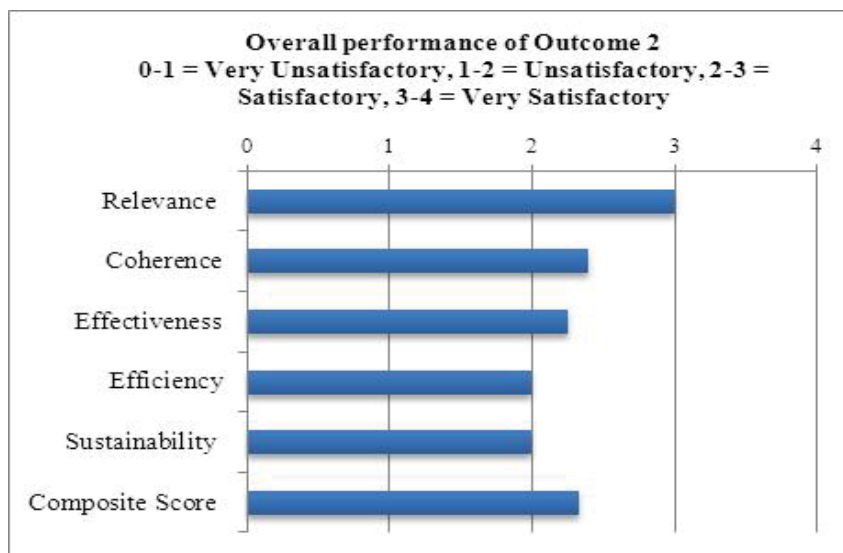
Most projects under this outcome have shown close coordination with workers' and employers' organizations. Co-ordination with other United Nations (UN) agencies such as with the United Nations Industrial Development Organization (UNIDO) (on SCORE), and with the United Nations Development Programme (UNDP) on the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) was noted. The Tsunami-response project was also part of joint UN response to the Tsunami.

The programme on operationalization of the SDI was implemented in only three clusters. The DWCPE noted that the SDI programme with domestic workers helped the trainees develop life skills but not necessarily professional skills. The job placement strategy of the ILO-Irish Congress of Trade Unions (ICTU) project for tsunami-affected people was found to be ineffective, as little knowledge exchange on effective practices occurred, and there were gaps in oversight and monitoring, communication, and capacity building.

Limited human and financial resources devoted to the dairy value chain development initiative prevented the project from executing any innovative elements. There were shortfalls in the ALP related to the selection of beneficiaries and coherence. On the project management side, delays were noted in some of the projects. Replicability of some of the initiatives such as the dairy project and MGNREGA (Rajasthan project) is a area of concern. Some of the key challenges of SCORE are sustainability, commercial success, and up scaling at the national level.

Figure 2 below presents the overall performance of Outcome 2, which was found to be Satisfactory, and illustrates the scores for each of the six performance criteria.

Figure 2: Overall performance of Outcome 2



Strategic Priority 2: Social Protection progressively extended, particularly in the context of informalization.

Outcome 3: Social protection policies/programmes formulated and progressively extended.

The ILO provided significant technical inputs in embedding the concept of National Social Protection Floor and social security at policy levels and in including them in the upcoming United Nations Development Assistance Framework (UNDAF) 2013–17. The ILO advised constituents in promoting basic health insurance coverage under the Rashtriya Swasthya Bima Yojana (National Health Insurance Scheme) (RSBY). In support of the formulation of social protection legislation and schemes for informal economy workers, the DWT/CO–New Delhi provided technical inputs during the preparation of a comprehensive report on social security and towards the formulation of a National Occupational Safety, Health and Environment Policy (2009). The ILO contributed towards the formation and functioning of the MOLE-led Inter-Ministerial Task Force on Domestic Workers, which resulted in a draft National Policy on Domestic Workers (2011).

The ILO collaborated with the GoI and social partners to strengthen the construction workers' welfare board based on a diagnostic study. In this regard, the ILO supported the tripartite national consultation process and the MOLE-appointed Working Group. The ILO partnered with WOs to develop strategies to access welfare funds for informal economy workers. The WOs assisted rural workers in their efforts to raise minimum wages and successfully organized domestic workers into formal trade unions.

The Strengthening of Labour Administrative Services in India project supported the revision of the manual on *Building Modern and Effective Labour Inspection System*, and provided training and technical assistance. It assisted in the development of a long-term strategy for strengthening the labour inspection system in Maharashtra and in expanding the scope of labour inspectorates to the informal economy in Bihar. The ILO assisted the MOLE in establishing an Inter-Ministerial Task Force on Gender Equality in the World of Work to focus on the issues of women workers.

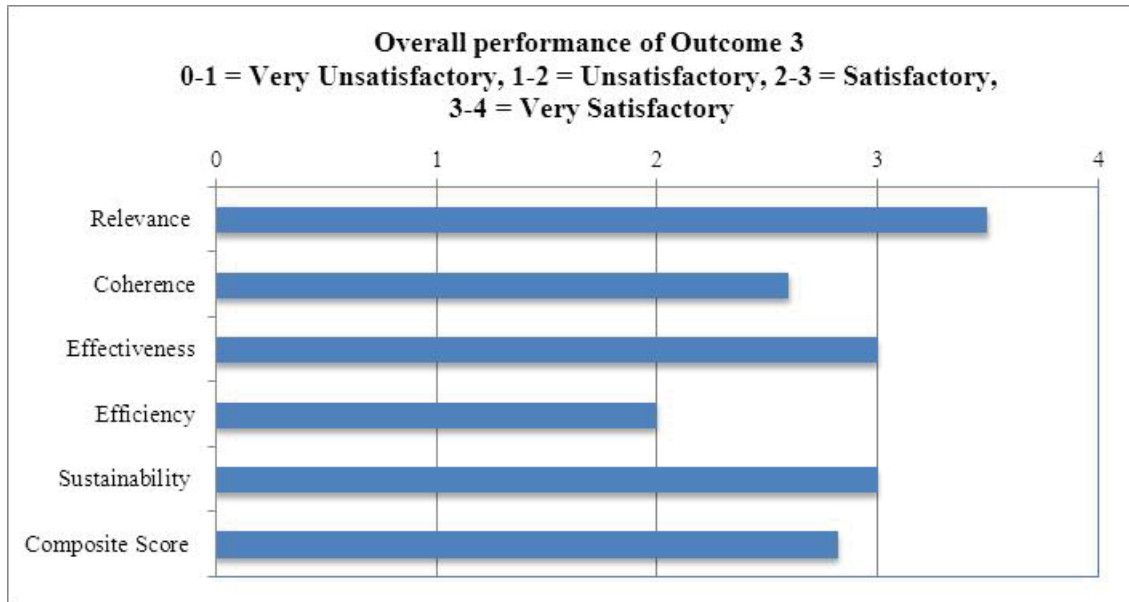
The ILO carried out a number of initiatives on HIV/AIDS in the world of work. It strengthened the national policy framework for HIV/AIDS in the world of work and capacities of the MOLE, EOs and WOs, and public and private companies, and conducted policy dissemination exercises at national level and in five states. The MOLE's institutions have mainstreamed HIV/AIDS into their activities. The ILO programme developed and implemented an advocacy and training package for HIV/AIDS for EOs and WOs. The ILO supported four pilot interventions reaching some 7,500 informal workers. It conducted research on the economic impact of HIV/AIDS on a coal company, resulting in the formulation of HIV/AIDS policy by public sector units covering 143 workplaces across India. It is collaborating with 14 large private corporate groups to develop a sustainable HIV/AIDS programme for employees and their families.

Challenges encountered in implementing this Outcome included resource constraints, the lack of an Occupational Safety and Health (OSH) Sector Specialist to follow up on the national policy. In some instances, the duration of the projects was found to be too short to create a significant impact.

HIV and AIDS workplace programmes still do not adequately cover informal sectors. The impact and effectiveness of public/private partnership models for reaching out to informal workers is not clear, and a clear plan of action is required.

Figure 3 below presents the overall performance of Outcome 3, which was found to be *Satisfactory*, and illustrates the scores for each of the six performance criteria.

Figure 3: Overall performance of Outcome 3



Strategic Priority 3: Unacceptable forms of work progressively eliminated.

Outcome 4: Strengthened policy framework for elimination of unacceptable forms of work.

The DWT/CO–New Delhi is implementing the project Converging against Child Labour: Support for India’s Model in 10 districts in five states. This project aims at assisting the project states to design and implement policies and time-bound activities through greater convergence amongst existing national schemes, programmes and structure.

Prior to the convergence project, the ILO implemented the Indo-US project on Preventing and Eliminating Child Labour in Identified Hazardous Sectors (INDUS) in 21 districts in five states from 2005 to 2009. It positioned child labour as a socio-economic concern and convincingly demonstrated the “convergence” concept. The approach and strategy of the INDUS project were recognized by the Working Group on Child Labour for the 11th Five Year Plan. The INDUS project demonstrated effective multi-stakeholder participation and introduced the concept of a state action plan for elimination of child labour (ECL).

The ILO-International Programme on Elimination of Child Labour (IPEC) Karnataka Child Labour Project (KCLP) was implemented in two districts, rescuing over 6,000 children from hazardous industries and mainstreaming 10,000 children into schools and *anganwadi* (pre-school) centres. It developed a manual on forming and supporting self-help groups (SHGs) and supported the formation of a State Resource Centre on Child Labour. Similarly, the Andhra Pradesh State-based Project for the Elimination of Child Labour in Andhra Pradesh (APSBP) contributed to a decline in the incidence of child labourers in the State. Additionally, the Irish Aid Partnership Programme (IAPP) focused

on capacity building, broadened the responsiveness of social partners to eliminating child labour, and strengthened partnerships.

Some of the challenges experienced in the above mentioned ECL projects are linked to limitations regarding sustainability and replication of the outputs achieved. These observations were also reflected in the independent evaluations of the APSBP and KCLP.

With respect to bonded labour, the ILO played an active role at the policy and the operational level. Its involvement dates back to 2001, in the subregional project Promoting the Prevention and Elimination of Bonded Labour in South Asia (PEBLISA) in the states of Andhra Pradesh, Orissa and Tamil Nadu. The ILO was part of an inter-ministerial task force, which reviewed the Bonded Labour System Abolition Act. In 2007, the ILO presented a new concept note for the next phase of PEBLISA, resulting in the Reducing Vulnerability to Bondage in India (RVBI) project, implemented in Tamil Nadu since 2008. The project led to acceptance of the convergence approach amongst tripartite constituents, which paved the way for replication of this approach in four Indian states. The project facilitated a Memorandum of Understanding (MoU) between participating source and destination states for greater coordination. It also helped in formulating an employers' code of conduct to improve work place facilities. However, the DWCPE Team observes that in order to effectively address the debt bondage issue, future ILO interventions should aim at a more comprehensive approach to facilitating systemic changes and access to credit in addition to linking workers to existing welfare schemes. Other constraints faced in RVBI include limited human resources and irregular fund flow.

While impressive existing legal and institutional framework has considerably contributed to the elimination of manual scavenging in many states, the overall picture is one of mixed results. The Conference Committee on the Application of Standards has suggested further action to tackle practices of exclusion and discrimination in employment and occupation on the basis of caste, gender and social origin. The DWT/CO–New Delhi is implementing a project in five states designed to support eradication of manual scavenging; promote equality in employment for the Dalit community; promote the adoption of better implementation of national legislation; and expand knowledge on the current status of manual scavenging.

Figure 4 below presents the overall performance of Outcome 4, which was found to be *Satisfactory*, and illustrates the scores for each of the six performance criteria.

Figure 4: Performance of Outcome 4



Gender equality

The DWT/CO–New Delhi made strategic contributions towards the promotion of gender equality in the world of work. The key strategies included: creating and sharing the evidence base for informed policy formulation and programme implementation; supporting the development of enabling institutional mechanisms in support of gender equality promotion; and facilitating advocacy dialogue amongst key stakeholders relating to gender issues especially in relation to Equal Remuneration Convention, 1951 (No. 100) and the Equal Remuneration Act (ERA).

In addition to the gender-related initiatives mentioned above, the ILO conducted a joint study with MOLE on maternity protection, which provided recommendations for enhancing the scope of maternity benefits to informal sector workers. The ILO also facilitated the drafting of the *Guidelines on Promoting Equal Opportunities at Work* in 2011 in collaboration with the Standing Committee on Public Sector Enterprises (SCOPE).

Overall performance and lessons learned, and recommendations

The DWCP Team found the relevance of the India DWCP to be substantial, corresponding to the GoI's development strategies and programmes, to UNDAF India and to ILO's corporate objectives. Relevance of the India DWCP was rated *Very Satisfactory*.

Lessons learned with respect to relevance were: 1) the DWCP as a programme framework enhances the relevance and ownership of ILO activities in the country; and 2) the context analysis, while aligning to national priorities, should take into account the challenges and opportunities with regard to all four pillars of the Decent Work Agenda.

The DWCP outcomes and country programme outcomes (CPOs) are *coherent* with the ILO's P&B outcomes. The evidence indicates that partnering with bilateral and multilateral

institutions was a retrospective consideration. Overall, the coherence of ILO's India operations was rated *Satisfactory*.

Lessons learned with respect to coherence were: 1) the DWCP helps the country teams focus on normative work. The country team needs to complement its decent work advocacy efforts to increase awareness and outreach in collaboration with government, other tripartite constituents and social partners; and 2) coherence and synergy of ILO's activities with national priorities, legislation, government programmes, and other social partners' activities helps to increase impact and sustainability.

ILO's contribution to shaping and influencing labour and social protection, and sector policies, has been relatively successful in India given the modest amount of assistance provided. Projects have been *effective* in: promoting ECL, reducing vulnerabilities to bondage, promoting the rights of people living with HIV (PLHIV) in the world of work, developing skills, and building the capacity of implementing partners. The overall effectiveness of ILO's India operations was rated *Satisfactory*.

One lesson learned in the area of *effectiveness* was that demand-driven products and services are more effective in achieving results, and are likely to encourage greater ownership and sustainability.

With respect to *efficiency*, the geographical coverage of the projects is wide and dispersed, posing challenges to programme management and cost efficiency. Most of the projects had delayed starts and were affected by delays in fund disbursements. The overall efficiency score was on the low side of *Satisfactory*.

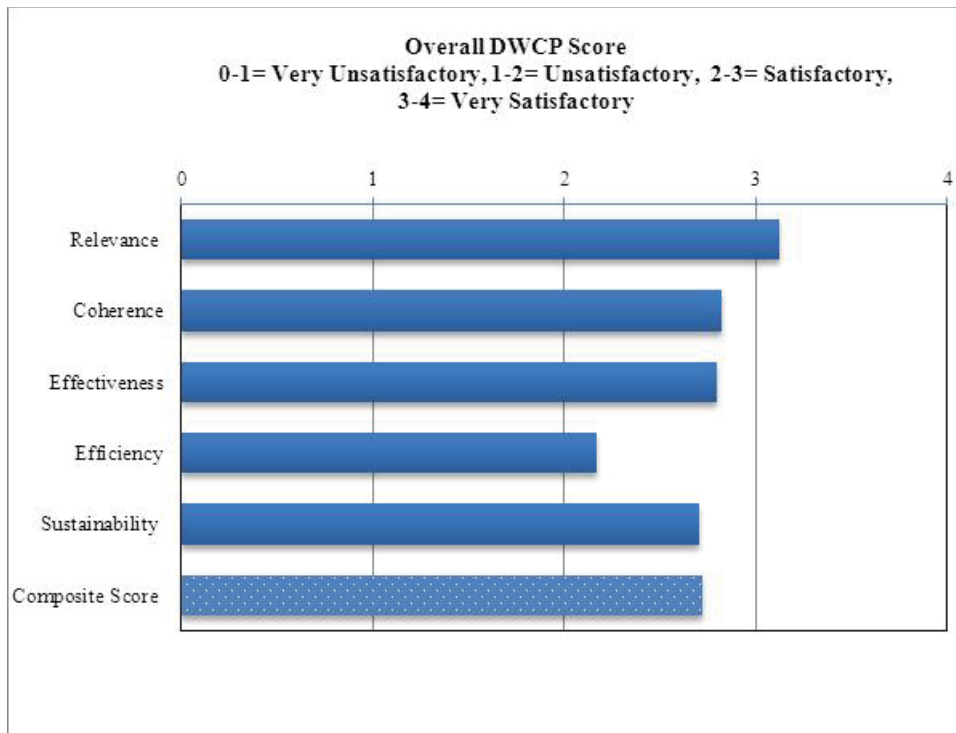
Lessons learned with regard to efficiency were: 1) in order to be efficient, projects need to avoid delays in starts and closures and should clearly identify risks and mitigation strategies; and 2) the division of labour and internal and external communication strategies impact organizational effectiveness.

Despite the ILO's comparatively limited potential for impacting the legal and policy framework needed for promoting decent work in very large countries such as India, the ILO contributed towards integrating decent work elements into national policies. It is recognized as a relevant and capable technical resource agency – it strengthened the capacity of social partners and created the environment for ratification of ILO Conventions Nos. 138 and 182. The overall *sustainability and impact* score is *Satisfactory*.

A lesson learned is that a clear and stated understanding with implementing partners helps in creating ownership of the ILO's products and services post-project closure.

The overall performance rating of the India DWCP falls at the higher end of *Satisfactory*, despite the lower rating assigned to efficiency as shown in figure 5.

Figure 5: Overall DWCP performance score



An overall lesson learned is that the DWCP provides a useful framework for translating the four pillars of decent work into a programme. Accordingly, the DWCP document should be developed as a strategy document and should contain the inter-connectedness of the results at different levels of the results framework. It should also spell out the roles to be played by tripartite constituents in achieving the outcomes.

The Evaluation team offers the following recommendations:

Strategic issues

Recommendation 1: Continue priority to reach out to the informal sector.

Recommendation 2: Comprehensive approach to promoting the Decent Work Agenda at state levels.

Recommendation 3: Further convergence with the strengths of tripartite constituents.

Recommendation 4: Continue to promote South-South cooperation and knowledge management for the South Asia subregion.

Programming issues

Recommendation 5: Greater attention to enhancing the application of RBM throughout the DWCP and project cycles.

Recommendation 6: Programming of field-level pilot/implementation projects to include well-defined replication and sustainability strategies.

Recommendation 7: Expand collaboration with the central ministries.

Recommendation 8: Greater engagement of DWT/CO–New Delhi in the design, management and technical backstopping of global and regional projects.

Operational issues

Recommendation 9: Strengthen the Programming Unit in the Country Office in New Delhi.

Recommendation 10: Emphasis on efficiency.

Recommendation 11: Ensure greater coherence and synergies with the UN agencies and other development partners working on similar mandates while maintaining focus on the ILO's core mandate.

1. Introduction

India is a Founding Member of the ILO, and has been a permanent member of the ILO Governing Body since 1922. An ILO Branch Office, set up in India in 1928, became an Area Office in 1970. The Asian Regional Team for Employment Promotion (ARTEP), the Asian arm of the World Employment Programme of the ILO, was hosted by the Government of India (GoI) from 1986 to 1993. Upon the restructuring of the ILO's field offices in 1994, the ARTEP was integrated into the South Asia Multidisciplinary Advisory Team (SAAT). This team, with specializations in different ILO fields of mandate, provided technical advisory services to the South Asian countries. In 2003, the Area Office and the SAAT were integrated to become the Subregional Office for South Asia (SRO–New Delhi), which had technical, programmatic and representational responsibilities for India and the Islamic Republic of Iran. The SRO–New Delhi also provided technical assistance to the subregion – Afghanistan, Bangladesh, Nepal, Pakistan, Sri Lanka and the Maldives. Additionally, it responded to ad hoc technical requests from Bhutan, a non-ILO member.

In 2010, the SRO–New Delhi was reorganized as part of the Field Structure Review and now serves as the ILO Decent Work Team for South Asia and ILO Country Office for India (DWT/CO–New Delhi). The DWT/CO–New Delhi, through its team of specialists, provides technical support at policy and operational levels to member States in the subregion. The Country Office (CO) for India is responsible for ILO's activities in India.

The India DWCP 2007–12 reflects the framework for operationalization of the ILO's Decent Work Agenda, which is based on its four interconnected components, i.e. *employment, fundamental principles and rights at work, social protection, and social dialogue*. The India DWCP, developed in a multi-stakeholder and consultative manner with national tripartite constituents, is aligned with 11th Five Year Plan (FYP) (2007–2012) of the national government and with the India United Nations Development Assistance Framework (UNDAF) (2008–2012). The India DWCP consists of three priorities and four medium-term outcomes with the overarching goal of promoting opportunities for all women and men to obtain decent and productive work in conditions of freedom, equity, security and dignity (table 1).

Table 1. India DWCP 2007–12

Priority	1: Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development	2: Social protection progressively extended, particularly in the context of informalization	3: Unacceptable forms of work progressively eliminated
Outcome	1: Decent and productive employment integrated into socio-economic policies through policy/action research. 2: Comprehensive approaches developed to address decent and productive work in selected sectors and states, with emphasis on women workers	3: Social protection policies/programmes formulated and progressively extended	4: Strengthened policy framework for elimination of unacceptable forms of work
Cross-cutting issues	A: Social dialogue and strengthening of partners; B: Informal economy; and C: Gender equality		

Source: India Decent Work Country Programme, 2007–2012.

Consistent with its policy and strategy concerning independent evaluations of ILO’s country programmes, the Office has evaluated its programme of support as encompassed by the India DWCP 2007–2012. This report presents the analysis, findings and recommendations of the desk review, independent evaluation mission and consultations with stakeholders conducted from December 2011 to April 2012. The DWCP evaluation mission was carried out from 15 February 2012 to 13 March 2012.

1.1 Objectives of the evaluation

The DWCP has three main objectives:

- i. to provide an account to the Governing Body regarding the results achieved from ILO assistance to tripartite partners in India through the DWCP;
- ii. to analyse the progress made toward achieving outcomes and to identify lessons learned, in order to guide the development of the next DWCP by assessing the relevance and coherence of its design, the efficiency in implementation, effectiveness of its operations, sustainability of results and its impact;
- iii. to identify optimal ways of engaging national constituents in the programme cycle and areas for specific ILO action in the next DWCP.

The evaluation exercise was guided by six core evaluative questions addressing:

- i. the *relevance* of the programme of support to the development challenges and decent work priorities of the GoI as expressed in the 11th FYP;
- ii. the *coherence* between the definition of a programmatic focus, the integration across ILO instruments in support of programme objectives, and the coordination with other developmental actors;

- iii. the *efficiency* measured both in terms of administrative costs and timeliness of execution;
- iv. the *effectiveness* of individual interventions and of the programme as a whole, with particular attention devoted to investigating the sustainability of results and the contribution of the programme to the institutional development of the national constituents;
- v. the *sustainability* of programme and project achievements; and
- vi. the *impact* of the results.

1.2 Evaluation clients

The principal clients of the evaluation are the ILO's Governing Body, national constituents, ILO management and international partners in India, all of whom support national efforts towards decent work and poverty reduction, and who share responsibility for deciding on follow-up to the findings and recommendations. The evaluation process is participatory. The Office, the tripartite constituents, and other parties involved in the India DWCP will use, as appropriate, the evaluation findings and lessons learned.

1.3 Scope and coverage

The timeframe agreed for the DWCP is 2007–2012. The evaluation focuses on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of the ILO's national strategies in relation to promoting the Decent Work Agenda. The evaluation covers the full content of the ILO's programme of engagement with the country over the relevant time period, which covers two Programme and Budget (P&B) biennia (P&B 2008–09 and P&B 2010–11), and two half biennia (2007 and 2012). In doing so, the report strives to cover the entire ILO programme, including technical assistance operations, economic and sector work and other non-financial products.

1.4 Evaluation approach and methodology

The evaluation was participatory and consultative in nature; it included consultations with tripartite constituents including national and state governments, national representatives of workers' and employers' organizations, ILO staff at headquarters (HQ), DWT/CO–New Delhi, the Regional Office, other UN agencies, and other global and national stakeholders (table 2).

Table 2. Key respondents covered during the DWCPE

Category	Respondents
ILO DWT/ CO–New Delhi	Director and Deputy Director Ex-Director and Ex-Deputy Director DWT specialists Programme officers/managers
ILO Regional Office for Asia and the Pacific	Officer-in-Charge/Deputy Regional Director, Policy and Programmes Chief, Regional Programming Services Unit National Evaluation Officer
ILO Headquarters	Chief Technical Adviser (SCORE Project)
National tripartite constituents	The MOLE, GoI, and state counterparts in selected states, representatives of trade unions’ and employers’ organizations
Implementing partners and beneficiaries	Government, trade unions, EOs, nongovernmental organizations (NGOs), corporations, direct beneficiaries
UN agencies	UN Resident Coordinator, Country Director – UNDP and Senior Official of UNICEF
Bilateral donor agencies	Swiss State Secretariat for Economic Affairs (SECO), Embassy of Switzerland, New Delhi; Norwegian Agency for Development Cooperation (NORAD), Embassy of Norway, New Delhi; and Embassy of USA, New Delhi
Others	Active contributors such as academicians, officials of the Planning Commission, GoI

In addition to the interviews, the evaluation team conducted site visits covering nine projects (ongoing as well as completed) during which they interacted with implementation partners and beneficiaries (table 3 presents a brief of the site visits).

Table 3. Projects covered during site visits

Project	Site visited
Skills for Domestic Work	Delhi
HIV/AIDS Work Place Intervention	Gurgaon-Haryana and Panvel- Maharashtra
Convergence against Child labour	Ranchi- Jharkhand
SCORE	Ahmednagar-Maharashtra

ACTRAV-Norway	Chennai, Pudukottai, Thiruppathur, Tamil Nadu
Strengthening Labour Administration	Mumbai-Maharashtra
ALP for Tsunami affected families	Chennai-Tamil Nadu
Reducing Vulnerability to Bondage in India/PEBLISA	Chennai, Thiruvallur-Tamil Nadu
BASIC: Gender Equality in the World of Work	Chennai-Tamil Nadu
ILO-ITUC Project on Skills development and Vocational Training for the Tsunami affected People in Tamil Nadu	Chennai-Tamil Nadu
ILO-EFSI Project on Social Dialogue, Youth Employment and Child Labour	Chennai-Tamil Nadu

The evaluation abides by the norms and standards for evaluation as set out by the UN Evaluation Group (UNEG) and based on Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) guidelines.

The evaluation report is based on a review of relevant project documentation (ILO P&B outcomes and strategies, project documents, TC plans of operation, country papers, programming mission reports, project progress reports, project evaluations and portfolio review exercises). This has been augmented by a literature review that focused on published research and relevant GoI's documents related to decent work development planning and policy.

These secondary sources have been supplemented with findings emerging from the consultations with different stakeholders (table 1) and focus group discussions with beneficiaries. The list of respondents is provided as Annex 2. Additionally, the desk review and the evaluation mission have been consolidated into six case studies presented as *Volume 2. India DWCP Case Studies*.

The analysis is based on empirical evidence to establish findings and conclusions in response to specific evaluation questions (EQs). It aims to contribute towards the fulfilment of the requirements under the terms of reference (ToR) (Annex 1). It also avoids rediscovery of existing knowledge and is contributing towards the identification of strategic conclusions and recommendations to inform the ILO's Decent Work Agenda in the world of work in future.

The analysis uses rating tools developed by EVAL to assess the India DWCP on each of the evaluation questions with reference to relevance, coherence, effectiveness, efficiency, and sustainability and impact. The rating tools are based on a four-point scale ranging from Very Unsatisfactory (1), Unsatisfactory (2) and Satisfactory (3) to Very Satisfactory (4). Each EQ has a set of performance criteria (PC) against which findings are measured. A summary rating is expressed at the end of each EQ:

Very satisfactory: The findings suggest substantial performance achieved by the India DWCP against the EQ and the PC and could develop/demonstrate best practice on one or more of them. No major shortcomings were identified.

Satisfactory: The findings suggest satisfactory performance by the India DWCP against the EQ and the PC. Some minor shortcomings were identified.

Unsatisfactory: The findings suggest limited performance of India DWCP against the EQ and the PC. Major shortcomings were identified.

Very unsatisfactory: Findings suggest failure of the India DWCP against the EQ and the PC. Many major shortcomings were identified.

The ratings have benefited from the consultations and assessments of the DWCP stakeholders (constituents, development partners, DWT and CO staff, RO and HQ staff, donors), analysis of findings from the DWCP case studies, and desk reviews of the various evaluation reports. However, the ratings presented below represent the evaluation team's judgements after careful consideration of the various findings.

1.5 Evaluation management

The DWCP was initiated with a round of consultations between EVAL, ILO Regional Office for Asia and the Pacific, technical backstopping units at HQ, DWT/CO–New Delhi officials, and government and other social partners. These consultations introduced the evaluation team, clarified objectives, identified persons to be interviewed, defined the responsibilities of participants in the process, and identified topics for the in-depth results assessment. The DWT/CO–New Delhi helped in identifying the appropriate officials and organizations to participate in the India DWCP.

The DWCP team prepared the draft (Draft 0) of the evaluation, which was reviewed by the Director of EVAL. After addressing various observations and needed clarifications, the first draft was presented for wider circulation to ILO key stakeholders for verification of facts. The ILO management and national constituents reviewed and commented on a final draft during the national constituents' DWCP workshop where the evaluation team presented the key findings and recommendations.

This review sought agreement among all parties regarding matters of fact, and both management and national constituents were asked to submit written comments regarding lessons for the future as suggested by the DWCP.

Upon completion of the review, EVAL produced a final report, which included both management and country observations on lessons learned and recommendations. This final report was sent to ILO stakeholders, country authorities and social partners (through the DWT/CO–New Delhi). A summary of the report together with comments from management and the social partners will be prepared by EVAL and presented to the GB at the November 2012 session.

1.6 Limitations

The amount of information to be reviewed and analysed was vast because of the portfolio and numerous direct stakeholders/partners. However, the evaluation team was able to cover a range of stakeholders through a pre-planned mission schedule and agenda.

The DWCP lacked a clear results framework and the monitoring and evaluation (M&E) plan was not available which led to limited evaluability. Consequently, the DWCP team had to rely on project documentation to assess the results at the outcome level. The DWCP team triangulated the findings from other sources including those from the Regional Office for Asia and the Pacific (ROAP) and HQ.

The nature of data was qualitative and, hence, multiple tools such as customized interview schedules and assessment templates were used to reduce the subjectivity in analysis and to ensure triangulation.

1.7 Report layout

This report is divided into seven main chapters. Following this introductory chapter, the second chapter presents the national context. The third chapter analyses the relevance of the India DWCP in respect of the national priorities, UNDAF and those of the national tripartite constituents. It also deals with coherence of the India DWCP with national policies and programmes and with other UN activities in the country.

The fourth chapter presents an analysis of the implementation of the India DWCP in terms of effectiveness, efficiency, results and sustainability. Basing the analysis on the stated outcomes and means of action, as in the current India DWCP, this chapter also presents the challenges and shortfalls.

The fifth chapter analyses the organizational effectiveness of the management of the India DWCP in relation to ILO's guidelines on DWCP, RBM, M&E.

The sixth chapter presents the overall performance of the India DWCP in terms of scoring on the EQs and PC. The seventh and final chapter brings together the broad conclusions and recommendations as emerging from the DWCP.

2. The national context

2.1 The Government of India's vision

The GoI's 11th FYP laid out its vision as:

The central vision of the Eleventh Plan is to build on our strengths to trigger a development process which ensures broad based improvement in the quality of life of the people, especially the poor, Scheduled Castes and Scheduled Tribes, Other Backward Classes, minorities and women. This broad vision of the Eleventh Plan includes several interrelated components: rapid growth that reduces poverty and creates employment opportunities, access to essential services in health and education especially for the poor, equality of opportunity, empowerment through education and skill development, employment opportunities underpinned by the National Rural Employment Guarantee, environmental sustainability, recognition of women 's agency and good governance.¹

The challenges of inclusive, sustainable growth and service delivery required for decent - 8 -work are at the centre of the government's priorities.

2.2 Population and literacy

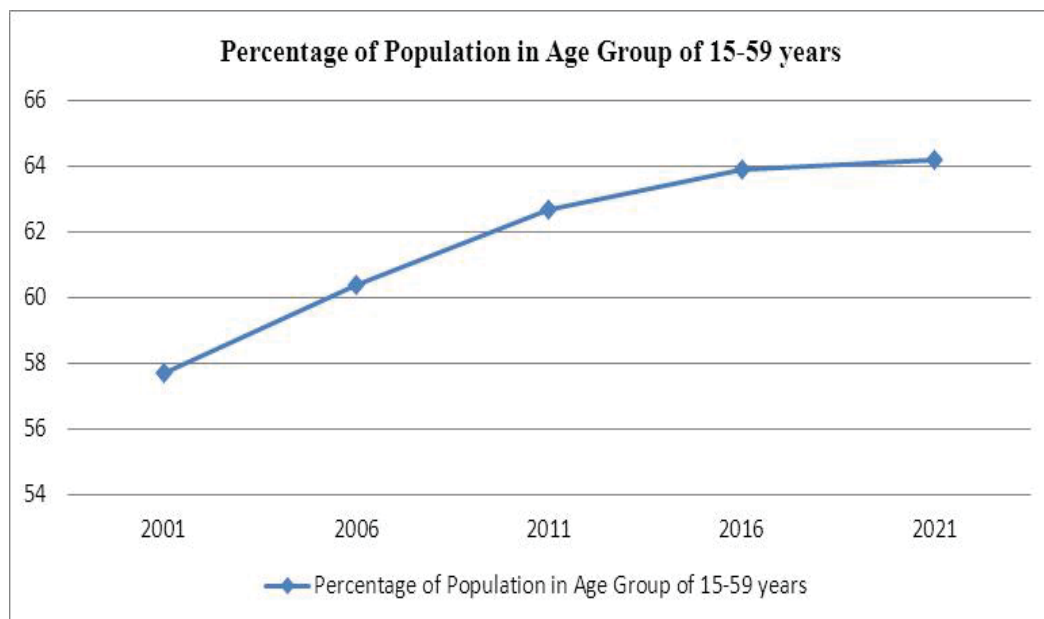
India is home to one-sixth of the global population and is set to be the youngest nation. The census 2011 Census of India estimates the total population at 1.21 billion, which comes to about 17.5 per cent of the world's population.² The four most populous states (Uttar Pradesh, Maharashtra, Bihar and West Bengal) are home to nearly 42 per cent of India's total population. The Census projection report states that the India's population in the working age group (15–59 years) is likely to increase from approximately 58 per cent in 2001 to more than 64 per cent by 2021.

In absolute numbers, there will be approximately 63.5 million new entrants to the working age group of 15–59 years between 2011 and 2016. Further, a bulk of this increase in the population is likely to take place in relatively younger age group of 20–35 years. Such a trend would make India one of the youngest nations in the world (figure 6). Optimizing the advantage of this demographic dividend will depend on the nation's effort towards human resource development (HRD).

¹ Government of India. Planning Commission: *Eleventh Five Year Plan (2007–2012): Inclusive growth, Volume I* (New Delhi, Oxford University Press, 2008), p. 2.

² Source: http://censusindia.gov.in/2011-prov-results/census2011_PPT_paper1.html

Figure 6: Proportion of population in the age group 15-59



Source: Office of Registrar General and Census Commissioner (RGCC, 2006).³

A quarter of India's population is illiterate and more than a quarter live below the poverty line. As per the 2011 Census, 26 per cent of the population (31 per cent rural and 15 per cent urban) are illiterate.⁴ The urban-rural gap in literacy stands at 16 per cent. The gender gap in literacy stands at about 20 per cent in rural areas and about 10 per cent in urban areas. As per the National Sample Survey (2004–05), 27.5 per cent (28.3 per cent for rural areas and 25.7 per cent for urban areas)⁵ live below the official poverty line.

Of the 300 million people who lived below the official poverty line in 2005, nearly 60 per cent were in the seven so-called 'lagging' (or low-income) states-Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh. Rural areas are on average poorer than urban areas where three-fourth of all poor reside.

2.3 Macro-economic trends

The average growth rate in the first four years of the 11th FYP (2007–12), originally predicted at 9 per cent, is estimated at 8.2 per cent and is likely to decline further. This is on account of the slower than estimated growth in the last financial year of the current plan. However, even with the growth rate of 8.2 per cent in the current Plan period, the per-capita increase in growth domestic product (GDP) is nearly 35 per

³ The detailed data for the 2011 Census 2011 are yet to be published.

⁴ Literacy rates relate to population seven years of age and above.

⁵ Government of India, Central Statistical Organization, Ministry of Statistics and Programme Implementation: *Millennium Development Goals – India country report 2009* (New Delhi, 2006).

cent, leading to a substantial increase in government revenues, both at central level and the states, consequently stepping-up resources for welfare and development programmes aimed at inclusive and equitable growth in the country. As such, India is in a strong and stable position as it enters into the next Plan period⁶ – India is thus “a country with many poor but not a poor country.”⁷

Growth sectors in India are shifting from agriculture to industries and services

Sector-wise share of employment by Current Daily Status shows that the work opportunities diversified away from agriculture at a fast pace during the period from 1993–94 to 2005–06. A considerable decline is noted in employment in the agriculture sector (from 56 per cent in 1999–00 to about 50 per cent in 2006–07), whereas service sectors have shown an increased share in employment.

An analysis of sectoral growth indicates that in order to achieve the growth rate of 9 per cent, a significant acceleration in growth in agriculture, electricity, gas and water supply, and in manufacturing is required (figure 7). Over the last decade, agriculture, which accounts for around a fifth of GDP, grew at only 2.5 per cent per year. Agricultural growth has always been an important component for inclusiveness in India, and recent experience suggests that high GDP growth without corresponding agricultural growth is likely to lead to accelerating inflation in the country, affecting the larger growth process. However, despite the desired growth in the agricultural sector, its capacity to absorb additional workers will be limited. Creation of new jobs will therefore depend on the expansion of potential sectors, such as manufacturing and construction, and on the service sectors.⁸

Government’s social sector spending is highest ever

Central government expenditure on social services and rural development (Plan and non-Plan) has consistently increased over the years. It increased from 13.38 per cent of total central government expenditure in 2006–07 to 18.47 per cent in 2011–12.⁹ Central support for social programmes has continued to expand in various forms although most social sector subjects fall within the purview of the states. Expenditure on social services as a proportion of total expenditure increased from 21.6 per cent in 2006–07 to 24.1 per cent in 2009–10 and is estimated to increase further to 25 per cent in 2011–12. As a proportion of the GDP, this share increased from 5.57 per cent in 2006–07 to 7.34 per cent in 2010–11; in 2011–12, it is expected to be 6.74 per cent with the allocation exceeding US\$300 billion.

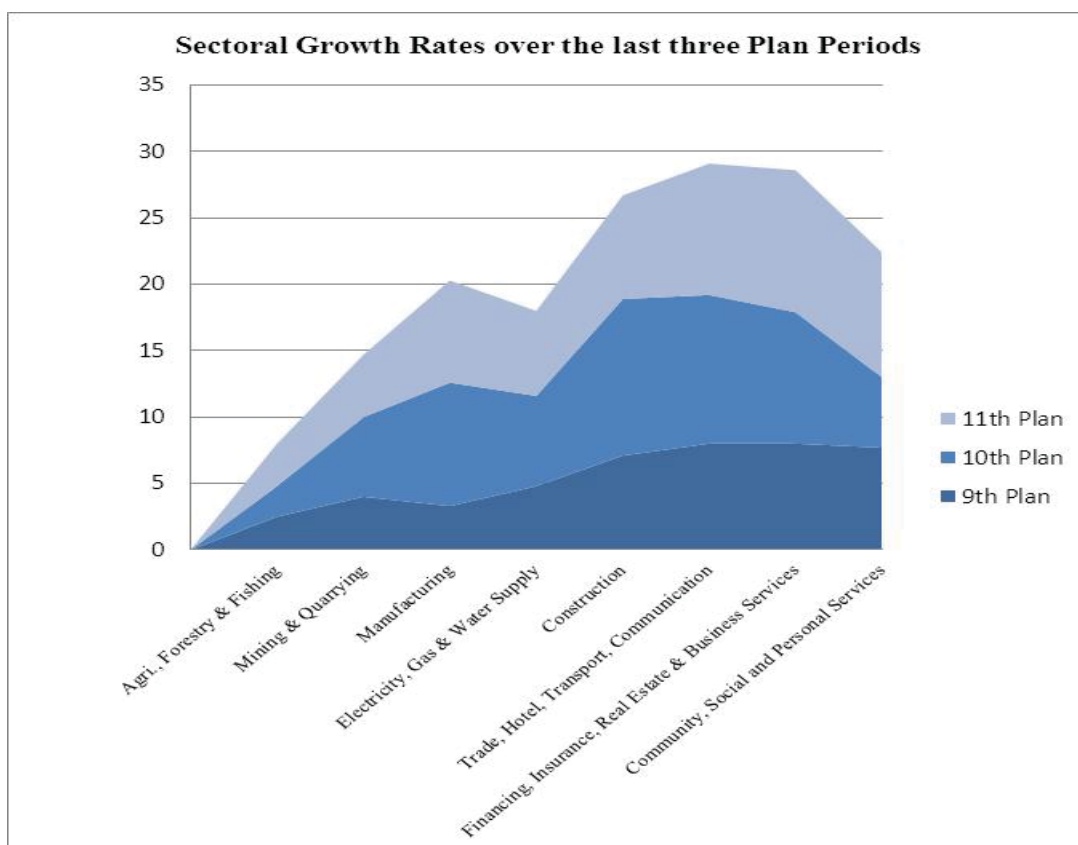
⁶ Government of India. Planning Commission: *Faster, sustainable, and more inclusive growth: An approach to the 12th Five Year Plan (2012-2017)*, (New Delhi, 2011).

⁷ His Excellency Mr. M Hamid Ansari, Vice President of India.

⁸ Ibid.

⁹ *Economic survey 2010–11. Chapter 13. Human development*, Government of India. Ministry of Finance, 2011, <http://indiabudget.nic.in/budget2011-2012/survey.asp> [accessed 29 Aug. 2012].

Figure 7: Sectoral growth rates over the last three plan periods



Source: Adapted from Government of India. Planning Commission: *Faster, sustainable and more inclusive growth: An approach to the 12th Five Year Plan 2012-17* (New Delhi, 2011), Table 2.1.

2.4 Labour and employment

The generation of productive and gainful employment, with decent working conditions, on a sufficient scale to absorb our growing labour force must form a critical element in the strategy for achieving inclusive growth. Past record in this respect is definitely inadequate and the problem is heightened by the fact that the relatively higher rate of growth achieved during the last decade or so is not seen to generate a sufficient volume of good quality employment.... It is only through a massive effort at employment creation, of the right quality, and decent conditions of work for all sections of population and at all locations that a fair redistribution of benefits from growth can be achieved.¹⁰

Indian labour market is a mixed bag

The labour market in India is characterized by a number of factors such as duration of work (part time and full time); seasonality of labour (typically coinciding with agriculture season); workers engaging themselves in multiple jobs due to the casual nature of jobs or insufficient remuneration; and gender norms affecting women's

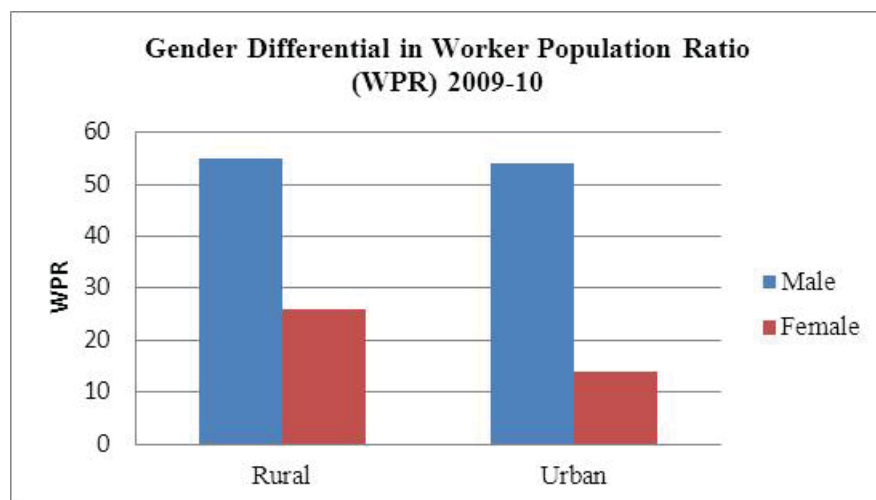
¹⁰ Government of India. Planning Commission: *Faster, sustainable and more inclusive growth: An approach to the 12th Five Year Plan (2012-17)*. Chapter 4. *Employment perspective and labour policy* (New Delhi, 2011).

participation in the workforce. Estimates of labour force are varied depending on the definition followed. In 2004–05, the estimates of total labour force in the country varied from nearly 420 million (as per Current Daily Status – CDS) to nearly 470 million (as per Usual Principal and Subsidiary Status – UPSS).¹¹ It is estimated that India will contribute the maximum amount of labour (about 110 million) to the global workforce in the next decade.

The National Sample Survey Organisation (NSSO) quinquennial survey reported an increase in work opportunities to the tune of 18 million under the CDS between 2004–05 and 2009–10. However, the overall labour force expanded by only 11.7 million.¹² This underachievement has been attributed to larger retention of youth in education and also lower labour force participation among working-age women. In all likelihood this is an indication of improving economic conditions.

Women comprise 48.3 per cent of the population but have only 26.1 per cent share of those employed. Only 25–30 per cent of women in rural and 15–18 per cent in urban areas participate in labour market (figure 8). Two main reasons are cited for this gender-based variation. One relates to the definitional issue wherein a number of women centric work, especially within households are not recognized as ‘work’. The other is continued prevalence of gender norms that restrict women’s mobility thereby restricting their participation in remunerative work.

Figure 8: Gender differential in worker population ratio (2009-10)



These norms, along with gendered division of household work and lack of maternity benefits/child-care facilities in the informal sector, pose a challenge for a majority of women of reproductive age to continue working. Women’s labour force participation is also highly segmented (for instance, over-representation of women in paid domestic

¹¹ The difference between the two estimates is because the lower estimate of 420 million does not capture persons joining the labour market for short periods of time. It is understood that a large proportion of those persons whose participation in the labour market is of an irregular nature may join the labour force on a sustained basis if enhanced employment opportunities were provided.

¹² Government of India. Planning Commission: *Faster, sustainable, and more inclusive growth: An approach to the 12th Five Year Plan (2012-2017)*, (New Delhi, 2011).

work). The 66th round of the National Sample Survey ((NSSO 2009–10) notes the distinct gender differential in the worker-population ratio (WPR) with urban females showing the least WPR.¹³

Prevalence of worst forms of labour

The estimated number of working children in India as per the 2001 Census is 12.6 million while the NSSO 2004–05 estimates the number to be 9 million which declined to 5 million in 2009–10.¹⁴ The share of workers in the country aged 5–14 years to the total workforce is 3.15 per cent.¹⁵ Of the working children in India, 60 per cent come from five states (Andhra Pradesh, Maharashtra, Maharashtra and Rajasthan, and Uttar Pradesh).¹⁶ The Child Labour (Prohibition and Regulation) Act 1986 and the National Child Labour Policy 1987 form the most important legislative and policy directions with regards to prevention and elimination of child labour in the country. A Protocol on Prevention Rescue, Repatriation & Rehabilitation of Migrant & Trafficked Child Labour is also in place. India has also enacted the Right to Education (RTE) Act (2009) in which every child in the age group of 6–14 years has a fundamental right to free and compulsory education. The RTE Act recognizes the need for a uniform definition of children in legislation related to child labour and bonded labour.

In terms of practice, the National Child Labour Project (NCLP) has a wide reach with an allocation of 1200 million Indian Rupees (INR) for the first year of the current 12th FYP period. Initiatives supported by IPEC, INDUS, APSBP, KCLP and Convergence against Child Labour¹⁷ are considered important in terms of bringing child labour to the forefront and in fostering innovative and convergent action. Eighteen occupations and 65 processes have been listed as hazardous, with the most recent modification in September 2008.

India ratified ILO's Forced Labour Convention, 1930 (No. 29) in 1954 and was the first country in the South Asia region to enact legislation against bonded labour (The Bonded Labour System Abolition Act, 1976). This Act recognizes the overlap between forced labour and bonded labour in customary relationships and the manifestation of these relationships in contract labour and inter-state migration, and considers the nature of restraints suffered by the labourer as a result of the

¹³ WPR is defined as “number of persons/person-days employed per 1000 person/person-days”. The data on WPR is quoted from: Government of India. National Survey Office: *Employment and unemployment situation in India, 2009–10*, NSS Report No. 537 (New Delhi, 2011).

¹⁴ Government of India. Ministry of Labour and Employment (MOLE). Press Information Bureau, Dec. 2011

¹⁵ IPEC Subregional Information System on Child Labour, www.ilo.org/legacy/english/regions/asro/newdelhi/ipcc/responses/india/index.htm [accessed 29 Aug. 2012].

¹⁶ Presentation made by the Working Group on Child Labour, Bonded and Migrant Labour for the 12th Plan, n.d., <http://labour.nic.in/cwl/ChildLabour.htm> [accessed 29 Aug. 2012].

¹⁷ The CO New Delhi has through IPEC been the key collaborator of the Ministry of Labour and Employment in all these initiatives.

bonded/forced labour relationship, and makes all of these illegal.¹⁸ Article 23 of the Constitution of India of 1949 also bans trafficking in human beings and forced labour.

Studies by the National Commission on Rural Labour (NCRL) in 1991 showed that incidences of bonded labour were highest in the agricultural sector, particularly in low productivity areas. Other sectors with high incidences of bonded labour (including child-bonded labour) are in stone quarries, brick kilns, fisheries, plantations, beedi rolling, weaving (specially carpet weaving), pottery, match-making and fireworks factories. There has been some change in the nature and incidence of bonded labour in India as a result of various factors, including the impact of social change and social movements, economic modernization and State intervention. While these processes have impacted positively on the unfree status of labour in traditional agriculture and in some other sectors, the incidence of bonded labour still remains high in some segments of unorganized industry, the informal sector and in the relatively modern segments of agriculture in some areas.¹⁹

The 32nd Round of the NSSO estimated the total number of bonded labourers in 16 major states of India as 3,43,000. The MOLE identified the number of bonded labourers in 2010–11 as 2,89,327 of which majority were rehabilitated.

The Ministry of Labour and Employment, initiated a Centrally Sponsored Scheme for the rehabilitation of bonded labourers under which financial assistance (equally shared by central government and the states except in the case of north-eastern states where the scheme is fully funded by central government) is provided to each identified bonded labourer. The note on demands for grant²⁰ by MOLE shows that the total budget (plan and non-plan) for rehabilitation of bonded labour is INR9 million for the year 2011–12. Released bonded labourers are given priority in a number of government programmes, such as the distribution of government land, and some states have initiated specific rehabilitation programmes.

The central government, along with ILO and the National Human Rights Commission (NHRC) is also supporting pilot projects with state governments to prevent bondage with a focus on convergent action, enhanced access to social protection, improved recruitment practices and social dialogue.²¹ This approach was tested on a pilot basis in two districts of Tamil Nadu and is being replicated in the states of Andhra Pradesh, Haryana and Orissa. The convergence approach has also

¹⁸ R.S. Srivastava: *Bonded labour in India: Its incidence and pattern. Special Action Programme to Combat Forced Labour. Declaration/WP/43/2005* (Geneva, ILO, 2005).

¹⁹ *Ibid.*

²⁰ *Notes on demand for grants, 2011–2012. Demand number 61, budget for bonded labour*, Government of India. Ministry of Labour and Employment, n.d. <http://indiabudget.nic.in/ub2011-12/eb/sbe61.pdf> [accessed 29 Aug. 2012].

²¹ *Bond labour*, Government of India. n.d., <http://labour.nic.in/dglw/Schemes/BondedLabour.html> [accessed 29 Aug. 2012].

been recommended for the 12th FYP (2012–17).²²

Unemployment in India has recorded decline but underemployment and low wage rates continue to be a challenge

Unemployment in India has recently recorded some improvement. The unemployment rate was 6.1 per cent in 1993–94 and increased to 8.3 per cent in 2004–05. The National Sample Survey Organization (NSSO) data on employment and unemployment for 2009–10 showed the unemployment rate standing at 6.2 per cent, recording a decline of 2.1 per cent over the previous quinquennium (2004–05). However, it is important to note that the data on unemployment cannot be seen in isolation. As noted in previous sections, the quality of employment (in terms of duration, consistency and wages) often leads to hidden forms of unemployment and underemployment. India is rightly a country of ‘working poor’.

The 11th FYP document noted that real wages stagnated or declined even for workers in the organized industry, except for managerial and technical staff. Wage share in the organized industrial sector halved after the 1980s and is now among the lowest in the world.

Rate of unemployment highest in agriculture sector

The rate of unemployment among agricultural labourers’ households increased from 9.5 per cent in 1993–94 to 15.3 per cent in 2004–05. This growth in unemployment in agriculture, despite a rise in real wages of casual labour, is an area of concern. On the other hand, employment in non-agricultural sector, largely in the unorganized sector, grew at the annual rate of 4.7 per cent between 1999–00 and 2004–05.

Rise of informal sector

It is estimated that the proportion of organized sector, where decent work conditions are most likely to be present, is a mere 6 per cent of total employment (2004–05 estimates) of which about two-thirds is in the public sector. It is estimated that about 96 per cent of all female workers are in the unorganized sector compared to 91 per cent of their male counterparts. Further a large proportion of unorganized sector workers are in the micro-, small- and medium-sized enterprise (MSME) segment. Eighty-five per cent of the total increase in employment (61 million) on a Usual Principal and Subsidiary Status basis between 1999–00 and 2004–05 was in the unorganized sector while the increase in the organized sector was only 15 per cent.

Unorganized workers in organized sector

The last decade has also witnessed the phenomenon of the *unorganized workers in the organized sector*. While total employment in the organized sector has increased over

²² Working Group for Social Inclusion of Vulnerable Group like Child Labour and Bonded and Migrant Labour in the 12th Five Year Plan (2012–17), Government of India. Planning Commission. n.d., http://planningcommission.nic.in/aboutus/committee/wrkgrp12/wg_vulnerable_groups.pdf [accessed 29 Aug. 2012].

the period, the increase is entirely on account of what is classified as informal employment in the organized sector, that is, workers who do not have the benefit of a provident fund and social security coverage. The National Commission for Enterprises in the Unorganised Sector (NCEUS) estimates that 37 per cent of the 54.12 million employees working in the organized sector in 1999–00 were unorganized workers (table 4).

Table 4. Employment in the formal and informal sector (per cent) as computed by modified current weekly status by NCEUS, 2009²³

Sector	Informal/unorganized worker (%)	Formal/organized worker (%)
Informal/unorganized	99.6	0.40
Formal/organized	45.0	55.0

During the next five-year period 2000–05, while the number of organized workers remained constant, the number of unorganized workers in organized enterprises increased by 8.68 million to 29.12 million. This phenomenon raises concerns of the hidden informality making the reach of social security and collective bargaining even more challenging.

2.5 Skill development and the challenges

Diversification of employment opportunities (from primary to secondary sectors) has brought the concerns of ‘employability’ and ‘skills’ centre stage of policies and programmes in India. In fact, a skilled workforce would be a defining factor in the India’s future course of economic development and its sustenance. The National Skill Development Policy states that:

the target group for skill development comprises all those in the labour force, including those entering the labour market for the first time (12.8 million annually), those employed in the organized sector (26.0 million) and those working in the unorganized sector (433 million) in 2004-05. The current capacity of the skill development programs is 3.1 million. India has set a target of skilling 500 million people by 2022.

The challenge is exacerbated by the fact that about 39 per cent of the Indian labour force is illiterate, a quarter of the labour force is educated up to primary level, while about 36 per cent has education up to middle and higher level. The NSS 61st Round Survey on Employment and Unemployment notes attendance rates in educational institutions drop by nearly half in the age group 15–19 years and by 86 per cent after

²³ Adapted from National Skill Development Corporation (NSDC): *Human resources and skill requirements in the unorganised sector: Study on mapping of human resource skill gaps in India till 2022* (New Delhi, 2011).

the age 15 years. This coincides with the sharp rise in labour force participation rates after the age of 14 years, reach close to 100 per cent at the age of 25–29 years.²⁴

The conventional skill training mechanisms, both government and private, are geared towards the capital-intensive and hi-tech sectors, which typically fall under the organized sector. About 80 per cent of the workforce in rural and urban areas does not possess any identifiable marketable skills. A large proportion of workers, who may not have any formal education but have acquired proficiency on their own or through family tradition do not have any access to certification which ultimately limits their mobility, employability, and prospects of decent employment. The result is a major ‘skills gap’, which must be overcome if India is to achieve rapid, inclusive growth.

For this purpose, the National Skill Development Mission was launched in the 11th FYP period, which defined the core principles and put in place a Coordinated Action Plan for Skill Development. The Union Budget 2012–13 allocated about \$200 million to National Skill Development Fund (NSDF).²⁵ The National Skills Development Council (NSDC) is posed to train 62 million in a decade. Additionally, the MOLE has also taken initiatives to revamp the industrial training institutes (ITI) and introduced a more flexible skill development initiative scheme to increase the reach of vocational training, especially focusing on informal sector workers, school dropouts and women.

The effort of increasing people’s skills, however, will not yield results by limiting the focus to numbers alone. Some of the most critical issues in reaching the skills target and linking opportunities to people’s aspirations include greater preparedness of the 24 ministries who impart training under their programmes and schemes; better coordination among agencies; quality assurance; standardized vocational qualification framework; and a functional labour market information system (LMIS).

2.6 Policy environment

The social protection mechanism in India is still not very effective. According to the Planning Commission report,²⁶ only 7 per cent of the estimated workforce had the benefit of social security protection in 2001. The reports also indicate under-achievement in some of the ongoing efforts for imparting training under major national schemes and initiatives.

The past decade in India has witnessed significant progress in terms of legislation and policy initiatives relating to safety nets including consumer subsidies, direct transfers, targeted employment creation, and social insurance. High budget national flagship programmes (with defined shares of contribution from central and state governments)

²⁴ Government of India. Planning Commission: *Eleventh Five Year Plan (2007–2012): Inclusive growth, Volume 1. Chapter 5: Skill Development and Training* (New Delhi, Oxford University Press, 2008).

²⁵ Government of India. Press Information Bureau: *Union budget 2012-13 proposes an allocation of Rs.1000 crore to National Skill Development Fund (NSDF)*, Mar. 2012, http://labour.nic.in/pib/Pressrelease/NSDC_Labour16March2012.pdf [accessed 29 Aug. 2012].

²⁶ Reports of the working groups on social security, 10th and 11th FYP.

were introduced in the last decade aiming at poverty reduction, employment guarantee, social security, promotion of elementary education, and skill enhancement. A brief account of some of the recent and relevant legislation and policies is attached as Annex 5. Some of the most relevant laws/policies and national programmes are as shown table 5 below.

Table 5. Relevant laws and policies

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA)
The Unorganized Sector Workers’ Social Security Bill 2007 and the Unorganized Sector Workers’ Social Security Act, 2008
National Policy on Skill Development, 2009
National Policy on Safety, Health and Environment at Work, 2009
National Policy on HIV/AIDS and the World of Work, 2009
Protocol on Prevention, Rescue, Repatriation and Rehabilitation of Trafficked & Migrant Child Labour, 2008
National Employment Policy 2008 (draft)
Right to Education Act 2009
National Policy for Domestic Workers (draft)

Other relevant laws

Laws related to working hours & condition of service and employment: Minimum Wages Act, 1948; Factories Act, 1948; Plantation Labour Act, 1951; Mines Act, 1952; Beedi and Cigar Workers (Conditions of Employment) Act, 1966; Contract Labour (Regulation & Abolition) Act, 1970; Inter State Migrant Workmen (Regulation of Employment & Condition of Services) Act, 1979; Beedi Workers Welfare Fund Act, 1976; Building and other Construction Workers (Regulation of Employment & Condition of Service) Act, 1996

Laws related to equality and empowerment of women: Maternity benefit (Amendment) Act, 1995, Equal Remuneration Act, 1976

Laws related to deprived and disadvantaged sections of the society: Bonded Labour System (Abolition) Act, 1976; Child Labour (Prohibition & Regulation) Act, 1986; Children (pledging of Labour) Act, 1933

Laws related to social security: Workmen’s Compensation Act, 1923; Employees’ State Insurance Act, 1948; Employees Provident Fund & Miscellaneous Provisions Act, 1952; Payment of Gratuity Act, 1972

2.7 India on ratification and labour standards

Under the Constitution of India, both the Central and State Governments are competent to enact legislations. As a result , a large number of labour laws have been enacted catering to different aspects of labour namely, occupational health, safety, employment, training of apprentices, fixation, review and revision of minimum wages, mode of payment of wages, compensation to workmen who suffer injuries as a result of accidents in the work place, bonded labour, contract labour, women labour and child labour, resolution and adjudication of industrial disputes, provision of social security such as provident fund, employees’ state insurance, gratuity, provision for payment of bonus, regulating the working conditions

The ratification and implementation International Labour Conventions in India is complicated by the fact that labour is a *concurrent subject* meaning that state governments are free to formulate or revise legislations related to labour. India has so far ratified 43 ILO conventions of which 41 are in force. However, four of the eight ILO core conventions are yet to be ratified by India (table 6).

Table 6. ILO Conventions

Ratified	Yet to be ratified
Forced Labour Convention (No. 29)	Freedom of Association and Protection of Right to Organized Convention (No. 87)
Abolition of Forced Labour Convention (No. 105)	Right to Organize and Collective Bargaining Convention (No. 98)
Equal Remuneration Convention (No. 100)	Minimum Age Convention (No. 138)
Discrimination (Employment Occupation) Convention (No. 111)	Worst forms of Child Labour Convention (No. 182)

Conventions 87 and 98 have not been ratified due to legal restrictions on the unionization of civil servants.²⁷ The GoI's primary argument is that freedom of expression, freedom of association and functional democracy including job security, social security, fair working conditions and fair wages for civil servants are guaranteed by the Indian Constitution and available institutional instruments,²⁸ and hence their unionization is not necessary. However, the GoI has taken positive steps through consultations with other tripartite constituents and state governments, specifically regarding Convention No. 138 and Convention No. 182.

While the legal framework for formation and functioning of trade unions exists in the country, a large proportion of workers are unable to exercise freedom of association and right to collective bargaining. This includes certain sections of workers in the private sectors, working in special economic zones (SEZs), farm-workers, contract workers, and workers in the unorganized sector.²⁹

2.8 Tripartism

The concepts of social dialogue and tripartism are well understood by the governments and social partners and are being fully integrated into the process of policy

²⁷ Government of India website: <http://labour.nic.in/ilas/indiaandilo.htm> [accessed 29 Aug. 2012].

²⁸ Official website of the Ministry of Labour and Employment: <http://labour.nic.in/ilas/indiaandilo.htm> [accessed 30 Aug. 2012].

²⁹ International Trade Union Confederation (ITUC): *Internationally recognised core labour standards in India, Report for the WTO General Council Review of the Trade Policies of India* (Geneva, September 2011).

formulation. The non-statutory consultative bodies at national level include the Indian Labour Conference and its adjunct body, the Standing Labour Committee, Tripartite Committee on Conventions and a number of industry and sectoral bodies. Besides, the GoI establishes tripartite working groups on specific issues and provides adequate space for discussions. The social partners are also included in discussions on the priorities for the FYPs and their mid-term assessments.

In India, the Trade Unions Act, 1926 includes in its purview, both associations of workers as well as employers. There are currently 12³⁰ centrally recognized WOs in India, which operate through their state chapters and affiliates. The WOs as well as the EOs are in principle representatives of ‘formal sectors’. Considering that a majority (93–94 per cent) of the workforce is employed in the informal sector, their representation in WOs and EOs is rather limited. While credible sources on the scale of the membership base of these organizations, especially of WOs has been contested, there is little doubt about the fact that informal sector workers remain largely unregistered and are unable to realize their constitutional right to freedom of association and collective bargaining. Moreover, farm workers are not adequately represented in the WOs. With the phenomenon of informal workers within formal sectors, the task of representation and social dialogue is even more challenging for both WOs and EOs.

The trade unions in India face some major challenges in the face of globalization and economic liberalization, which has brought about large-scale informalization of work and increased labour flexibility. These challenges include the right to organize and bargain collectively; erosion of social security; issues related to the protection of internal and outgoing migrant workers’ rights; forced labour and child labour; and gender inequality. The multiplicity of trade unions across economic and industrial sectors in addition to their close ties to political parties might compromise the strength of unionism and commonality of perspective and focus.³¹

Similarly, there are a number of well-established employers’ organizations to represent the collective voices of private- and government-owned enterprises, including small, medium and large businesses. They interact with the central and state governments and workers’ organizations to protect and promote the interests of employers. The Council of Indian Employers is the umbrella organization of three employers’ bodies, the All India Organisation of Employers (AIOE), Employers’ Federation of India (EFI) and SCOPE, which take part in the ILO’s activities.

2.9 India is an emerging donor country

Over the past three planning periods, the proportion of external assistance in social sector spending has seen continued decline. This is owing to a robust growth rate

³⁰ Government of India. Ministry of Labour and Employment. Industrial Relations Division: *Organisational Structure/Set Up. Implementation 1.*, 2012, <http://labour.nic.in/ir/Implementation-I.htm> [accessed 30 Aug. 2012].

³¹ A. Pong-Sul: *The growth and decline of political unionism in India: The need for a paradigm shift* (New Delhi, ILO DWT for South Asia and South East Asia & the Pacific, 2010).

leading to increased revenue by both central and state governments. Grant-in-aid received by India between 2005–06 and 2010–11 (projected) shows a decline of nearly 31 per cent³² and stands at \$255.5 million. On the other hand, India's contribution (grants and loans, of which roughly three quarters is grant) to developing countries shows an increase of about 21 per cent between 2004 and 2010.³³ By 2003–04, the Indian government took the policy decision not to accept any tied funds and limited acceptance of bilateral aid to a few developed nations.

The current outlay for the Ministry of Economic Affairs (as per the Union Budget 2011–12) is nearly \$160 million,³⁴ mainly for technical and economic cooperation. The majority of Indian assistance goes to sub-Saharan Africa, North Africa and neighbouring countries in Asia (Afghanistan, Bhutan, and Myanmar). In March 2011, the Cabinet Committee on Economic Affairs announced approval of an Indian Development and Economic Assistance (IDEA) Scheme³⁵ for the period 2010–11 to 2014–15 for both African and non-African countries. The total amount of the lines of credit for this period is estimated at \$8,500 million. This includes the Cabinet decision to commit \$4,800 million during the India-Africa Forum Summit in April 2008. Up to 31 December 2010, a total of 137 lines of credit had been sanctioned to 57 different countries involving a total credit of \$6,414.97 million.³⁶ However, mechanisms for co-ordinating, delivering and monitoring aid in India are still at a nascent stage. There is no explicit long-term policy or strategy towards institutionalizing the development assistance programme.

In the past decade, the GoI has taken a proactive stand in regional forums, especially for trade and economic cooperation. India co-founded the Global Network of Exim Banks and Development Finance Institutions (G-NEXID) in 2006 and promoted the Development Cooperation Forum (DCF) under the aegis of the UN Economic and Social Council (ECOSOC) in 2007. It is one of the largest contributors to the Commonwealth Fund for Technical Co-operation (CFTC) as well as to the South Asia Association for Regional Cooperation (SAARC) Development Fund (SDF) to promote actions on social, economic and infrastructure.³⁷ Apart from being an important player

³² Economic Survey 2010–11, Table 106 (quoting Aid Accounts and Audit Division, Department of Economic Affairs, Ministry of Finance).

³³ D Chanana: *India's transition to global donor: Limitations and prospects*, ARI 123/2010 (quoting Union Budget 2010–11).

³⁴ Government of India. Union Budget and Economic Survey web site: <http://indiabudget.nic.in/budget2011-2012/budget.asp> [accessed 30 Aug. 2012].

³⁵ The IDEA Scheme, initially known as the India Development Initiative, was first announced in the Union Budget for 2003–04, as an initiative for providing grants or project assistance to developing countries in Africa, South Asia and other parts of the developing world. Under the scheme, Export and Import Bank of India (Exim Bank) Lines of Credit are made available to developing countries in support of developmental and other projects. Apart from building a positive image of India abroad, the IDEA scheme will promote India's political, economic and strategic interests.

³⁶ *Extension of Indian Development and Economic Assistance (IDEA) Scheme*, Government of India. Press Information Bureau. Cabinet Committee on Economic Affairs (CCEA), 03-March, 2011, <http://pib.nic.in/newsite/erelease.aspx?relid=70441> [accessed 30 Aug. 2012].

³⁷ C.R. Bijoy: *India: Transiting to a global donor. Special Report on South-South Cooperation* (2010).

in forums such as G77, G20 and Non-Aligned Movement (NAM), India is also working towards a South Asian Regional Forum.

The evolution and institutionalization of South-South cooperation and specific forums, such as India-Brazil-South Africa (IBSA) (dialogue forum and Trust Fund) and Brazil, Russian Federation, India and China (BRICS), are likely to change the donor–recipient map. The envisioned South-South Cooperation agenda includes social development, administration, trade, science and technology, energy, climate change, and defence, among others. At the General Assembly in 2004, the High-level Committee on the Review of Technical Cooperation among Developing Countries became the High-level Committee on South–South Cooperation. Under the guidance of the High-level Committee, the UN system has prioritized South-South and triangular co-operation (SSTC) as a key modality for promoting collaborative initiatives at national, regional and inter-regional levels.³⁸ The March 2012 IBSA conference,³⁹ focusing on enhanced South-South cooperation in support of the ILO’s decent work framework, was an important move in terms of reinforcing cooperation on issues of labour, employment, skills and social protection.

³⁸ ILO: *South–South and triangular cooperation: The way forward*, Governing Body, 313th Session, Geneva, March 2012.

³⁹ The conference was organized by the Ministry of Labour and Employment with technical assistance from the DWT/CO–New Delhi.

3. Relevance and coherence of India DWCP

The development of the India DWCP (2007–12) followed the implementation of a series of individual technical assistance activities and projects that responded to the strategic objectives established for the two biennia preceding the formal launching of the DWCP. The activities preceding the DWCP were categorized under the respective strategic and operational objectives of the programme and budget of each biennium but lacked complementarities and a common strategic goal. Nonetheless, those activities paved the way for a transition to a more cohesive and integrated approach to implementing the Decent Work Agenda in India within the framework of the DWCP's priorities.

3.1 National priorities and programmes

The strategic focus (priorities and outcomes) of India DWCP 2007–12 is well aligned with national priorities and approaches. The 11th FYP (2007–12) envisions faster growth and inclusion as a basic premise for development. It recognizes the importance of creating productive and decent employment opportunities; equality of women; justice and protection to children, women and marginalized communities; supportive infrastructure; accelerating growth in the agricultural sector; social security, especially in the informal sector and skilled labour force; and boosting MSMEs as major drivers of growth in India.⁴⁰

In line with the national priorities, the India DWCP outcomes focus on integrating decent and productive employment into socio-economic policies through policy/action research; developing comprehensive approaches to address decent and productive work in selected sectors and states, with emphasis on women workers; formulating and extending social protection policies/programmes; and strengthening the policy framework for the elimination of unacceptable forms of work.⁴¹ In summary, the current India DWCP provides considerable scope for technical collaboration on national priorities and concerns relating to employment, employability, decent work conditions, extending the constitutional and legislative rights to workers, and strengthening tripartite relations.

The India DWCP is coherent with major national programmes including the MGNREGA, NCLP, Sarva Sikhsha Abhiyan (SSA), National Skills Mission, Rashtriya Swasthya Bima Yojana (National Health Insurance Programme also known as RSBY), and Skills Development Initiative – Modular Employability Scheme (SDI-MES). The other relevant national programmes are National Aids Control Program

⁴⁰ Government of India. Planning Commission: “Chapter 4. Employment perspective and labour policy”, in *Eleventh Five Year Plan (2007–2012): Inclusive growth, Volume I*. (New Delhi, Oxford University Press, 2008), pp. 63–86.

⁴¹ Stated Outcomes of India DWCP 2007–12.

(NACP) and Self Employment Scheme for Rehabilitation of Manual Scavengers (Ministry of Social Justice and Empowerment). The implementation of the DWCP has specifically focused on working in tandem with these national programmes through research, technical collaboration and pilot projects. A mapping of some of the specific areas where the India DWCP has collaborated with the national programmes is provided in table 7.

Table 7. Relevance and coherence of the DWCP to national programmes

Relevant national programmes/policies	Key initiatives by ILO
Employment	
National Employment Policy (draft)	Technical inputs and process facilitation Technical inputs on identifying potential employment intensive sectors/employment impact assessment
Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	Green jobs, social security Decent work
Elimination of worst forms of labour	
National Child Labour Project (NCLP)	Models on convergent action towards elimination of child labour Revision of list of hazardous occupations Advocacy for ratification of Conventions No. 138 and No. 182
Bonded Labour System (Abolition) Act, 1976	Reducing vulnerabilities to bondage in India
Self Employment Scheme for Rehabilitation of Manual Scavengers (Ministry of Social Justice and Empowerment)	Manual scavenging (ILO special programme account entitled promotion of equality at work in India)
Skills	
National Skill Development Policy	Technical inputs
Modular Employability Scheme (Skills Development Initiative)	Developing curriculum and demonstrating operational model
National Skills Mission	Sector Skills Council Technical inputs for revisiting National Vocational Qualification Framework/LMIS
Extending social security benefits	
Rashtriya Swasthya Bima Yojana (RSBY)	Technical inputs in developing the scheme framework Extending RSBY benefits to specific worker groups such as domestic workers, brick kiln workers
National Policy on Domestic Workers (draft)	Task force formation and facilitate drafting of the national policy
The Unorganised Sector Workers' Social Security Bill 2007 and the Unorganised Sector Workers' Social Security Act 2008.	Advocacy and technical inputs for extending the benefits to informal sector workers such as brick kiln workers Facilitating national level social protection floor

Building and Other Construction Workers Welfare Cess Act 1996	Facilitating implementation of Building and Other Construction Workers Welfare Cess Act 1996
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Work place safety /HIV

National Policy on Safety, Health and Environment at Work 2009	Technical inputs
National Policy on HIV/AIDS and the World of Work 2009	Technical inputs and models for implementation

Table 8. DWCP outcomes' link with global SF outcomes

3.2 India CPOs and ILO strategic framework (SF) outcomes

The India DWCP is aligned to the ILO global SF outcomes, a mapping of which is provided below in table 8.

India DWCP 2007–12 outcomes	ILO SF outcome
Outcome 1. Decent and productive employment integrated into socio-economic policies through policy/action research.	Outcome 01 – Employment Promotion: More women and men have access to productive employment, decent work and income opportunities
Outcome 2. Comprehensive approaches developed to address decent and productive work in selected sectors and States, with emphasis on women workers.	Outcome 01 – Employment Promotion: More women and men have access to productive employment, decent work and income opportunities
	Outcome 04 – Social Security: More people have access to better managed and more gender equitable social security benefits
Outcome 3. Social protection policies/programmes formulated and progressively extended.	Outcome 04 – Social Security: More people have access to better managed and more gender equitable social security benefits
	Outcome 05 – Working Conditions: Women and men have better and more equitable working conditions
	Outcome 08 – HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic
Outcome 4. Strengthened policy framework for elimination of unacceptable forms of work.	Outcome 15 – Forced Labour: Forced labour is eliminated
	Outcome 16 – Child labour eliminated with priority given to the worst forms
	Outcome 17 – Discrimination at Work: Discrimination in employment and occupation is eliminated
	Outcome 18 – International Labour Standards: International labour standards are ratified and applied (However, this is cross cutting as well)

3.3 India DWCP and the India UNDAF

The DWT/CO–New Delhi has been an integral part of the process and consultations leading to the UNDAF (2008–12). The ILO led the thematic cluster on Poverty and Livelihoods and positioned the social, economic and political inclusion agenda in the UNDAF framework for 2008–12.⁴² The ILO’s work on child labour, women workers, HIV/AIDS at work place, skill development, and decent work are clearly aligned with the defined outcomes and outputs of UNDAF (2008–12).

The DWT/CO–New Delhi along with the UNDP played an active role in drafting the UNDAF (2013–17)⁴³ Inclusive Growth is the first outcome of the upcoming UNDAF, which explicitly focuses on decent employment, skills development, social protection and sustainable livelihoods.

The India UNDAFs (the current and the upcoming) has defined geographical focus, which is aligned to the priority states (Empowerment Action Group – EAG)⁴⁴ of the Indian Government. However, the India DWCP 2007–12 does not spell out any geographical priority (states/districts) for field level interventions. While the recent projects (Convergence against Child Labour, HIV in the World of Work, Labour Administration, Response to Kosi floods and Skills Development) do cover the EAG and the UNDAF priority states, a majority of the ILO’s earlier efforts appear to be concentrated in southern and western parts of the country.

The India UNDAF (2008–12), recognizing the need for greater coordination and convergence among the UN agencies, identified four UN joint initiatives⁴⁵ namely, Convergence (lead agency UNDP), Census 2011 (lead agency UNFPA), Below the Poverty Line Census/Socio Economic Caste Census (lead agency UNDP) and Solution Exchange.⁴⁶ The ILO is a member of all these initiatives except Census 2011.

⁴² United Nations Development Assistance Framework (2008–12) , available at http://www.un.org.in/_layouts/UNDP/pUNDAF.aspx

⁴³ Government of India, United Nations: India UNDAF. United Nations Development Action Framework 2013–17 (New Delhi, n.d.).

⁴⁴ The seven priority states for UNDAF 2008–12 were Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh. All of these are termed Empowerment Action Group states by the GoI where a more focused approach to development is recommended. UNDAF 20013–17 has expanded the focus to include two more states (Assam and Maharashtra) while another two (Manipur and Tripura) have also been noted as priorities although with limited efforts. The focus states for UNDAF are based on poverty head count ratio, state level Human Development Index (HDI), inequality adjusted HDI, Gender-related Development Index (GDI), literacy and Human Poverty Index disaggregated for Scheduled Caste (SC) and Scheduled Tribes (ST).

⁴⁵ As per the document provided by UNRC, India Office.

⁴⁶ A knowledge management initiative of the UN agencies with 11 Communities of Practice: AIDS, Decentralization, Disaster Management, Education, Food and Nutrition Security, Gender, Information and Communication Technology (ICT) for Development, Maternal and Child Health, Microfinance, Water, and Work and Employment. It brings together development practitioners on an e-platform for greater knowledge sharing and collaboration in attaining the MDGs. It also organizes meetings/workshops periodically.

In Solutions Exchange, the ILO leads the Work and Employment Community (with UNDP and UNIDO as co-facilitators) and co-facilitates the Microfinance Community (with UNDP as the lead agency). The Office of the Resident Coordinator of United Nations (UNRC) in India has recognized the positive role played in knowledge-sharing on issues such as the ILO's global Green Jobs Initiative, national employment and skills development policies preparation, the preparation of the India Position Paper on Social Protection Floor, response to the effects of the global financial slowdown in India, the ILO's global/regional initiatives, the ILO's Global Jobs Pact and inputs to the 11th FYP Mid-Term Appraisal and 12th FYP priorities in light of the cluster's mandate.⁴⁷

There is evidence of inter-agency coordination on common areas of work such as joint UN response to Tsunami, education (UNICEF), MGNREGA (UNDP), enterprise development (UNIDO) and HIV/AIDS in the world of work (UNAIDS).⁴⁸ The ILO is not part of the joint UN-GoI Programme on Convergence, although this was planned initially.

In terms of joint UN programmes, the ILO leads the inter-agency project (UN CARE) on HIV/AIDS for UN staff/families and is member of the Security Management and Operations Management teams.

3.4 National constituents' priorities

The Ministry of Labour and Employment (MOLE)

The MOLE's current Strategic Plan Document⁴⁹ focuses on social security with special attention to unorganized sector workers; eliminating child labour from hazardous occupations and processes; promoting skills development; strengthening employment services; the prevention and settlement of industrial disputes and strengthening labour law enforcement machinery; improving safety conditions and safety of workers, and taking legislative initiatives. As such, the priorities, outcomes and outputs of the current India DWCP are highly relevant to the MOLE. The DWT/CO – New Delhi is recognized as a credible resource in terms of bringing in technical knowledge relevant to the MOLE's work. Moreover, the ILO's ability to facilitate tripartite consultation on policy matters also benefits the MOLE.

Workers' organizations

The current priorities of the WOs in India include the greater use of the legislative provisions for freedom of association and collective bargaining; protection of workers' rights; ratification of core conventions; and expansion of their membership in the informal sector. Workers' organizations are also concerned about the decline in spaces

⁴⁷ United Nations in India, Office of UNRC, March 2012.

⁴⁸ As per the interactions with UNRC/UNICEF/UNDP and ILO project documents.

⁴⁹ *Strategic plan of the Ministry of Labour and Employment for next five years* (MOLE, n.d.), www.labour.nic.in [accessed 30 Aug. 2012].

for social dialogue and labour relations, especially in the private sector where the phenomenon of casual/contractual labour (informal workers in the formal sectors) has increased post liberalization. The ILO's work on social protection; the elimination of worst forms of labour; expanding membership of WOs in the informal sector; gender equality; and HIV/AIDS in the world of work has been particularly relevant to the WOs. The formation of Joint Action Forums (of trade unions) in Tamil Nadu to work on specific issues such as migrant workers and bonded labourers also facilitated inter-WO coherence for consultations, dialogue and action.

Employers' organizations

Whereas there is no nationally acknowledged umbrella employers' organization, the MOLE and also the ILO in India recognize the Council of Indian Employers (CIE) comprising the AIOE, EFI and the SCOPE as the most representative employers group as regards labour and employment issues. The SCOPE represents public sector enterprises. The AIOE and the EFI represent the private sector. Both the AIOE and the EFI are national-level EOs and, in addition to direct enterprise members, they also have a wide network of sector and regional employers' groups from different India states within their extended membership. The ILO has access to state-level EOs through the CIE and has, for example, been working with EOs in Bihar, Karnataka, Maharashtra and South India.

With a large informal sector and little representation of businesses within that sector by EOs, reaching out to them via the established EOs has been challenging. Yet, there are examples of the ILO having worked with brick-kiln employers in South India, groups representing the informal sector and small-scale entrepreneurs under different projects (Bonded Labour, Factory Improvement Project, SCORE). Reaching out to these smaller employers' groups has been through national- and state-level EOs. To that extent EOs at national and state levels serve as a conduit to the informal sector. The ILO also has reached out to supply chains in addressing child labour issues (e.g. with the Employers' Federation of Southern India – EFSI).

Apart from the CIE membership, established Chambers of Commerce and business organizations such as the Federation of Indian Chambers of Commerce and Industry (FICCI), to which the AIOE is affiliated, the Confederation of Indian Industry (CII), the Associated Chambers of Commerce and Industry of India (ASSOCHAM) and the Progress Harmony Development (PHD) Chamber are other national level organizations which work on labour and employment issues as well. The ILO is engaged with these organizations in consultations and knowledge sharing.

The ILO's assistance in employment, skills, gender equality and HIV/AIDS in the world of work are much appreciated by EOs. However, they believe that their members' enterprises already adhere to the concept and practices of decent work. In the current national perspective, EOs' priorities include labour regulatory environment (legislation), employment relationships, industrial relations, skills development and human resource management. Apart from aspects relating to productivity, competitiveness and sustainability of enterprises, the relevance of the labour market

extends to the broader theme of investment and job creation to which the private sector is also committed.

4. Implementation of India DWCP

The design and implementation of the India DWCP are organized under four outcomes, categorized under three strategic priorities (figure 1). The implementation of the India DWCP consists of technical cooperation projects, programmes supported by the Regular Budget Supplementary Account (RBSA) and global projects. Most of the large-scale projects are continuations of previous phases with changes in their design and implementation strategies. As part of the ILO's mandate, the DWT/CO–New Delhi provides technical support towards policy development and capacity building of the constituents.

This chapter presents the status of indicators (as defined in the India DWCP 2007–12 document), implementation progress and key results of the means of actions. It intends to comment upon their effectiveness, efficiency, impact and sustainability. It also describes exposes the shortfalls and challenges. The chapter has benefited from previous evaluations, progress reports, documents shared by the DWT/CO–New Delhi as well as the responses of the staff.

4.1 Outcome 1. Decent and productive employment integrated into socio-economic policies through policy/action research

Outcome 1 falls under Priority 1 of the DWCP, i.e. “Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development”. Priority 1 largely covers the work done under employment, integrated livelihoods approaches, policy coherence, skills development, entrepreneurship development, microfinance, green jobs, linking decent work with MGNREGA and responding to global financial crisis/G20. This outcome has two outputs and four indicators as summarized in table 9.

Table 9. Portfolio snapshot – Outcome 1

Outputs	
Analytical studies prepared and policy dialogues organized.	
Capacities of partners to contribute more effectively to policy-making and implementation strengthened.	
Indicators	Status
Preparation of a draft national employment policy	Complete
Preparation of a draft national skills development policy	Complete
Organization of at least four policy dialogues on national employment and training policies with the involvement and participation of tripartite partners	Complete
Discussion on the recommendations of at least two sectoral studies (i.e. food processing and handlooms) with policy-makers and social partners	Complete

Means of action	Status
IND 101 Green Jobs in Asia (Pilot project) (IND/08/01/RBS)	Complete
Policy Coherence on competitiveness, Productivity, Jobs and Employability to Achieve Decent Work in Asia (RAS/06/M50/ROK)	Complete
GLO104 Promotion of full employment and decent work in a period of intense globalization	Complete
GLO102 Promotion of Full Employment and Decent Work in a Period of Intense Globalization	Complete
Skills Development in Asia and the Pacific 2010 (RAS/10/12/JPN)	Complete
SKILLS/AP Japan Skills Development in Asia and the Pacific (RAS/09/09/JPN)	Complete

4.1.1 Achievements

Support in drafting the National Skills Development Policy (NSDP) 2009 and the draft National Employment Policy

The key achievements of the India DWCP under this outcome include the provision of technical inputs to the MOLE in drafting the NEP⁵⁰ and the NSDP. The ILO in India was able to further the decent work and productive employment elements in both these policies through a multi-stakeholder and technically competent process. The ILO's role in anchoring the process in close coordination with the GoI and its ability to bring together the perspectives of WOs and EOs was appreciated by the constituent partners. Of particular importance is the ILO's contribution to knowledge generation through high quality knowledge products and through international experience and expertise.

The NSDP was drafted in 2007–08 and was adopted in February 2009. The policy led to the establishment of a National Skill Development Initiative with the mission to: "...empower all individuals through improved skills, knowledge, nationally and internationally recognized qualifications to gain access to decent employment and ensure India's competitiveness in the global market."⁵¹

Knowledge products and policy dialogues

While the draft NEP awaits Cabinet approval, some of the initiatives suggested in the policy have already been started by the DWT/CO–New Delhi. This includes preparation of guidelines on employment impact assessment, sectoral studies on the food processing industry and energy sector (pipeline). 'Think pieces' on the state of the Indian labour market based on the latest statistics are also underway.

Specific sectoral studies and technical advice on the development and implementation of the National Vocational Qualification Framework, National Labour Market Information Systems, Employment Impact Assessment, and on new institutional

⁵⁰ See Vol 2: India DWCP Case studies for details of the ILO's contribution in the drafting process.

⁵¹ Available at <http://labour.nic.in/policy/NationalSkillDevelopmentPolicyMar09.pdf>

arrangements for the review of the NCVT, are directly contributing to the emerging priorities of the GoI as mandated in the National Skills Development Policy and draft NEP.

The ILO provided technical inputs to NCEUS in a landmark study entitled *The Challenge of Employment in India: An Informal Economy Perspective, 2009*. The ILO's focus on informal sector and technical inputs through knowledge products such as the working paper series and policy dialogues were highly appreciated by the NCUES. The Planning Commission has used the study to recommend measures for the informal sector.

The DWT/CO–New Delhi applied the concept of policy coherence, which signals the need for an integrated set of policies to place decent work centre stage of macroeconomic policies. In one of the cases, a high-level meeting on the Nexus of Growth, Investment and Decent Work for South Asia Subregion (April 2007) was organized in New Delhi involving the ministries of labour, finance and planning, and WOs and EOs.

The ILO has been able to facilitate multi-stakeholder task forces and working groups of national importance, notably on climate change, green jobs, rural roads and domestic workers.

Support for India's response to global financial crisis

In response to the global financial crisis, the DWT/CO–New Delhi conducted studies, facilitated a tripartite expert group and a task force, and conducted sectoral analyses. The findings of the studies, sectoral analyses and recommendations of the expert groups and task force focused on assessing the impact of the crisis and making recommendations to convert the impact into opportunities.

The DWT/CO–New Delhi started with a study⁵² to assess the social dimensions of the impact of global economic crisis. It focused on the factors that inhibited growth and led to a decent work deficit especially in the unorganized sectors. The study provided policy recommendations in the areas of skill development, MSMEs, social security and National Rural Employment Programme (NREGP), and also called for the ILO programmes to strengthen the situation in terms of quantity and quality of employment. The study was well received by the tripartite constituents both in the country as well as at ILO HQ.

The ILO facilitated an expert group, comprised of EOs, WOs and other stakeholders, which provided a platform to share experiences and voice opinions in order to better understand the situation and make recommendations. A few representatives of the expert group formed a task force for this purpose with technical support from the DWT/CO–New Delhi. The task force identified three hard hit sectors for situation analysis, namely construction, textiles and handicrafts. The task force considered the views of stakeholders on the situation before and after the crisis (employment nature

⁵² The study was conducted by Prof. K.P. Kannan, former member of the NCEUS.

and job loss), monetary situation (the fluctuation of dollar especially in the export sector), social security schemes, migration and the MGNREGP.

The expert group advised the MOLE on the way forward in the areas of employment, social security schemes and employment-intensive programmes to mitigate the negative impacts of the financial crisis. The MOLE shared the findings and recommendations with other ministries such as MSMEs, the Planning Commission and the MoRD.

As a leading agency for the Poverty and Livelihood cluster under the India UNDAF, the ILO shared the findings of the studies with other UN agencies working on the financial crisis.

The DWT/CO–New Delhi also disseminated the good practices adopted at the time of the slow down to a wider audience. The ILO supported WOs in documenting the impact of collective bargaining, which helps to sustain the workforce without resorting to lay offs. The ILO supported EOs in documenting the impact of good human resource management practices and social dialogue processes. The DWT/CO–New Delhi undertook a study, which looked into the growth of the country in tandem with the 11th FYP and provided projections on employment and growth in two tracks. This study was also presented to the Planning Commission and other UN agencies in a UNDP panel discussion on the impact of Global Financial Crisis on South Asia (2 July 2009).

The DWT/CO–New Delhi prepared an India country brief for a G20 Labour and Employment Ministers Meeting in 2010. The country brief gives an overview of the country's employment situation, describes India's response to the global financial crisis and also highlights the policy interventions.

Promotion of green jobs

The concept of green jobs was new in India and the green jobs evaluation report remarks that the ILO's assistance has been promotional rather than responsive.

In the multi-stakeholder task force on climate change and green jobs (2009), the ILO extended technical support to MOLE to convene task force meetings and consultations, which eventually resulted in a set of recommendations. A national conference on green jobs, held in June 2010, recommended eight missions for National Action Plans on Climate Change covering elements such as green jobs, skills and employment. The MOLE further advised other relevant ministries to include these elements in their national missions, and the Ministry of Environment and Forests (MoEF) advised states to include them in the preparation of state-level action plans.

Microinsurance Innovation Facility and Micro finance for Decent Work (MF4D)

The facility, supported by the Bill & Melinda Gates Foundation, is administered by the Social Finance Programme, and has more than 15 projects in India supporting both profit and not-for-profit organizations in delivering innovative products and services to

the vulnerable sections of the workforce. Under MF4D, the programme is supporting BASIX – BSFL to increase productivity and workplace safety through participatory safety education. The ILO helped BASIX to adapt and use Work Improvement in Neighbourhood Development (WIND), the ILO action-oriented training approach. In another project under MF4D, the programme is supporting the Evangelical Social Action Forum (ESAF) to improve its financial performance through the provision of information and targeted business development services.

4.1.2 Shortfalls and challenges

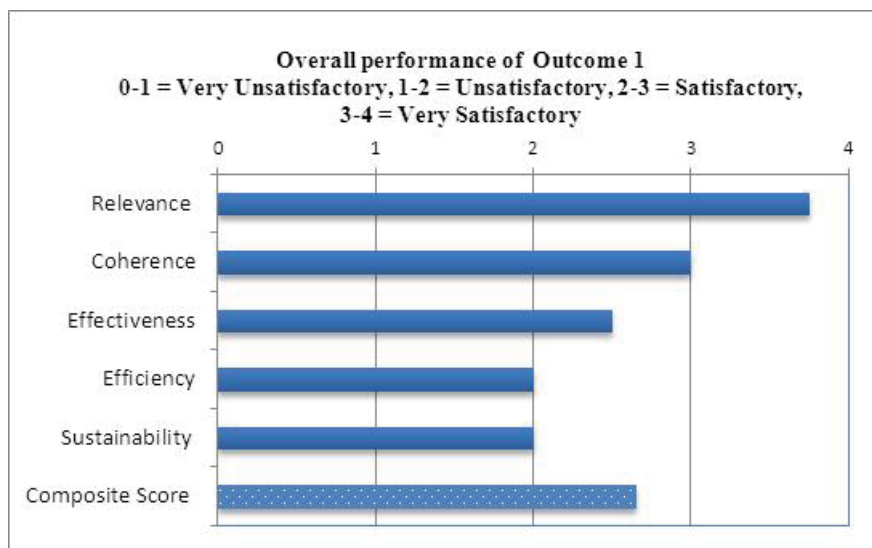
The DWCPE team notes that some of the efforts under Outcome 1 could have been programmed more strategically and more attention could have been paid to applying RBM practices during the implementation process.

The draft NEP and NSDP were already drawn up by the time the India DWCP 2007–12 was signed (2010). Consequently, the indicators and means of action could have been modified to include further follow-up actions on employment and skills policy.

Considering that policy and technical support to MOLE is a critical area of the ILO’s work in India, it is important that experts are consistently available. The three-year absence of a full-time sector specialist on employment resulted in a considerable gap in the ILO’s position as leading UN agency on employment issues. However, now that an employment specialist is in position, the follow-up work on the NEP and knowledge products is likely to gain pace.

As per the EVAL’s rating system, performance of Outcome 1 is ‘Satisfactory’ as presented in figure 9.

Figure 9: Overall performance of Outcome 1



4.2 Outcome 2. Comprehensive approaches development to address decent and productive work in selected sectors and states, with emphasis on women workers

Outcome 2 is under Priority 1 and has three outputs, which deal with the operationalization of policies and the development of new approaches (table 10).

Table 10. Portfolio snapshot – Outcome 2

Outputs	
a.	Training and employment services, especially for and within the informal economy, restructured.
b.	Decent work approaches integrated into the implementation of the National Rural Employment Guarantee Programme.
c.	Sectoral and area-based approaches for sustainable livelihoods with enhanced productivity strengthened.
Indicators	Status
Successful implementation of the GOI's Programme on SDI, in at least five areas/clusters, with ILO's contribution and involvement of workers and employers organizations	Partially achieved
Implementation of pilot programmes, with a focus on skills, in two geographical areas in partnership with the constituents and selected UN family members	Completed
Formulation of labour market survey methodology and competency-based curricula for use in GOI's SDI and MES	Ongoing
Adapted version of ILO's manual on Employment-Intensive Infrastructure Programmes: Labour Policies and Practices mainstreamed in GOI's labour based works	Achieved
Incorporating DW elements into NREGP	Ongoing
Pilot implementation of sector/area-based integrated approach in partnership with the social partners, Central/State Governments and other partners with a vision for replication	Partially achieved
Building a replicable mechanism of the expanded Factory Improvement Programme methodology for cluster development in collaboration with partners	Ongoing
Means of action	Status
Workers' Education Programme on Social Dialogue and Youth Employment	Ongoing
IND 101 Green Jobs in Asia (Pilot project)	Completed
IND102 Sustaining Competitive and Responsible Enterprises in India (SCORE)	Ongoing
IND101 Promotion of Alternative Livelihoods for the Tsunami affected Families of Southern India	Completed
IND 102 Skills Development and Vocational Training in informal economy for the Tsunami-affected People	Completed
Subregional Project on Labour Laws and the MSE Growth Trap (India, Nepal, Bangladesh and Sri Lanka)	Ongoing

4.2.1 Achievements

Operationalization of Skills Development Initiative in three Selected Clusters in India

The ILO/MOLE Programme on the Operationalization of Skills Development Initiative in Selected Clusters in India: Firozabad (Glassware); Delhi/NCR (Domestic Worker); and Moradabad (Brassware) is part of the ILO's continued collaboration with the MOLE at both policy and system level through technical support; tripartite engagement; knowledge generation (relevant research/studies); and through supporting operational initiatives on skill development in the informal economy.⁵³

The programme directly supported the GoI's efforts to expand vocational training opportunities for workers who have limited scope to avail themselves of the conventional training facilities. The MOLE implements the Government's scheme – SDI-MES.⁵⁴ It aims to train/test and certify the existing skills of one million persons in the first five years and one million annually thereafter. It has so far identified more than 1,160 modules for employable skills. The target beneficiaries of this programme are unskilled/semi-skilled workers, especially women and youth/early dropouts.

The ILO facilitated the multi-stakeholder and consultative process and provided technical support in developing the modules for the aforementioned three clusters. The objectives were to improve productivity and competitiveness of the cluster by overcoming skills gaps and skills mismatch; and to improve the mobility, career prospects and employability of workers through skills acquisition, upgrading and/or certification. The programme successfully identified skills gaps in all the three clusters, developed competency standards and allied materials (two trades each for glassware and brassware, and five trades for domestic work), and conducted demonstration training workshops to pre-test curricula and allied materials for all three clusters.

The curriculum development process included government agencies (district administration, labour and MSME departments), EOs, WOs and vocational training providers including training institutes. The project's additional input to the domestic worker cluster was a skills card system⁵⁵ to track lifelong skills attainment by domestic workers (Volume 2. India DWCP Evaluation Case Studies).

⁵³ Government of India. *India Decent Work Country Programme 2007–12* (New Delhi, 2010).

⁵⁴ MES is supposed to provide a minimum skill set to enable people to find employment in the world of work. It is characterized by flexibility such as skills upgradation/formation, multi-entry and exit, vertical and horizontal mobility and lifelong learning opportunities. It follows credible assessment methods and certification through the National Council for Vocational Training (NCVT).

⁵⁵ Currently not functional but will become operational once the MOLE has a labour market information system in place.

Skills Development and Vocational Training in informal economy for the Tsunami-affected People

The ILO-ICFTU/APRO-ICTU Project was initiated as a response to the tsunami. The first phase, (September 2005 to December 2008) aimed at helping the Tsunami-affected people in two coastal districts in southern India to rebuild their livelihoods through skills development and vocational training, income-generating activities and awareness raising. The secondary objective of the project was to build on the existing strengths of the participating WOs, i.e. Hind Majdoor Sabha (HMS) and the Indian National Trade Union Congress (INTUC), by organizing informal economy workers in the Tsunami-affected communities, using various methods including the formation of self-help groups, training, advocacy and campaigns. It was also envisaged that the project would share knowledge, methods and experiences, which would lead to better strategies and good practices for trade unions in organizing the unorganized in the rural informal economy. The second phase of the project (March 2008–June 2009) had the same objectives with specific outputs (targets).

The project has the credit of involving WOs for the first time in the rehabilitation of informal economy workers as a disaster response mechanism along the core principles of the ILO. Apart from providing skill development training, the WOs also worked on the adoption of labour rights issues in the rehabilitation programme. The two phases trained 2,621 beneficiaries, 82 per cent of whom were gainfully employed.

The project helped the WOs to enhance their membership base significantly. In one of the cases, the local implementing WO partner increased its membership sixfold. Most importantly, the trade union partners gained entry into the informal economy. The project also built the capacities of the TU partners to manage and monitor a large-scale programme. The DWCPE Team met some of the beneficiaries of the project who attributed their success to the ILO. Also, it is commendable that the WOs have maintained their relationship with the beneficiaries despite the programme being closed for about three years.

Employment Intensive Infrastructure Programme

The *ILO Manual on Labour Policies and Practices for Employment-Intensive Infrastructure Programme* was presented to the MOLE in March 2007. At MOLE's request, the ILO DWT/CO–New Delhi prepared an adapted version of the manual for India in 2008. Elements of the manual were mainstreamed into the MoRD's *Rural Roads Development Plan: Vision 2025*.⁵⁶ The ILO also contributed to the development of a manual entitled *Four-laning of Highways through Public Private Partnership: Manual of Specifications & Standards* by the Indian Roads Congress in 2009.

The ILO participated in the sub-working group on Maintenance of Rural Roads constituted by the MoRD during the formulation of the 12th FYP. The ILO was also part of the working group for skill development in road sector constituted by Ministry

⁵⁶ *Rural roads development plan: Vision 2025*, Government of India, Ministry of Rural Development, 2007, <http://pmsgy.nic.in/downloads/vision2025.pdf> [accessed 31 Aug. 2012].

of Road Transport and Highways. The ILO DWT/CO–New Delhi has recently proposed technical assistance for the development of sustainable rural roads maintenance systems under the World Bank-funded (\$1.5 billion) Rural Roads Project with the MoRD.

Incorporating decent work elements into the Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP)

MGNREGP is the world’s largest rural employment guarantee scheme. With the aim of incorporating decent work elements into the MGNREGP, the ILO conducted studies, generated knowledge papers and facilitated consultations and discussions with MOLE and MoRD. The ILO also looked at the potential of integrating green jobs into the MGNREGP works. One of the studies supported by the DWT/CO–New Delhi helped develop decent work and environmental sustainability indicators, made suggestions on improving the outcomes, and suggested a monitoring framework to track the decent work and environmental sustainability of the work being executed under the MGNREGP.

This study was presented and discussed at the National Conference and it also helped the ILO in further collaboration with MoRD on MGNREGP. The ILO was invited, along with other development partners such as UNDP and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)⁵⁷, to contribute to the development of a replicable sustainable development model (MGNREGA +) within the MGNREGA framework. It is not clear to the DWCP Team whether the suggestions of this study have been accepted and adopted by the national authorities.

The ILO also supported a Technical Support Unit in Bhilwara in collaboration with UNDP India to promote sustainable livelihood activities under the framework of Aajivika Mission.⁵⁸ Two training programmes for members of 76 Panchayati Raj Institutions (PRIs)⁵⁹ members were organized to improve service delivery and the quality of MGNREGP works.

Value chain development to promote green jobs in India as part of the Green Jobs Asia Project

In India, a demonstration project was carried out as part of the green jobs pilot initiative in Jabalpur and Chhindwara (Madhya Pradesh) in the dairy sector with Development Alternatives (a not-for-profit organization based in India) as the implementing partner. The project intended to demonstrate among MSMEs win-win strategies in sector value chains to promote green technologies that lower greenhouse gas emissions while opening up opportunities for increased incomes and alternative livelihoods. The Jabalpur pilot project led to the development of a manual, case studies, transition frameworks and other knowledge products. The Jabalpur example

⁵⁷ German Agency for International Cooperation.

⁵⁸ State-level livelihood initiative of the Government of Rajasthan.

⁵⁹ Local governing bodies for rural areas.

was presented at the meeting of the multi-stakeholder Taskforce on Climate Change and Green Jobs. Further to earlier discussions with the Madhya Pradesh State Government, the Jabalpur programme will be presented at a state-level meeting in 2012 to discuss the potential for scaling up the project. The pilot experience and case study will be shared with any other states interested in promoting green jobs under their action plans.

Promotion of Alternative Livelihoods for the Tsunami-affected Families of Southern India

The Alternative Livelihoods Project aimed to address the medium-term employment needs of tsunami-affected communities by promoting skills training and entrepreneurship development. This project was implemented by the ILO under the UN Team for Recovery Support (UNTRS) as a part of the UN Recovery Framework for Post-tsunami Rehabilitation and Reconstruction. Within this framework, the ILO was appointed as the lead agency in the area of sustainable livelihoods. The project's objectives pertaining to the ILO component were revival and diversification of employment and livelihoods in non-fishing sectors for tsunami-affected communities of two districts. The project applied two well-tested methodologies of the ILO – the Start and Improve Your Business (SIYB) for entrepreneurship development and the Training for Rural Economic Empowerment (TREE) for wage employment. The project took a 'no handouts policy' approach, unlike typical disaster response projects prevalent at that time, and followed a model whereby the implementing partners were made accountable (through performance linked payments) for ensuring placement of the trained beneficiaries.

Despite a slow start, the project trained nearly 4,300 beneficiaries of whom over 80 per cent found alternative employment. It was also able to set up 630 enterprises, which was twice the target initially set by the project. The final evaluation report noted that the SIYB and project management support was highly appreciated by the implementing partners.

Social Dialogue and Youth Employment (The ILO ACT/RAV and ACT/EMP projects)

The national WOs and EOs jointly implemented the Irish-funded project from June 2007 to December 2009 under a common banner of the Tamil Nadu Joint Action Forum on Promotion of Youth Employment (Trade Unions and Employers). A joint policy on the promotion of youth employment by WOs and EOs was developed and the WOs and EOs entered into a joint MoU to implement the skills training programme in the textile sector. The WOs identified potential candidates and the EOs identified the area (vocation) for the training. The EOs imparted the training in association with public and private technical training institutions. The candidates were also trained on workers' rights, globalization, productivity and competitiveness. EFSI member companies employed many of the trained youth.

Training in social dialogue and a study on apprenticeship law, and in its impact on apprenticeship training, were important products developed for EOs under this initiative.

Subregional Project on Labour Laws and the MSE Growth Trap (India, Nepal, Bangladesh and Sri Lanka)

The goal of the NORAD-supported subregional programme is to contribute to a policy and legal environment conducive to the growth of micro and small enterprises in Bangladesh, India, Nepal and Sri Lanka. The objectives of the programme are:

To enhance the understanding of the ILO's partners on the impact of labour-related laws on the growth of micro and small enterprises in the context of the overall business environment in the four countries involved as well as the limitations of the present inspection systems and ways to improve compliance; and to support stakeholders in informed discussions on labour-related laws and business environment in different countries.

The implementation strategy includes studies, field surveys and dialogue with stakeholders on improvements to and simplification of labour-related laws and their implementation leading to improved job creation through higher enterprise performance. Three studies in India were conducted comprising a macro-level analysis of the impact (direct and indirect) of labour laws on MSEs; a micro-level assessment of costs and benefits of doing business (labour and non-labour laws) with MSEs; and a study on ways of enhancing MSEs' compliance with labour laws (sanctions and incentives) in the Indian component.

The study report was delayed due to the complexity of developing a new survey methodology, lack of research assistance, and data contamination. The funding from the donor is officially closed, however, the DWT/CO–New Delhi is finalizing the synthesized report with internal funding. The findings of the study are planned to become an input to the business environment component of the new project Way Out of Informality. It is planned to discuss the final report with the Donor Committee for Enterprise Development.⁶⁰

Factory Improvement Programme (FIP) and Sustaining Competitive and Responsible Enterprises in India (The SCORE Project)

The FIP, which was implemented in Faridabad (National Capital Region) ended in March 2008,⁶¹ established social dialogue and workplace cooperation as effective ways to enhance the competitiveness of SMEs. The FIP's results also indicate that SMEs could be motivated to take up developmental activities like HIV/AIDS prevention, child labour eradication, and promotion of employment amongst differently abled persons.

⁶⁰ A multi-donor forum among the development agencies engaged in enterprise development where both NORAD and the ILO are key members.

⁶¹ FIP was extended for three months to disseminate the concept nationwide.

The SCORE project is being implemented in the two clusters, i.e. Ahmednagar and Faridabad. SCORE, a next generation product, has largely benefited from the FIP and has also integrated elements from the ILO's other productivity improvement products, i.e. SIYB, WISE and Better Work. In a year, the project has established a strong implementation partnership with one of the cluster level organizations (the Auto and Engineering Association – AAEA – Ahmednagar, Maharashtra). It has also established clear terms of understanding with the AAEA for the promotion and marketing of SCORE modules on a commercial basis. The AAEA has a high level of ownership of SCORE, which, in future, will be critical in determining the sustainability and business strategy of the SCORE modules. The successful delivery of the first SCORE module has led to early success in the cluster where 70 per cent of the enterprises have witnessed a positive change in employees' motivation level and decision-making capability.⁶² Involvement of the Ministry of Micro Small and Medium Enterprises in the Tripartite Advisory Group is also a notable achievement (Volume 2. India DWCP Evaluation Case Studies).

Promoting decent work and sustainable employability of flood-affected families and other vulnerable groups in Bihar

In response to the Kosi floods in Bihar (2008), the ILO executed a two-phased project to promote decent work and sustainable employment amongst the flood-affected families in the two districts. Phase 1 focused on raising awareness on collective action and innovative agro-based training methods and income-generating activities for the flood-affected families in the 'mega relief camps' set up by the Government of Bihar. As a follow-up to phase I pilot activities, phase II initiated processes to institutionalize implementation methodologies with the state government.

Phase I carried out awareness-raising activities, and trained 6,000 flood-affected families in the mega relief camps comprising marginalized and vulnerable people, while phase II reached 1,000 families. It is reported that this project sensitized and developed capacities in the government at local, district and divisional levels in Bihar State to identify and organize the most marginalized/vulnerable groups, undertake skills needs assessments, and provide training for viable local resource-based income-generating activities.⁶³

4.2.2 Shortfalls and challenges

The operationalization of the SDI programme was implemented in three clusters instead of the targeted five clusters mentioned in the indicators. This was due to resource constraints. The DWCP Team notes this programme's limited achievement in terms of the operationalization of the SDI, as the competency-based curricula developed under the programme could only be pilot tested. The domestic work curricula developed are not part of the list of MES courses available on the DGET

⁶² As reported to the DWCP Team by DWT/CO–New Delhi.

⁶³ Project note.

website⁶⁴ and so it is not clear whether this course was finally approved for implementation under the SDI scheme or whether it has had any uptake from the Vocational Training Providers (VTPs).

The DWCPE Team met some of the trained domestic workers and one of the representative VTPs under the pilot programme who were of the opinion that the curriculum helped them develop life skills rather than professional skills. The curriculum developed for the domestic workers and brassware workers (as per the curriculum provided to the DWCPE Team) do not cover elements of decent work and workers' rights. Finally, given the fact that hundreds of courses are being developed under MES, the results expected through this programme at the outcome level are not clear.

The ILO-ICFTU/APRO-ICTU Project on Skills Development and Vocational Training for Tsunami-affected people highlighted the importance of an effective job-placement strategy and trade unions' role as employment brokers. There was very little knowledge exchange on effective practices amongst similar ILO programmes.⁶⁵ The project evaluation report highlighted the gap areas as being due to the conservative target setting; trainee selection process; oversight and monitoring of the programme; communication strategy; and the capacity building strategy of the TUs. The DWCPE Team understands that the project could not develop an effective model for replication and up scaling as none of the implementing TUs proceeded with the initiative after the project finished.

Available documents reveal that although the dairy value chain development initiative under the Green Jobs project led to development of new process-related frameworks, it was not able to effectively demonstrate on the ground the win-win strategies within the sector value chains. Limited human and financial resources were cited as constraints.

The main shortfalls in the Alternative Livelihoods Project are related to selection of beneficiaries and coherence/coordination with other similar ILO projects. The final evaluation report⁶⁶ of the project concluded that there was limited inclusion of vulnerable groups and direct victims of the tsunami. The delayed start and constricted timelines affected the project's delivery. It also noted coordination shortcomings with the other ILO skills development projects being implemented in the same region; the link between enterprise development and skills training components; and coordination with other components of the UN Recovery Framework for Post-tsunami Rehabilitation and Reconstruction. The planned coordination between the activities of the Food and Agriculture Organization (FAO) on fisheries and natural resources management, and those of the ILO on livelihoods did not materialize.

⁶⁴ *Skill development initiative scheme (SDIS) based on modular employable skills. List of MES courses by NCVT.* Government of India, Ministry of Labour and Employment, Directorate General of Employment and Training, Jul. 2012, www.dget.nic.in/mes/annex4.pdf [accessed 1 Sep. 2012].

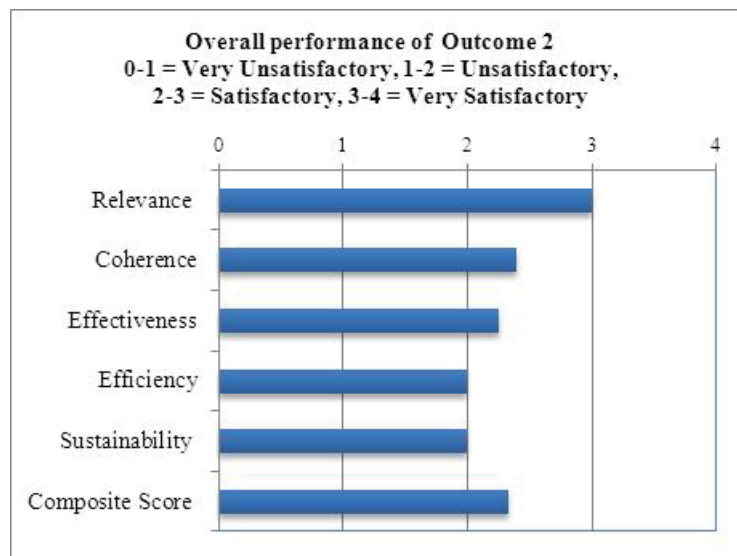
⁶⁵ Final Evaluation Report of the ILO-ICFTU/APRO – ICTU Project on Skills Development.

⁶⁶ Final evaluation of the ALP, 2009, Provided by the ILO DWT/CO ND

The SCORE project was delayed by nearly one and half years. This was on account of the time taken to translate the global project at the country level and delays in organizing the first Tripartite Advisory Group, which subsequently delayed recruitment of the project staff. Also, the initially envisaged partnership with the Lean Manufacturing Competitiveness Scheme (of the MoSMSE) at national level for 10 clusters did not materialize. National-level sustainability, commercial success and up scaling are some of the key challenges for the SCORE project.

The overall performance under this Outcome is rated as ‘Satisfactory’ and the ratings are presented below.

Figure 10. Overall performance of Outcome 2



4.3 Outcome 3. Social protection policies/programmes formulated and progressively extended

Outcome 3 is under Priority 2, “Social protection progressively extended, particularly in the context of informalization”, in which the ILO continued to work actively with constituents towards strengthening the formulation and implementation of policies and programmes to improve the efficiency and coverage of social protection.

The India DWCP initiatives under this portfolio largely cover the work done under the social protection floor, HIV/AIDS at the workplace, and strengthening of labour administration services. The ILO supported the GoI’s efforts in formulating relevant policies and national programmes, and demonstrated models for their implementation (table 11).

Table 11. Portfolio snapshot. Outcome 3

Outputs	
a. Wider awareness and knowledge on mechanisms at all levels to extend social security, occupational safety and health, working conditions and HIV/AIDS generated.	
b. Technical capacities of key active and potential actors involved in the implementation of health insurance schemes targeting poor, women and most vulnerable groups such as youth, women, migrant workers and people living with HIV/AIDS strengthened.	
c. Support provided to central/state governments, institutions and social partners to design innovative strategies, policies and programmes for efficient social protection benefits to all.	
Indicators	Status
Training and dissemination of community-based micro insurance schemes to assist constituents understand the concepts of social protection (including micro-health insurance schemes) and manage such schemes	Partially achieved
GOI enacts the social security legislation for workers in the unorganized or informal economy	Achieved
Formulation of specific schemes for implementation following the enactment of the social security legislation	Achieved
Design of at least two state-level extension initiatives for implementation by state governments that could serve as models	Achieved
A National Policy and Plan of Action on Occupational Safety and Health (OSH) finalized and adopted	Achieved
Ratification of at least one Convention on OSH and progress made towards ratification process on Promotional Framework Convention on Occupational Safety and Health	Achieved
Better reporting of fatal and non-fatal accidents, e.g. from more states and more companies	Not Achieved
Active participation of the GOI (through MOLE) and social partners in implementation of workplace interventions under NACP III with special emphasis in reaching informal economy workers	Achieved and Ongoing
Means of action	Status
IND130 Prevention of HIV/AIDS in the World of Work ILO/USDOL SHARE project	Completed
IND 126 Expanding HIV/AIDS interventions amongst the migrant workers in the construction sector in India	Completed
IND 126 Preparatory assistance for development of a programme on mitigation and HIV programme	Completed
RAS 125 A Pilot Scheme on Promoting the Circular Migration of Health Care Professionals and Skilled Workers through Specialized Employment Services and Skills Certification and Testing	Completed
IND126 ILO/USDOL/PEPFAR HIV/AIDS Workplace Education Project	Completed
GLO 327 Workplace partnerships for childcare solutions	Completed
IND 102 RBSA Gender ROAP (G-RBSA)	Completed
GLO776 Gender equality in the world of work in Brazil, Angola, South Africa, India and China (BASIC)	Completed

4.3.1 Achievements

Promotion of the concept of the Social Protection Floor

The DWT/CO–New Delhi provided significant technical inputs to the MOLE and the Planning Commission towards building a National Social Protection Floor. The concept of social protection floor is now well embedded in policy pronouncements of the GoI as evident from references to it by the Indian Government at the 100th Session of the International Labour Conference in 2011, G20 Labour Ministers' Conference (September 2011), 44th session of the Indian Labour Conference (February 2012), and IBSA International Conference (March 2012). The MOLE's acceptance of the ILO's key role is evident from the ILO's participation in different policy-level discussions, and in seven national task forces to extend social security to informal workers.⁶⁷

The ILO's efforts also led to the inclusion of the social protection floor concept and social security as one of the major outputs in the upcoming UNDAF (2013–17). The ILO co-hosted the Asia Pacific Regional High Level Meeting on Extension Strategies for Social Security in the informal sector with the MOLE in May 2008. The ILO's efforts to continuously sensitize the government and social partners is one of the contributions that paved the way for the adoption of the Domestic Workers Convention, 2011 (No. 189).

The key factors attributed to the achievements under the Social Protection Floor Initiative are close collaboration with the MOLE and continued consultations with social partners; clearly identifying areas of convergence between the ILO's mandate and the needs of the constituents; bringing in international experience and technical assistance; and, strategic support (both technical and financial) to WOs in bringing informal workers under their fold.

Support to Rashtriya Swasthya Bima Yojna – RSBY: National Health Insurance Scheme)

The ILO, with limited resources, was able to provide quality technical assistance to constituents in promoting basic health insurance coverage. Technical inputs by the ILO to the task force established by the MOLE, of which the World Bank and the GIZ were also part, contributed to the formulation of one of India's flagship health insurance schemes (RSBY) for families living below the poverty line. In 2007, the DWT/CO–New Delhi developed a series of case studies and conducted training for micro-insurance service providers to promote micro-health insurance in the informal sector. In the same year, an inventory of community-based micro-insurance schemes in India was also prepared. The ILO continues to be engaged in technical discussions on extension of this scheme to various sections of informal economy workers.

⁶⁷ Namely, domestic workers, sanitation workers, leather artisans, construction workers, street vendors, rickshaw pullers and commercial vehicle operators.

Support for the formulation of social protection legislation and schemes for informal economy workers

The DWT/CO–New Delhi provided technical inputs to the NCEUS during the preparation of a Comprehensive Report on Social Security (2007). This included preparation of thematic papers, fact sheets and case studies. The ILO was closely involved in the drafting of the Unorganized Workers Social Security Act, 2008.

Significantly, the DWT/CO–New Delhi provided technical inputs and participated in consultations for the formulation of the National Occupational Safety, Health and Environment Policy (2009), which followed ratification of the Prevention of Major Industrial Accidents Convention, 1993 (No. 174) in 2008 by the GoI.

The ILO played a facilitative role in the formation of the MOLE-led Inter- Ministerial Task Force on Domestic Workers and supported technical discussions and recommendations. These discussions and recommendations led to the formulation of a draft National Policy on Domestic Workers (2011), which is currently in the public domain for feedback.

Enhancing access to the welfare funds by informal economy workers

The ILO collaborated with the GoI and social partners to further the cause of construction workers by conducting a diagnostic study (2010–11); organizing a tripartite national consultation (March 2011); and convening and submitting the report of the Working Group appointed by the MOLE. The ILO also disseminated this report amongst the social partners.

At the grassroots level, the ILO partnered with WOs to develop innovative strategies to access development funds as well as to create demand for such funds amongst informal economy workers. The ILO ACTRAV project in Tamil Nadu assisted WOs to set up Workers' Information Centres in selected districts, and disseminate information amongst informal economy workers on the availability of different schemes and on the Right to Information Act, one of the country's recent landmarks acts.

The WOs took the lead in initiatives in the project districts by facilitating the smooth implementation of the MGNREGA scheme and assisting members to enrol. The WOs were also involved in actively monitoring the implementation of the scheme. They assisted rural workers to raise issues related to minimum wages in agriculture and helped in negotiations with local landlords for wage increases. So far, the WOs have enrolled 172,270 rural informal economy workers as their members, 83,804 members of whom are enrolled under the social security schemes and have accessed INR41,177,210 in benefits. The project has successfully helped the WOs expand their membership. The unions, through their own efforts and resources, have further replicated and extended the established activities to other working areas.⁶⁸ It is to be noted that supportive legislation in Tamil Nadu also facilitated membership expansion amongst informal sector workers.

⁶⁸ As per the documents provided by the DWT/CO–New Delhi.

In another project on Domestic Workers (RBSA-ROAP funds), the WOs successfully organized domestic workers into a formal trade union movement in Karnataka and Tamil Nadu, and facilitated their registration for welfare funds from different social security schemes.

Strengthening of labour administration services in India

The overall objective of the Norwegian funded project in India was to strengthen labour inspection systems by modernizing the procedures and building the capacity of the staff to perform labour inspection tasks. The project was executed in collaboration with the Office of the Chief Labour Commissioner (central government), New Delhi; the Directorate General of Factory Advice Service & Labour Institutes, Mumbai; the Directorate General of Mines Safety, Dhanbad, the V.V. Giri National Labour Institute, Noida, and the State Governments of Bihar and Maharashtra.

Under this project, the manual on *Building Modern and Effective Labour Inspection System* was revised in consultation with the state governments.

In Maharashtra, the project provided technical assistance to the labour department in the preparation of a labour inspection policy and guidelines, an inspection planning concept and systems, inspection tools (forms and checklists), and of a desk manual for labour inspectors. The project trained 220 labour inspectors. It also outlined a strategy for involving social partners in the labour inspection process for more effective compliance with labour laws. A road map for strengthening Maharashtra's labour inspection system and operations in the medium and longer term was also developed.

In Bihar,⁶⁹ the project focused on expanding the scope of labour inspectorates to the informal economy and creating a favourable investment climate to promote investments under decent work conditions. The ILO organized workshops and training programmes with national and international expertise. Altogether 180 labour inspectors were trained. The ILO also built the capacities of state labour department officials by facilitating their participation in international conferences, seminars and exposure visits.

The pilot demonstration models on Work Improvement in Small Enterprises (WISE) in industrial clusters in Pune (2011), with the active participation of the constituents, resulted in the inclusion of elements of WISE approaches in the statutory returns filed by the small entrepreneurs in Maharashtra.

Promoting the cause of women workers

The ILO facilitated the setting up of the MOLE-led Inter-Ministerial Task Force on Gender Equality in the World of Work to focus on the issues of women workers. The ILO also conducted a joint study with MOLE on maternity protection, which provided recommendations for enhancing the scope and coverage of the Maternity Benefits Act, 1961, to informal sector workers.

⁶⁹ Bihar is one of the poorer Indian states with a population of 83 million and a labour force of 25 million (mainly in agriculture sector).

The DWT/CO–New Delhi encouraged EOs to review their gender policies to bring them in line with International Labour Standards. Consequently, SCOPE reviewed its gender policy and shared good practices among its member enterprises.

Strengthening the national policy framework on HIV/AIDS and the World of Work

The ILO is the lead UN agency for HIV/AIDS in the world of work and private sector mobilization. In collaboration with the MOLE, the National AIDS Control Organisation (NACO), EOs and WOs, UNAIDS, and people living with HIV (PLHIV), the ILO DWT/CO–New Delhi developed a three-phased project: Prevention of HIV/AIDS in the World of Work: A Tripartite Response that aims to put in place a sustainable national programme on HIV/AIDS in the world of work in India (Volume 2. India DWCP Evaluation Case Studies).

The ILO provided technical assistance to MOLE and NACO in developing a National Policy on HIV/AIDS and the World of Work based on the ILO Code of Practice on HIV/AIDS. The national policy was launched by MOLE in 2009. The ILO has been assisting MOLE in disseminating the policy at the national and state levels. In addition to policy dissemination at the national level in New Delhi, the policy has been disseminated in five states (Andhra Pradesh, Gujarat Karnataka, Maharashtra and West Bengal).

The project mobilized EOs and WOs to develop the Indian Employers' Statement of Commitment on HIV/AIDS signed by seven employers' organizations/chambers; and a joint statement of commitment signed by the five central trade unions, which forms part of the National Policy on HIV/AIDS in the World of Work. The ILO has provided technical assistance to develop 562 workplace policies at sectoral and enterprise levels. The Indian Network of People Living with HIV/AIDS endorsed the ILO Code of Practice on HIV/AIDS and the World of Work as a key tool for reducing stigma and discrimination, and protecting the rights of PLHIV at workplaces.

Mainstreaming HIV/AIDS in the Ministry of Labour and Employment (MOLE) and its institutions

The ILO assisted the MOLE's institutions to mainstream HIV/AIDS in their activities. The V.V. Giri National Labour Institute (VVGNI) has integrated HIV/AIDS training into its training programmes for labour administrators, trade unions, enterprises and civil society organizations. The Central Board for Workers Education (CBWE), another MOLE institution, has an annual reach of 300,000 workers, 70 per cent of whom are in the informal economy. All of CBWE's Education Officers received HIV/AIDS training and were supplied with training and communication materials in order to reach workers in the formal and informal economy.

Integration of workplace interventions into the National AIDS Control Programme (NACP)

The NACO endorsed the ILO Code of Practice for use in HIV/AIDS policy and programmes in the world of work in India. The DWT/CO–New Delhi developed and disseminated advocacy and communication materials to enhance workplace

interventions and private sector engagement. The ILO programme collaborated with selected State AIDS Control Societies (SACSs) and supported them in coordinating workplace programmes and in developing enterprises-based interventions. The ILO conducted a national-level workshop on workplace interventions and public-private partnerships for representatives of 20 SACS.

As part of the joint UN technical support to NACO, the ILO is working in sectors such as the coal and construction sectors. The ILO undertook a research study on the economic impact of HIV/AIDS on a coal company. Technical assistance was offered to the Indian National Mine Workers' Federation (INMF) and trained master trainers from amongst the trade unions, who in turn have trained over 400 peer educators from unions in coal companies. The ILO mobilized Coal India Limited (CIL), a large public sector enterprise with a workforce of 450,000, to develop policies and programmes in all its subsidiary companies. In the construction sector, ILO undertook a research study and supported interventions through WOs. Approximately 50,000 workers in the construction sector were reached through three trade union-led interventions on HIV/AIDS in collaboration with the INTUC in Hyderabad, Nirman Mazdoor Panchayat Sangam (NMPS) in Delhi and the Nirman Mazdoor Sanghatna (NMS) in Panvel, Maharashtra.

Capacity building of EOs and WOs

The ILO programme developed an HIV/AIDS advocacy and training package for EOs and WOs and trained their counterparts. The ILO trained 3,550 trainers from EOs and 1,640 trainers from WOs at both central and state levels.

Support to good practices/models

The ILO supported CBWE in initiating four pilot interventions in selected blocks⁷⁰ to reach workers in the informal economy. The strategy involved engagement of rural volunteers, who were trained as peer educators and worked under the guidance of CBWE's Education Officers. Around 7,500 informal sector workers were reached through these interventions.

The ILO programme further supported WOs in implementing HIV/AIDS projects amongst informal sector workers. Overall, more than 3,000 migrant workers, 4,000 mine workers, and 50,000 construction sector workers (largely migrants) were reached with information on HIV/AIDS/STIs prevention, care and support education.

Scaling up enterprise interventions through corporate group approach

The ILO is also collaborating with 14 large private corporate groups⁷¹ to develop a sustainable HIV/AIDS programme reaching out to employees, their families, and

⁷⁰ A block is a unit of development administration in India. A block is smaller than a district.

⁷¹ Ambuja Cement Ltd., Apollo Tyres Ltd., Bajaj Hindustan Ltd., Ballarpur Industries Ltd., Crompton Greaves Ltd., Hindustan Construction Company, Hindustan Unilever Ltd., J.K. Tyres & Industries Ltd., Jubilant Organosys Ltd., PepsiCo, SABMiller India, SRF Ltd., The Sona Group and Transport Corporation of India Ltd.

contractual workers, including the supply chain. Through these 14 groups, 180,376 workers are being covered in a total of 224 units/plants, across the country. Under this model, the ILO offers technical support to corporate groups to implement their programmes. The ILO has trained 971 employees in these corporate groups as master trainers, who in turn have trained peer educators at unit/plant levels.

In collaboration with the MOLE and SCOPE, ILO mobilized large central public sector enterprises to develop HIV/AIDS workplace policies and programmes and provided training and policy support to 18 of them. ILO's technical support resulted in the development of an HIV/AIDS policy for the large public sector units that reached 143 workplaces across India; 296 master trainers from these large public sector corporate groups were trained covering over 779,000 direct and contractual workers.

Capacity building of PLHIV for workplace advocacy

The ILO supported the undertaking of research and advocacy at workplaces. Research was undertaken on the socio-economic impact of HIV on PLHIV and their families. Advocacy posters were developed in regional languages and used by the Indian Network for People Living with HIV/AIDS (INP+). The ILO has trained 235 PLHIV (146 men, 89 women) from 20 networks in workplace advocacy and engaged them at all levels of the programme.

Significant impacts of the ILO programme on HIV/AIDS at the work place

In 2009, an endline survey was conducted by an independent research agency to compare the results with the baseline survey carried out in 2005–06. The study covered 12 corporate groups partnering with ILO, four block-level interventions of CBWE and three TUs. The findings indicated enhanced knowledge of the correct routes of HIV transmission and HIV prevention methods, a decrease in the myths and misconceptions surrounding HIV; and a significant reduction in discriminatory attitudes.

The ILO has developed a strategic framework for its action on HIV/AIDS for (2011–15). This framework builds upon the work done so far and attempts to contribute towards the overall goal of the NACO – to halt and reverse the epidemic in India.

4.3.2 Shortfalls and challenges

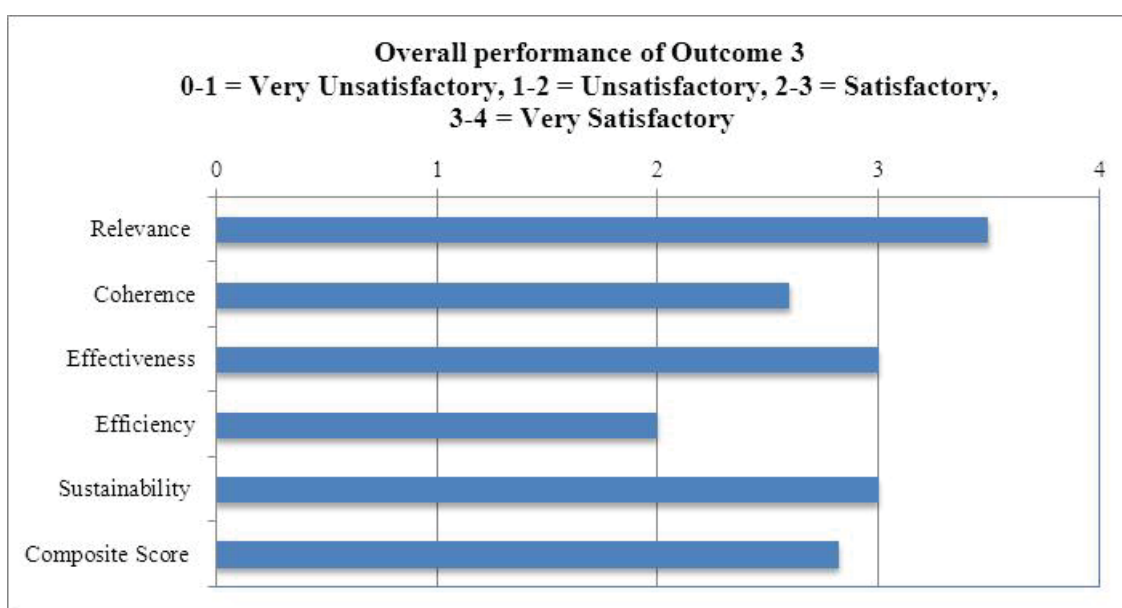
The MOLE had expected the ILO's assistance in the implementation of the RSBY, which the ILO was unable to provide due to resource constraints. The MOLE also highlighted the lack of an OSH Sector Specialist as one of the challenges.

The recruitment of national project staff for the Norway-funded Labour Inspection Project was delayed and it had to be managed by the DWT sector specialists, and the CO programming staff. The DWCP Team notes that although the selection of the states for the project was carried out in consultation with the MOLE, the rationale for selecting Bihar and Maharashtra as project partners is not clear.

The vulnerable workforce in the informal sector is still not reached adequately by the NACP. Scaling up public-private partnership models to reach out to informal sector workers is required to realize the impact of the intervention. The NACP is now recognizing the importance of workplace HIV and AIDS programmes but it requires a clear plan of action supported by provision for technical support.

The overall performance under this Outcome is rated as ‘Satisfactory’ as presented in the figure below.

Figure 11. Overall performance of Outcome 3



4.4 Outcome 4. Strengthened policy framework for elimination of unacceptable forms of work

This Outcome is under Priority 3 of the India DWCP 2007–12. It is related to the ILO’s efforts to eradicate and impact the child labour and bonded labourers in India (table 12).

Table 12. Portfolio snapshot – Outcome 4

Outputs
Support to constituents on child labour policy, enforcement, plans of action, including convergence-based models.
Programme on prevention of bonded labour and trafficking for labour exploitation in India: addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa.

Indicators	Status
ILO-IPEC strategies, approaches and learning, (as identified in emerging good practices and lessons learnt) reflected and applied in GoI policies/programmes	Ongoing
Application of area-based approaches to the elimination of child labour in NCLP districts	Ongoing
Accelerated reduction of child labour in NCLP Society districts	Ongoing
Revision of the list of hazardous occupations and processes in CL (PR) Act by including more occupations and processes prohibiting employment of children	Achieved
Sensitization of more partners and their involvement in efforts to reduce child labour and hardships of other disadvantaged groups;	Achieved
State government policy decisions, strategies and budget allocations reflect an increase prioritization of the elimination of child labour and bonded labour	Partly achieved
Development of innovative approaches of convergence of schemes and their experimentation to address vulnerabilities for those in bondage situations	Ongoing
Means of action	Status
IND152 Reducing Vulnerability to Bondage in India through Promotion of Decent Work	Completed
Social Partnership and Advocacy to tackle Child Labour Project	Completed
Karnataka Child Labour Project (KCLP)	Completed
Andhra Pradesh State Based Project for the Elimination of Child Labour (APSBP)	Completed
Preventing and Eliminating Child Labour in Identified Hazardous Sectors (INDUS)	Completed
IND101 Converging Against Child Labour: Support for India's Model	Ongoing
IND102 AE - Gender Equality, Women's Employment and Empowerment	Completed
IND 152 Promotion of Equality at Work in India: Eradication of Manual Scavenging	Ongoing

The project *Converging Against Child Labour: Support for India's Model* is currently being implemented by the DWT/CO–New Delhi and is built upon the ILO's past experience of working with the MOLE and its state counterparts through INDUS, and through other projects relating to the elimination of child labour such as the Andhra Pradesh State-based project, the Karnataka State-based project, and complementary projects such as HIV/AIDS Prevention in the World of Work – A Tripartite Response and the ACTRAV/Norway Social Dialogue Programme: Youth Employment and Child Labour project.⁷² The former three projects were based on the concept of convergence and largely engaged with state governments for execution. The latter two were complementary and promoted advocacy and concerted action by WOs and EOs for the elimination of child labour. This section highlights the results of the ILO's efforts under this Outcome.

⁷² USDOL approved PRODOC of *Converging Against Child Labour: Support for India's Model*.

4.4.1 Achievements

The INDUS Project: Preventing and Eliminating Child Labour in Identified Hazardous Sectors in 21 districts in five states of India

The INDUS project (2005–09) was supported by the MOLE and USDOL and was executed by IPEC. It was designed and conceived as a complimentary effort to the NCLP and Sarva Siksha Abhiyan – Universal Education Campaign (SSA) with few additional components referred to as NCLP Plus (+) and SSA Plus (+). The idea of plus “(+)” activities was to pilot test and replicate the useful and successful components of the INDUS project in the remaining NCLPs and SSAs in the country. The project was implemented in 21 districts in five states (Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh, and Delhi). There was close integration in government structures at all levels, i.e. central, state and district levels. The GoI/MOLE and US/DOL shared the budget of nearly \$41 million almost equally.

The INDUS project effectively positioned child labour as a socio-economic concern rather than an enforcement concern through large-scale awareness generation and advocacy; effectively advocated for a family-centric approach; and successfully linked child labour withdrawal and rehabilitation with poverty alleviation measures for vulnerable families.⁷³ The approach and strategy of the INDUS project was recognized by the Working Group on Child Labour for the 11th FYP and the convergence approach was recommended by the Working Group which also listed the possible ministries, departments, national schemes and programmes that could come together on elimination of child labour.⁷⁴ Technical inputs on the convergence approach were also provided through the Working Group on Convergence-based Model – Child Labour, constituted by the MOLE. The ongoing Convergence against Child Labour project, therefore, has a strong policy backing and mandate at national level.

The INDUS project was able to demonstrate effective multi-stakeholder participation, i.e. MOLE, Ministry of Human Resource Development (MoHRD), the community, nongovernmental organizations (NGOs) and private organizations. As one of the significant value additions, the project helped the target states in formulating State Action Plans (SAPs) as vision documents which, for the first time, integrated child labour into the state planning structure, whereby resources, funding, systems, and existing agencies were conceptualized to address the child labour issue in a coordinated manner.

The baseline survey tool introduced in the project was effective in the identification of child labourers, out-of-school children, migrant workers, and other vulnerable groups. The tool’s strength lies in its replicability and wide range of application.

⁷³ Government of India, United States Department of Labor, ILO International Programme on the Elimination of Child Labour: *Preventing and eliminating child labour in identified hazardous sectors project: Joint evaluation Jan–Feb 2009* (New Delhi, 2009).

⁷⁴ *Report of the Working Group on Child Labour for the 11th Five Year Plan*, Government of India, Planning Commission, n.d., http://planningcommission.nic.in/aboutus/committee/wrkgrp11/wg11_rpcchlab.pdf [accessed 2 Sep. 2012].

The project provided significant lessons about the practical approaches for convergence to effectively attain the overall objective of child labour eradication. At the policy level, the ILO National Project Manager of the INDUS project was part of the 11th FYP working groups and task forces.

Government officials met during the India DWCP mission appreciated the momentum created by the project in Tamil Nadu. The project led to the formation of the State Child Labour Rehabilitation and Welfare Society, an independent body to tackle child labour issues. There was strong commitment from both the Government of Tamil Nadu and the ILO. This led to efficient execution of the project and issuance of a number of government orders in a short span of time.

The APSBP Project (IPEC): Elimination of Child Labour (ECL) in Andhra Pradesh

The APSBP was a state-based technical cooperation project implemented through the Government of Andhra Pradesh (GoAP) with support from the ILO through IPEC. The UK Department for International Development (DFID) and the GoAP jointly funded this project with equal contributions totalling \$8.9 million. At national level, the project was implemented by the MOLE and at the state level by the Department of Labour in close collaboration with EOs and WOs. The project was implemented in two phases (2001–2004 and 2004–2009) in three districts with a high prevalence of child labour in hazardous industries. Phase 2, i.e. during the DWCP period, focused on institutionalizing and sustaining the ECL models.

The final evaluation report found the main impact of APSBP (Phase 1) was its contribution to the decline in the incidence of child labourers from 1.3 million in 2001 to 0.3 million in 2007.⁷⁵ This is evident from the high enrolment rates (almost 100 per cent) and rehabilitation rates (90 per cent) in the pilot districts. It is also believed that the exchange of ideas and debates led to review, assessment and formulation of effective policies and strategies at the state level. The project was successful in making child labour a state-wide issue; it federated six divergent TUs; created a network of civil society organizations; and changed the image of employers to one of productive partners in eliminating child labour. The final draft evaluation report noted that the work of the Consortium of Employers' Association for the Elimination of Child Labour (CEASE Child Labour)⁷⁶ to eliminate child labour seemed quite unique as it developed a code of conduct for employers, disseminated information and made efforts to conduct skill-building programmes. The project evaluation report also noted that the CEASE Child Labour was an outcome of the realization among employers' organizations/employers' associations (at the ILO's request) that the elimination of child labour in workplaces was in their long-term interest apart from it being their

⁷⁵ ILO. *Final evaluation report of the APSBP (draft), 2009*, unpublished.

⁷⁶ "CEASE-Child Labour" was registered as a society (not-for-profit organization) in 2001 and had 47 affiliate employers/employers' associations as members. The members were from hazardous industries or industries employing child labour (beedi industry, hybrid cottonseed sector, building and construction, automobile workshops, hotels, domestic child labour).

social responsibility. The project also supported the State government in enacting proactive policies and legislation.

The KCLP Project (IPEC): Targeting the Worst Forms of Child Labour in Karnataka

The ILO Karnataka Child Labour Project was implemented by the IPEC in collaboration with the GoI's NCLP. The three-year project started after a delay in June 2006 and was completed in 2010 following two no-cost extensions. The Government of Italy funded this project with a budget of 3,079,126 Euros (€). The project aimed "to contribute to the GoI's efforts to combat the worst forms of child labour and to reduce the vulnerability of adolescents to economic exploitation." The project was implemented in two districts and the key activities included awareness generation; family empowerment; capacity building of formal and informal institutions across all levels; the direct withdrawal of children from work and the provision of remedial education; and improvement in the quality of interventions that already existed.

The project rescued over six thousand children from hazardous industries and mainstreamed 10,000 children into schools and *anganwadi* centres.⁷⁷ The products and services included remedial teaching curricula, teachers' manuals, training and guidelines on managing bridge schools, and awareness-raising activities. It is reported that the government departments and NGOs used these knowledge products beyond the project period.⁷⁸

The project developed a manual on forming and supporting self-help groups with the emphasis on combating child labour. The project facilitated the formation of 251 new SHGs and the strengthening of 244. The project led to development of over 39 course curricula and it trained 1,838 youths. It also led to 300 targeted hazardous small silk reeling and twisting industries becoming child-labour free.

Similar to ILO's other ECL projects, this project supported the formation of the State Resource Centre on Child Labour⁷⁹ under the purview of KSCLEPS.⁸⁰ One of the objectives of the State Resource Centre on Child Labour was to prepare the revised State Action Plans (SAPs). It is not clear to the DWCP Team if the revised plans are still being used and updated by the state government.

The final evaluation report found that project planning and coordination with implementing partners had been efficient. The implementing partners were able to use

⁷⁷ These centres were started by GoI in 1975 as part of the Integrated Child Development Services Programme to provide care to new-born babies, prenatal care to pregnant mothers and antenatal care to nursing mothers.

⁷⁸ Keith J Fisher, Independent Evaluation, Targeting the Worst Form of Child Labour: Combating Child Labour and Economic Exploitation of Adolescents in Bidar and Chamarajnar districts of Karnataka, Dec 2009

⁷⁹ Government of Karnataka. State Resource Centre on Child Labour web site : <http://karunadu.gov.in/karnatakachildlabour/Aboutus.aspx> [accessed 2 Sep. 2012].

⁸⁰ Karnataka State Child Labour Elimination and Prevention Society.

the ILO knowledge products in their other activities. Significantly, the child labour tracking system developed under the project is still being used in all districts.

Irish Aid Partnership Programme (IAPP): IPEC, ACTRAV and ACT/EMP Social Dialogue and Child Labour Project

The IAPP is distinctive as it aimed to add a more strategic dimension to the then existing large ILO-IPEC technical cooperation projects. The project especially focused on building the capacity of social partners (employers and trade unions). The project strategy had three components: improvement of knowledge base and linkages between IPEC's work and the social partners; training for capacity development; and policy development and coordination.

The final evaluation report of the project states that the activities broadened the social partners' response to the elimination of child labour and strengthened the partnerships required to address child labour. The project complemented the efforts of other ILO-IPEC projects as it encouraged a higher degree of social dialogue than before. The design of the project was innovative and created much stronger coordination and knowledge exchange between ILO units.

In India, the project helped the ILO to contribute towards the development of labour standards. The project helped WOs to jointly advocate ratification of the outstanding core conventions. The consistent dialogue among tripartite partners has helped in building a positive environment towards the ratification of Convention No. 182. The MOLE has taken proactive steps and has consulted a wide range of stakeholders including the Ministry of Law and Justice in this regard. This seems to be a very important achievement in the context of the magnitude of worst forms of child labour in India.

Converging against child labour (The Convergence Project): support for India's model

In India, the ILO is implementing the Convergence Project in collaboration and coordination with the MOLE, and five targeted state governments.⁸¹ The project is being implemented under IPEC. In the short and medium term, the programme is assisting member States in designing and implementing policies and time-bound activities and programmes to prevent and eliminate child labour, with the priority on its worst forms. The Convergence Model builds on existing schemes, programmes and structures, which require action to complement the features of major national programmes on education and social protection. The project furthers the family-centred approach where education and rehabilitation of the child is complemented by economic rehabilitation of the family. The project is funded by USDOL and has a budget of \$6.85 million. The donor approved the project in September 2008 and the National Steering Committee (NSC) approved it in January 2009. However, it was only officially launched in July 2010 due to delays in setting up the project team.

⁸¹The targeted states are: Bihar, Gujarat, Jharkhand, Madhya Pradesh and Orissa. In each state, the project is working in 2 districts in a targeted manner. For details refer to Volume 2: DWCP Case Studies.

Despite the delayed start, progress is satisfactory (Volume 2. India DWCPE Case Studies).

At the policy level, the National Project Manager of the Convergence Project was a member of the Working Group on Social Inclusion of Vulnerable Groups in Labour Force, such as child labour, bonded labour and migrant labour, for the 12th FYP (2012–17). The Working Group recognized the project's strategy. The Project has demonstrated the institutionalization of the Convergence Framework by working with the GoI in setting up tripartite State Project Steering Committees in the project states. At the National level, an Inter-ministerial Task Force with the representatives of concerned departments was set up in April 2010. Currently, the District Child Labour Project Societies (institutional mechanism at the district level) are functional in all the 10 project districts (Volume 2. India DWCPE Case Studies).

Other significant technical contributions

Evidence suggests that apart from the above-mentioned initiatives, the ILO DWT/CO–New Delhi provided technical inputs through various available forums at the regional, national and state levels. The sector specialist was part of the drafting committee of the Protocol on Prevention, Rescue, Repatriation and Rehabilitation of Trafficked and Migrant Child Labour, 2008, constituted by the MOLE in 2007. At the regional level, the ILO DWT/CO–New Delhi made technical contributions to the workshop on Child Labour in the SAARC Region: Strategies and Policy Options organized by the MOLE and the V.V. Giri National Labour Institute in 2009. Contributions were also made to national-level training programmes on Combating Child Labour in the Urban Informal Sector organized by the V.V. Giri National Labour Institute.

Under the IPEC-ACT/EMP Social Partnership and advocacy to tackle child Labour, capacity building initiatives were undertaken with EFSI and the South Indian Mills Association (SIMA) in addressing child labour issues. The project contributed to greater awareness of child labour issues amongst EOs. The EOs also developed a code of conduct for employers on child labour issues, which was intended to target their supply chains.

Bonded labour

The ILO has been working on bonded labour issues since 2001 with support from DFID and the Government of Netherlands in India as part of the subregional project Promoting the Prevention and Elimination of Bonded Labour in South Asia (PEBLISA), which ran from 2001 to 2006 in the three states of Andhra Pradesh, Orissa and Tamil Nadu. PEBLISA provided numerous insights into the root causes of poor families' over-indebtedness and their consequent vulnerability to exploitation, including bonded labour. The project was also able to develop and field test a model for replication.

The ILO played an active role at the policy as well as operational levels. The ILO was part of a GoI's inter-ministerial task force, which reviewed the Bonded Labour System Abolition Act, 1976 (BLSAA). The recommendations of the task force included definitional clarifications on bonded labour and the need of a convergence-based model for prevention, identification and rehabilitation. These recommendations were

presented to the Union Minister of Labour and Employment in April 2010 and were later sent to the Planning Commission by the MOLE as inputs for 12th FYP.

Reducing Vulnerability to Bondage in India: the RVBI project

Following the termination of the PEBLISA project, the MOLE invited the ILO in May 2007 to present a new concept note for a next phase, which resulted in the RVBI project. The project is based on lessons learned during the PEBLISA project, is an area- and sector-based project, and has been implemented in two destination districts and three source districts of Tamil Nadu since June 2008.

The results of this project have led to acceptance of the convergence approach amongst tripartite constituents, especially the GoI, which further paved the way for replication of this approach to four states across India. The ILO facilitated a MoU between two states in June 2011 – Orissa (source) and Andhra Pradesh (destination) – to develop mechanisms to improve inter-state coordination in addressing bonded labour among migrant brick-kiln workers. The RVBI project also helped in formulating an employers' code of conduct to improve workplace facilities, which is operational in Tamil Nadu and is being replicated in Andhra Pradesh and Uttar Pradesh.

Central and state authorities' capacities were enhanced to tackle the root causes of bonded labour through a convergence-based approach involving all stakeholders. So far, authorities in four states have applied the lessons learned by taking action through a project to reduce vulnerability to bonded labour, with the ILO's technical support being provided through RBSA and technical cooperation funds for bonded labour. More significantly, the tripartite constituents have recognized the ILO's role as a neutral technical facilitator (Volume 2. India DWCP Case Studies).

Promotion of equality at work in India: the project on Eradication of Manual Scavenging

While impressive existing legal and institutional framework has considerably contributed to the elimination of manual scavenging in many states, the overall picture is one of mixed results. The Conference Committee on the Application of Standards (2007) has suggested further action to tackle practices of exclusion and discrimination in employment and occupation on the basis of caste, gender and social origin. In 2009, the Committee of Experts expressed concerns about the continuation of manual scavenging by thousands of Dalit women and men. It particularly noted the weak enforcement of the Protection of Civil Rights Act, 1955, and the Scheduled Castes and Scheduled Tribe (Prevention of Atrocities) Act, 1989.

The DWT/CO–New Delhi is currently implementing a special project in five states (Bihar, Gujarat, Madhya Pradesh, Rajasthan and Uttar Pradesh) with the specific objectives of supporting GoI's, WOs' and EOs' efforts to eradicate manual scavenging; to promote equality in employment for the Dalit community; to promote the adoption of a UN strategy for better implementation of national legislation on manual scavenging and equality in employment; and to expand the knowledge base on

the current status of manual scavenging, and on the challenges and opportunities for its effective eradication in selected states.

The DWT/CO–New Delhi was a member of the MOLE-constituted task force on sanitation and leather workers (June 2010). The task force drafted a bill entitled Sanitation Labourers (Total Liberation, Comprehensive Rehabilitation & Humanization of Working Conditions) Act, 2010. The ILO is also represented in the National Advisory Council (NAC),⁸² which adopted a resolution (2010) to abolish manual scavenging by the end of 2012. The NAC has also made specific recommendations to deal with issue on all fronts, i.e. legal, social and economic. The ILO is also organizing consultative meetings with manual scavengers’ communities in collaboration with civil society organizations.

The DWCPE Team notes that this project may help the DWT/CO–New Delhi to effectively contribute to reinforcing international labour standards in the country.

4.4.2 Shortfalls and challenges

Child Labour

The INDUS project, approved in September 2001, was officially launched in February 2004 and ended in March 2009 after several no-cost extensions.

The final evaluation of the INDUS project noted that the development objective and immediate objectives were relatively modest given the scale of resources available. A section of the tripartite constituents, i.e. the trade unions in Maharashtra (one of the project states) raised the issue of the initiative being supply driven. The final evaluation report highlighted two more critical gaps, i.e. the absence of a replication strategy and a weak strategy for dissemination of its key lessons learned.

The final evaluation of the APSBP project noted that child labour was not completely eliminated in the project districts and systems were not *sustained*. The project had obtained a no-cost extension in particular to support the formulation of SAPs, as it was assumed that they would ensure sustainability. Based on secondary data, the DWCPE Team notes that state government has not revised the plans after the end of the project. This becomes significant as the ongoing Convergence Project is also developing SAPs in target states, under the same assumption that they will ensure sustainability.

The APSBP’s final evaluation also raised concern over the dissemination and sharing of the results and lessons learned of the project with the other ILO ECL projects. The final report emphasized the integration and mainstreaming of gender issues, and gender sensitivity in all IPEC technical interventions.

⁸² NAC was set up as an interface between the Government and civil society as the highest governmental advisory body providing policy advice and legislative suggestions to GoI with special focus on social policy and the rights of excluded groups. The Chairperson of the Indian National Congress, the ruling national political party, heads the NAC.

The KCLP’s final evaluation noted that the project design did not reflect lessons learned from other earlier ECL projects (for instance, the INDUS Project which started in September 2001, or the Andhra Pradesh State-based Project that started in November 2000). The final evaluation also highlighted a weak logical framework and indicators, which reduced the project’s evaluability. The delay of two years was found to be a major shortfall. Very importantly, the final evaluation found the community monitoring system to be resource intensive and hard to sustain.

The final evaluation of the IAPP project found that it did not have a monitoring plan, which is otherwise mandatory for the ILO-IPEC projects.

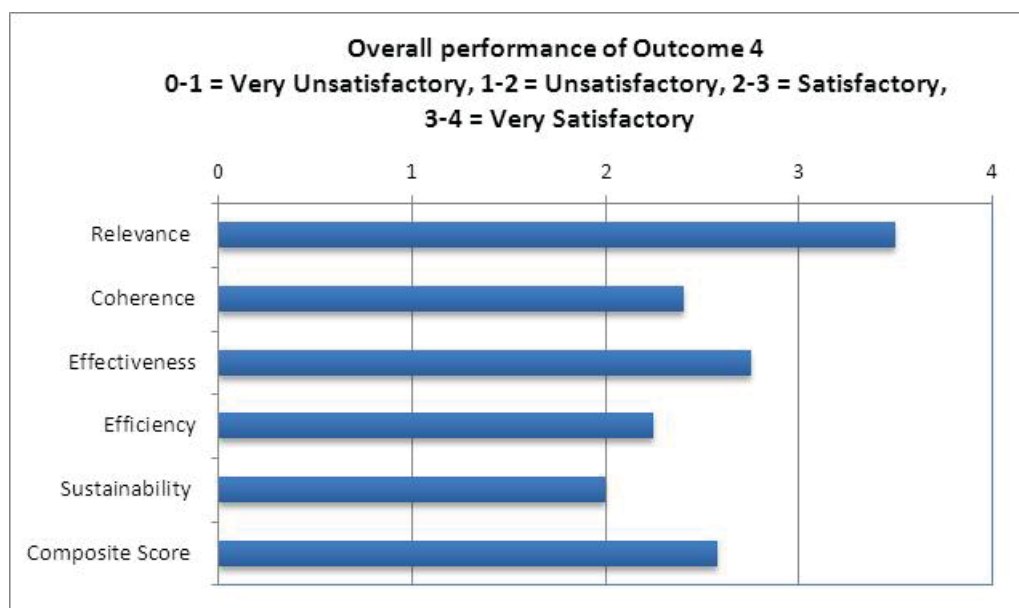
Bonded labour

The irregular flow of funds was one of the biggest constraints as it led to loss of momentum and project closure on several occasions. The draft final evaluation report (conducted in December 2011) states that the project had limited human resources support and that the project staff was overstretched.

The project was unable to achieve significant tangible results in the rice mills sector and there were gaps in information sharing and coordination between the two project teams in the brick kiln and rice mill sectors, respectively. The project evaluation (final) also commented on the fact that the sustainability of the project’s results and good practices is not ensured, as there is no understanding with the state government.

The emerging lesson from the project is that initiatives can lead to significant impact only if the state government plays a proactive role. This requires appropriate sensitization of government staff at different levels and enlistment of employers’ cooperation. Convergence and coordination among different governmental agencies is crucial in maximizing outreach and increasing vulnerable groups’ access to benefits.

Figure 12. Overall performance of Outcome 4



4.5 Cross-cutting issues

The India DWCP 2007–12 has gender equality, social dialogue and strengthening of partners and informal economy as cross-cutting issues. The section below highlights the efforts and their outcomes.

4.5.1 Gender equality

The ILO DWT/CO–New Delhi made strategic contributions towards the promotion of gender equality in the India DWCP (2007–12) through BASIC, Gender-Regular Budget Supplementary Account (G-RBSA) and other RBTC/RBSA initiatives. The key strategies include: creating and sharing the evidence base for informed policy formulation and programme implementation; supporting the development of enabling institutional mechanisms for gender equality promotion; and facilitating advocacy dialogue amongst key stakeholders relating to gender issues.

Creating evidences and knowledge

A series of working papers on women's employment issues was published as part of the ILO Asia Pacific Working Paper Series. These papers were shared with stakeholders during consultations relating to the 12th FYP. These include:

- *Women Workers in Agriculture: Expanding Responsibilities and Shrinking Opportunities*, Aruna Kanchi, June 2010, ISBN: 978-92-2-123759-4;
- *Contribution of Women to the National Economy*, G. Raveendran, June 2010, ISBN: 978-92-2-123763-1;
- *Employment Trends for Women in India*, Preet Rustagi, June 2010, ISBN: 978-92-2-123761-7;
- *Mapping the World of Women's Work: Regional Patterns and Perspectives*, Saraswati Raju, 2010, ISBN: 978-92-2-123765-5.

4.5.2 Promoting non-discrimination

The ILO DWT/CO–New Delhi facilitated national tripartite dialogue in relation to Convention No. 100 and the Equal Remuneration Act (ERA). At the request of the MOLE and pursuant to comments of the Committee of Experts in Application of Conventions and Recommendations (CEACR) received in 2010 relating to the persistent gender pay gap, a workshop was arranged under the aegis of the MOLE in February 2012 to make the principles of Convention No. 100 known to stakeholders, and to introduce mechanisms for objective job classification systems. The workshop resulted in a commitment to study the causes of the prevalent gender pay gap; examine the strengthening the ERA; and develop a contextualized pay equity guide. The ILO is supporting all three aspects following endorsement from the MOLE-led Inter-ministerial Tripartite Task Force on Gender Equality in the World of Work in March 2012.

Promotion of ILO Convention on Discrimination (Employment & Occupation) Convention, 1958 (No. 111)

Research was carried out in 2011 to assess the effectiveness of the existing Supreme Court directive regarding sexual harassment at the workplace (The Vishaka Guidelines). The study was shared with the Gender Task Force in March 2012 where members unanimously agreed to take the recommendations of the study forward in support of strengthening the prevention and complaints mechanisms set forth in the law.

Strengthening institutional mechanisms

The ILO played a proactive and facilitative role in the formation and convening of the MOLE-led multi-stakeholder (including all relevant ministries, WOs, EOs, civil society organizations and the National Advisory Council) Task Force on Promoting Gender Equality in the World of Work. The Task Force is broad-based in its mandate, covering issues relating to convergence of social security and other schemes for women and the application of labour laws. This Task Force is an important forum where a diverse set of actors can collaborate. The ILO is a notified member of this Task Force.

Support to EOs for gender policy

The ILO facilitated the drafting of the Guidelines on Promoting Equal Opportunities at Work in 2011 in collaboration with the SCOPE. This will help in addressing the structural, staffing and substantive work of SCOPE members.

Promoting decent work for domestic workers

The ILO DWT/CO–New Delhi effectively used the available resources under G-RBSA and BASIC to promote decent work for domestic workers through policy initiatives and demonstrations at the ground level in close coordination with the MOLE. The DWT/CO–New Delhi contributed to the formation of the MOLE-led Inter-Ministerial Task Force on Domestic Workers and provided high-level technical inputs. The recommendations of the Task Force on Domestic Workers culminated in a draft National Policy on Domestic Workers, 2011. The proceedings of the Task Force and the draft policy reflect a marked progression in terms of defining and classifying domestic work, advocating for decent working conditions and labour rights, and promoting access to skills and social security. Other significant contributions are the inclusion of domestic workers as a distinct sector within the National Social Protection Floor and National Health Insurance Scheme.

The ILO supported trade unions (in Karnataka and Tamilnadu) to include domestic workers in their membership base. Altogether 14,000 domestic workers were organized and obtained increased access to social security benefits.

The ILO also developed and pilot tested the course curriculum (five modules in all) on domestic work under the SDI-MES of MOLE. The modules are based on the principles of career progression and have been certified by the NCVT (Volume 2. India DWCP Case Studies).

4.5.3 Social dialogue and strengthening of partners

Evidence indicates that the national tripartite constituents have been involved in all important dialogues and discussions, for example, those related to national policies and regional cooperation. Conscious efforts have been made to acquaint the tripartite constituents of the ILO's management approaches such as global outcomes (and their link to country-level outcomes) and results-based management. The constituents are involved in biennial planning and are also part of projects' advisory groups. These efforts have helped develop a greater sense of partnership and ownership among the constituents of the ILO's programme in India.

At the same time, workers' and employers' organizations have been important project collaborators, most significantly in child labour, bonded labour, gender equality, HIV and AIDS in the world of work. As such, the constituent partners have been the most important advocates of the decent work concept and of ILO's normative work in India. In collaboration with ITC Turin, the ILO has provided training opportunities to constituent partners. It has also facilitated study tours and exchange programmes in the region.

Apart from projects, capacity building of EOs was also undertaken during the evaluation period through ACT/EMP programmes on a wide range of subjects including labour law compliance; industrial relations; human resource management; enterprise productivity; gender equality at work; corporate social responsibility; occupational safety and health; workplace diversity; and entrepreneurship training. Similarly, the ILO DWT/CO–New Delhi, through its various initiatives including those through ACT/TRAV, has strengthened WO's efforts towards organizing informal sector workers and enhancing workers' access to social security provisions.

Informal economy

The India DWCP 2007–12 has maintained constant focus on the informal sector in its policy initiatives and projects. This was made possible through wide-ranging collaboration with the GoI, social partners, and policy and research agencies. The key strategy adopted includes generating cutting-edge knowledge products (for instance, research papers developed during policy formulation, working papers and reports by NCEUS; strengthening policy dialogue and programmatic provisions to enhance informal sector workers' access to social security; and demonstration projects in partnership with the tripartite constituents.

5. Management of India DWCP

At the outset, it is important to note that India DWCP 2007–12 belongs to the first generation of the ILO’s DWCP framework. It is understood that the DWCP as a single comprehensive programme for the country was a new approach warranting a change in the ways that ILO’s interventions were viewed, planned, implemented and reviewed at country level. Creating a common understanding among the tripartite constituents on the decent work concept and the DWCP as a programme framework was likely to take time. The DWCP Team also recognizes that the development and management of the India DWCP 2007–12 has the potential to provide lessons for the future. The analysis in this section, therefore, focuses on the merits and shortfalls of the DWCP development and management processes.

5.1 DWCP development process

The India DWCP formulation process started in early 2003. A number of formal and informal consultations within the ILO and with tripartite partners led to agreement of a first set of four priorities by mid-2005. The second draft, revised in March 2006, aimed at bringing them into greater alignment with 11th FYP and UNDAF (2008–12). Separate background notes were prepared for each country priority outlining the country context, programme priority and medium- and short-term outputs and brief strategies. These were presented at a tripartite meeting chaired by the Labour Secretary, GoI. After incorporating the suggestions, the third draft was submitted to the ILO HQ for quality assurance in 2008, which was finalized by the end of 2008.⁸³ The India DWCP document was finally signed in 2010 after a gap of around 18 months. However, the final and signed document available in the public domain does not specify the date of signing.

Overall, the development and endorsement of the India DWCP 2007–12 document took more than seven years to formalize. According to ROAP–Bangkok, the delay in India was significantly high in comparison to other first generation DWCPs. Hence, the process, although consultative and involving multi-stakeholders, cannot be considered to have been effective and efficient.

The delay in developing the India DWCP appears to have affected the overall quality of the document, particularly in terms of defining indicators. For instance, the context section mentions “a comprehensive Unorganized Workers’ Social Security Bill, 2008 was adopted as an Act in December 2008”.⁸⁴ On the other hand, indicators listed under Outcome 3 state “GOI enacts the social security legislation for workers in the unorganised or informal economy (indicator ii).” Similarly, Chapter 5 (Outcome 1,

⁸³ ILO: *Implementation of Decent Work Country Programmes*, Governing Body, 303rd Session, Geneva, Nov. 2008, GB.303/TC/2.

⁸⁴ India DWCP 2007–12 document.

Output 1) of the document states “The skills development policy has been prepared in pursuance of ILO Convention No. 142 (Human Resource Development), ratified by India as well as Recommendation 195 (HRD: Education, Training and Lifelong Learning)”. The list of indicators for this outcome, however, includes “Preparation of a draft national skills development policy (indicator ii)”.

In both instances cited above, completed activities have been listed as indicators. The DWCP Team understands this may have been due to delays in finalizing the document. It also notes that the results framing should have received greater attention. This becomes more important as the DWCP is publically shared. It was also noted that the needs, concerns and priorities of the WOs and EOs, which may have emerged during numerous consultations, are not adequately reflected in the context analysis.

As regards the ILO’s RBM principles for the formulation of DWCPs,⁸⁵ the results framework used for the current India DWCP is not comprehensive. The indicators used for tracking progress are largely the means of action (ongoing cooperations) with no specific baseline and endline, reducing the measurability of results. For instance, despite explicitly focusing on women workers in Outcome 2,⁸⁶ none of the outputs or indicators specifically mentions women or gender disaggregation of results.

While the strategy for implementing outcomes has been outlined, strategic partnerships and clear areas of collaboration are not clearly stated. The document also does not address issues related to risk management. Taking lessons from the current DWCP’s development and endorsement process, the DWT/CO–New Delhi may want to start preparing for the next DWCP early and devise ways to have timely tripartite consensus on the document. Greater attention to producing a clear and measurable results framework, in line with the ILO’s DWCP and RBM guidelines, is needed to enhance progress tracking and reporting. The document definitely needs to be positioned as a strategy document, outlining issue-specific collaboration with tripartite partners and their commitments.

5.2 Financial portfolio – India (2006–13)

The ILO’s overall budgetary allocations for India from 2006–13 are \$60,023,931.⁸⁷ The allocations under Regular Budget (RB)/Regular Budget TC (RBTC) are \$29,736,281 (49 per cent); Programme Support Income (PSI) – \$2,798,688 (5 per cent); RBSA – \$1,360,142 (2 per cent); and Extra-budgetary technical cooperation (XBTC) \$26,128,820 (44 per cent). An overview of the budget is presented in the table below.

⁸⁵ ILO: *Decent Work Country Programme: A Guidebook, Version 2, 2008 and Version 3, 2011*

⁸⁶ Government of India. Planning Commission: *Eleventh Five Year Plan (2007–2012): Inclusive growth, Volume I. Outcome 2: Comprehensive approaches developed to address decent and productive work in selected sectors and States, with emphasis on women workers* (New Delhi, Oxford University Press, 2008).

⁸⁷ The figures in this table correspond to budget overviews from IRIS for 2010–11 and 2012–13. The figures for the previous two biennia were provided by the DWT/CO–New Delhi, and RB and RBTC have been combined. EVAL will validate the 2006–09 figures with FINANCE.

Table 13. India budget overview, 2006–13

Biennium	Source of funding				
	RB/RBTC (\$)	PSI (\$)	RBSA (\$)	XBTC (\$)	Total (\$)
P&B 2012–13	8 337 727	687 902	186 495	5 891 172	15 103 296
P&B 2010–11	7 947 797	820 781	661 033	3 244 833	12 674 444
P&B 2008–09	6 944 294	772 256	512 614	7 794 978	16 024 142
P&B 2006–07	6 506 463	517 749	–	9 197 837	16 222 049
Total for DWCP 2008–12	29 736 281	2 798 688	1 360 142	26 128 820	60 023 931

Although the ILO’s total budget for India for the 2012–13 biennium shows a 7 per cent reduction from the 2006–07 allocation, XBTC allocations for the same two biennia show a decline of 36 per cent from \$9,197,837 in 2006–07 to \$5,891,172 in 2012–13. India’s share of ILO’s total allocations (excluding XBTC) for the Asia–Pacific region has been consistently in the range of 11–12 per cent in the 2008–09, 2010–11 and 2012–13 biennia.⁸⁸ It is noteworthy that, while the XBTC portfolio has been reduced by 36 per cent, RB/RBTC allocations in absolute terms have increased by 22 per cent.

The total XBTC funds supporting DWCP outcomes amount to \$12,549,197. Direct support to India’s country programme outcomes amounts to \$8,352,153 (66 per cent); while \$2,854,952 (23 per cent) corresponds to the 15 per cent (average) of global TC operations assigned to activities in India, allocation to regional XBTC activities (RAS) amount to \$879,619 (7 per cent) and interregional-level operations amount to 2 per cent of the total budget.⁸⁹

Of the 11 donors to the XBTC projects contributing to India’s CPOs, the United States of America gives \$6,097,297 (74 per cent). Other significant donors include Canada with \$511,615 (6 per cent), Belgium (5 per cent), Norway (5 per cent), and Switzerland (5 per cent).

5.3 Organizational effectiveness and division of labour

During the initial phase of the current DWCP, the role divisions between the programming units and project teams were not clear. The DWCP Team notes that the ToRs for Programming Unit officials are either absent or have not been updated in light of changes in their roles and responsibilities. The ToRs are available for NPMs who are more recent appointments. There were delays in the appointment of project staff, which affected project delivery. The current ILO DWT/CO–New Delhi

⁸⁸ Based on data provided by ROAP–Bangkok for the last three biennia (2008–09, 2010–11 and 2012–13) excluding XTBC allocations. The data validation is not final and complete.

⁸⁹ Ibid.

management has taken up the issue of the division of labour, which was appreciated by the staff. A new evaluation focal point was designated in December 2010 who also received training on RBM at ROAP–Bangkok.

It is encouraging to note that the current management⁹⁰ identified team building and organizational effectiveness issues in 2010 and has taken proactive measures to address them.⁹¹ These include requesting a HRD mission in early 2011 for suggestions on team building; holding individual and team meetings; identifying development needs; and providing opportunities for capacity building through training (soft and hard skills). By mid-2011, workshops had been organized through expert consultants on trust building, building bridges and improving teamwork. Finally a Vision-Mission workshop was organized in December 2011. Change management groups were set up and are now in operation. These groups, after receiving training from external organizational psychologists, are developing a strategy and an action plan, using periscope methodology, which will be presented to all staff in July 2012.

At the DWT/CO–New Delhi’s request, ITC Turin organized training on project design and implementation planning in the framework of DWCPs in New Delhi in August 2011 in which the programming staff from India along with other countries⁹² in the subregion participated.

The DWT/CO–New Delhi was able to effectively communicate with the tripartite constituents, who have also been involved in different projects’ tripartite advisory groups and are aware of ILO’s different initiatives. However, communication with external stakeholders particularly with donors (India country offices) and UN agencies needs attention as officials from these agencies reported a lack of sufficient information sharing and clarity over the designated contact points (NPM, Programming Unit or DWT). It was also noted that the staff list available on the DWT/CO–New Delhi website is not updated.⁹³

5.4 Results-based management (RBM)

It was noted that concurrent monitoring of projects under DWCP is largely regular. This is done through field missions by project staff and project specific review meetings.⁹⁴ Mid-term and end-of-project evaluations are also undertaken as mandated by specific projects. Evaluation reports were available for most of the completed projects. Evidence suggests that the mandated reporting through implementation reports and outcome-based workplan (OBW) review reports is carried out regularly.

⁹⁰ The current Director DWT/CO–New Delhi joined in July 2010 and the Deputy Director joined in July 2011.

⁹¹ As per the interviews with the Director and Deputy Director DWT/CO–New Delhi, and subsequent documents shared by the ILO CO–New Delhi and feedback received from DWCP respondents.

⁹² Afghanistan, Bangladesh, Nepal, Pakistan, Sri Lanka.

⁹³ At the time of writing this report, i.e. May 2012.

⁹⁴ Most TC projects were found to have exclusive multi-stakeholder advisory groups.

The ILO DWCP guidelines and the complementary RBM⁹⁵ guidelines provide a sound basis for monitoring and reporting the results. However, the DWCP Team notes that the DWCP implementation and M&E plans were not developed.⁹⁶ ROAP–Bangkok’s initiative on DWCP planning and progress reporting has been discontinued as it was reported to be adding to the burden of reporting. The ROAP–Bangkok also maintains that systematic monitoring of DWCP progress has been challenging (including in India). At the country level, progress reviews (two meetings a year), as stated in the India DWCP document, have not taken place. A review of progress was done exclusively with the MOLE in 2011. While joint tripartite reviews were not conducted, exclusive meetings with constituents have taken place.

While HQ-level planning and reporting systems (OBWs, implementation reports) are useful tools to plan, track and report progress, the evaluation team notes that a more concerted effort at country level is required to effectively track and report on DWCP. DWCP guidelines on plans and reports can help with tracking the progress of DWCP priorities, outcomes and outputs along with their contextual and circumstantial factors. This can help the DWT/CO–New Delhi in taking mid-course corrections and also in effective programme management.

The DWCP Team further notes that RBSA-supported initiatives lacked time- bound and result-oriented planning and monitoring. Gaps in the documentation of such initiatives were also noted.

National project managers as well as DWT sector specialists are aware of the factors and risks that may impact the desired results of projects and issue-based technical cooperation. At the practical level, it was noted that risks and mitigation measures are usually stated in TC projects. In RBSA projects, however, this practice is largely absent.

The current management has taken proactive steps to streamline RBM in planning and monitoring. Specific efforts were made to reiterate the focus on RBM both with the constituent partners and internally within the team. These initiatives started in 2010. One of the six change management teams formed by management is on RBM.⁹⁷

5.5 Outcome-based workplans (OBWs)

The OBWs provide a basis for the different ILO units at HQ, the field offices, as well as the Turin Centre to plan their own work in terms of contributing to the achievement of prioritized CPOs and the delivery of global products. They also allow transparency encouraging and rewarding collaboration across units, sectors and regions as well as the Turin Centre. In the case of the DWT/CO–New Delhi, the OBWs developed in

⁹⁵ ILO defines results-based management as “a management approach that directs organizational processes, resources, products and services towards the achievement of measurable outcomes.”

⁹⁶ Based on a review of documents made available by the ILO DWT/CO–New Delhi.

⁹⁷ The other change management teams are: Accountability, Knowledge-management, Communication and Visibility, Staff Motivation and Development, Strategic Partnerships and Innovative Resource-mobilization.

2010 specify the priorities for the Office and also guide the allocation of resources to these priorities, not only of regular budget but also of extra-budgetary resources.

India DWCP currently has six country priorities and 15 CPOs (Annex 6).⁹⁸ However, the development of the first OBW presented a challenge in terms of linking CPOs to global outcomes.

The creation of new CPOs has helped to better link India's projects to global outcomes in the recent OBW. For instance, the Project ILO/USDOL/PEPFAR HIV/AIDS Workplace Education Project (Project No. 102529) was earlier mapped under CPO 126 social protection policies/programmes formulated and progressively extended and linked to SF Outcome 04 – Social Security: “More people have access to better managed and more gender equitable social security benefits.” Now it will form part of CPO IND130: “Adopt and implement effective workplace policies and programmes to prevent the spread of HIV, discrimination and stigmatization of people living with and vulnerable to HIV in selected economic sectors”, which is linked to Outcome 08 – HIV/AIDS: “The world of work responds effectively to the HIV/AIDS epidemic.” However, this is currently not updated in the Partnerships and Development Cooperation Department (PARDEV) records.

The DWCP Team notes that there are some inconsistencies in the data provided by the DWT/CO–New Delhi and PARDEV regarding the mapping of CPOs and SF outcomes. The accuracy of the data entered in IRIS is of utmost importance if OBW is to reach its objective as the basis for ILO's planning, implementation and reporting.

For instance, Converging Against Child Labour: Support for India's Model (Project No. 101579) is linked to SF Outcome 01 – Employment Promotion: “More women and men have access to productive employment, decent work and income opportunities” and CPO IND101: “Decent and productive employment integrated into socio-economic policies through policy/action research.” However, the DWT/CO–New Delhi reported this project correctly under IND151: “Policy frame-work is strengthened for elimination of child labour” and linked to SF Outcome 16 – Child Labour: “Child labour is eliminated, with priority being given to the worst forms.”

In another instance, the different components (global and India) of SCORE project are mapped under two different CPOs and SF outcomes as presented in the table below.

⁹⁸ As per the latest Strategic Management: Country Programme Overview.

Table 14. Mapping of SCORE project with CPO and SF outcomes

Country	CP outcome	Project No.	XB symbol	Activities in India (%)	Project title	Project status	SF name
Global	GLO153	101685	GLO/09/53/SWI	17	Global Sustaining Competitive and Responsible Enterprises	Active	Outcome 03 – Sustainable Enterprises: Sustainable enterprises create productive and decent jobs
Global	GLO153	102277	GLO/10/52/NAD	15	Sustaining Competitive and Responsible Enterprises II, Global SCORE II	Active	Outcome 03 – Sustainable Enterprises: Sustainable enterprises create productive and decent jobs
India	IND102	101690	IND/09/50/SWI	100	Sustaining Competitive and Responsible Enterprises in India	Active	Outcome 02 – Skills Development: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth
India	IND102	103242	IND/10/50/NAD	100	Sustaining Competitive and Responsible Enterprises II (SCORE II India)	Active	Outcome 02 – Skills Development: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth

Source: PARDEV.

5.6 Evaluability assessment

EVAL, as part of the India DWCP Evaluation, conducted an evaluability assessment (EA) with the purpose of reviewing the coherence and logic of the results framework and to determine the measurability of expected results. The principal objective of the EA is to examine the extent to which the results framework of the DWCP and the technical cooperation projects can be evaluated. EVAL developed a tool based on a set of criteria (six components of the results framework), which includes clarity of objectives, indicators, risk assumptions and the availability of baselines, milestones and M&E plans.

It is to be noted that the India DWCP has not gone through a country programme review (CPR) process, which could have assessed the results framework and M&E plan for the programme as a whole.⁹⁹ Ideally, the DWCP logical framework, implementation plan and M&E plans should have been reviewed at least once during the implementation phase as part of good RBM practice. Accordingly, the findings of the EA are based on EVAL's exercise which consisted of desk reviews of the DWCP and selected TC projects.

The evaluation team has prepared a set of case studies as part of this evaluation (Volume 2. India DWCP Case Studies), which also includes EA of sample projects. The desk review considered the final DWCP document, other reports and the final drafts of project documents (submitted for approval), as well as available M&E plans. The project sample was selected based on a demonstrated overlap with the timeframe of the DWCP.

The EA tool scores each of the six evaluability criteria, i.e. objectives, indicators, baselines, milestones, risks and assumptions, and M&E plans, as per the scoring range mentioned in table 15. The scores of the six criteria are then averaged as a composite score, which presents the overall evaluability.

Table 15. Scoring pattern of EA tool

Scores range	Evaluability
3.5–4	Fully evaluable
2.5–3.49	Mostly evaluable, can improve
1.5–2.49	Limited evaluability, needs substantial improvement
0–1.49	Not evaluable

The findings of the EA of the DWCP suggest that while the India DWCP tried to adopt a results framework, most of the components within each of the six criteria were either absent or not formulated clearly. The DWCP Team notes that the objectives have mostly been clearly stated. This is also true for the DWCP as expressed through strategic priorities. The projects are positioned in line with the DWCP outcomes and are linked to CPOs and ILO strategic objectives. The projects developed after the start of the DWCP display greater horizontal coherence (to other projects) and clearer alignment with global outcomes.

Although this is positive, further assessment of the logical structure of projects consistently identified gaps in the link between activities, outputs and outcomes. This limited the accurate determination of the link between identified objectives, strategic intent, and its contribution to DWCP outcomes.

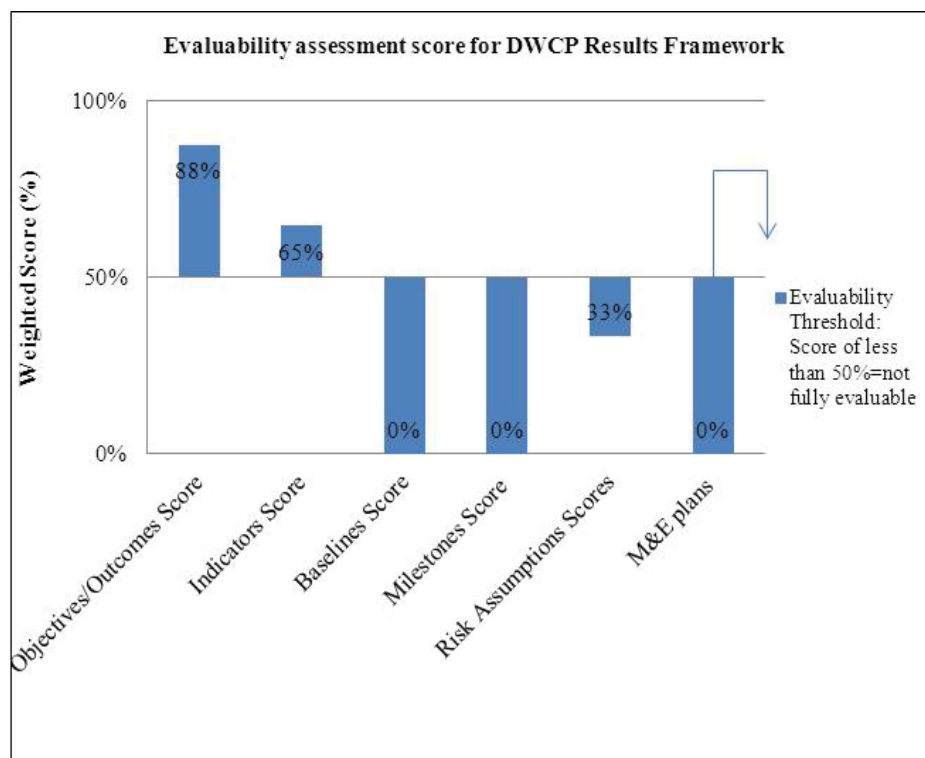
⁹⁹ The ILO evaluation guidance calls for a country programme review during the implementation phase to assess the validity of indicators and assumptions, and make any necessary adjustments.

While the basic premise for defining outcomes, outputs and indicators has been followed, the indicators used for tracking progress are largely the means of action (ongoing projects) with no specific baseline and milestones. Mostly, the indicators have been formulated at the output level only. At times, these indicators are completed activities and are not fully measurable, leading to gaps in determining progress towards measurable results.

It was also noted that several of the projects lacked concrete monitoring plans. For the most part, workplans seemed to serve this purpose. While workplans are useful to track the progress of activities, they are not adequate to track results.

More effort during the integrated and consultative strategic design work is still needed for the DWCP to embody a wider framework. The EA concludes that the India DWCP had limited evaluability and that the next generation India DWCP needs substantial improvement (figure 13).

Figure 13: Evaluability of the DWCP Results Framework



6. General assessment of India's DWCP and lessons learned

This section presents the DWCP assessments related to six evaluative questions with reference to relevance, coherence, effectiveness, efficiency, sustainability and impact.

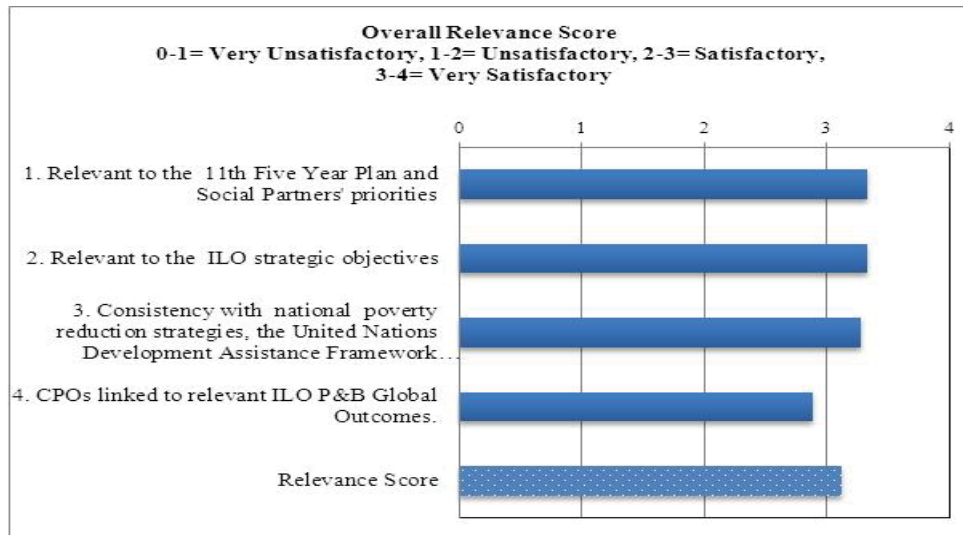
6.1 Relevance

The DWCP Team notes that the DWCP (2007–12) is a reflection of a programme that has evolved since the late 1990s. The then ongoing projects provided the basis for developing the three priorities and the four outcomes. New projects mainly extended the models to new locations. However, some of the new initiatives such as policy support for employment and skill development, promotion of social protection floor, and gender quality in the world of work (domestic workers), coincided with the launch of DWCP.

The overall relevance of the India DWCP (as per the evaluation question and performance criteria) has been substantial. The India DWCP through the priorities, outcomes and means of action has generally corresponded to the GoI's development strategies and programmes, UNDAF India and ILO's corporate objectives. However, some of the relevant issues and priorities of the Government, as expressed in the 11th FYP targeting scheduled castes/scheduled tribes, migrant and landless labourers, and the promotion of and engagement with decentralized governance systems at the grassroots levels, were not systematically treated.

The India DWCP was found to be largely relevant to the WOs' and EOs' priorities. Workers' organizations value the ILO's support for their work with informal economy workers and eradication of worst forms of labour. Both EOs and WOs recognize the ILO's contribution in building their capacities on HIV/AIDS and gender equality in the world of work. Overall, the relevance of India DWCP is rated as 'Very satisfactory' (figure 14).

Figure 14: Overall relevance score



6.2 Coherence

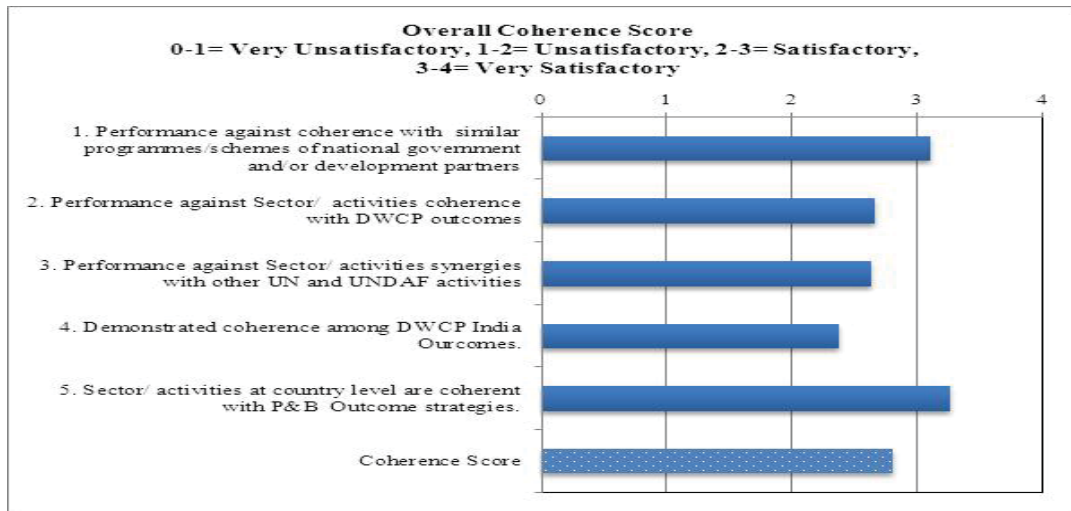
Coherence is necessary to maximize the effectiveness and, ultimately, sustainability and impact of the ILO's activities. Since the signing of the DWCP, the ILO has proactively sought to maximize its impact by establishing synergies with major national and state-based programmes. The ILO's normative work on social protection, employment and skill development is fully coherent with national- and state-based initiatives. However, in a few instances, coherence with relevant national programmes was found to be low. The DWT/CO–New Delhi explored opportunities for establishing partnerships with central ministries and organizations, i.e. other than MOLE and its institutions, to promote the various aspects of the Decent Work Agenda. While, no long-term partnerships were established, the potential for partnership building was significantly enhanced.

The DWCP outcomes and CPOs are coherent with the ILO's P&B outcomes. The current level of synergies amongst different projects warrants greater attention. The cases studies and site visits conducted for this evaluation show lack of synergy among the various projects both in terms of approaches and materials used. For example, training materials being used in a domestic workers training project in New Delhi is not being used in similar projects led by trade unions in Tamil Nadu.

The evaluation team understands that the complementarities amongst the four DWCP outcomes were not clearly worked out. In some cases project activities were started despite deficiencies in the relevant institutional and regulatory frameworks.

There is no indication that the preparatory phase of the DWCP proactively analysed partnerships with bilateral and multilaterals. On the contrary, the evidence presented indicates this was a retrospective consideration, and there was no concrete guidance for stepping up joint approaches and actions. Overall, the coherence of ILO's India operations has been 'Satisfactory' (figure 15).

Figure 15. Overall coherence score



6.3 Effectiveness

Although the India DWCP is in large part a compilation of ongoing programmes/projects, its effectiveness is not distinct from the effectiveness of the means of action (e.g. projects). Accordingly, the assessment of effectiveness of the India DWCP is based upon the effectiveness of projects executed during this period.

The technical assistance activities approved since 2007 have made significant progress in relation to the DWCP priorities. The ILO's contribution towards shaping and influencing labour and social protection, and sector policies, has been comparatively successful in India given the modest size of its assistance in relation to the country's investment. The results also indicate that the ILO's policy advice was generally found to be responsive to country conditions and cognizant of the social impact of the reform programmes. The MOLE has looked to the DWT/CO–New Delhi first among its development partners when it needed external inputs for advancing its labour and employment agenda. The DWT/CO–New Delhi has provided technical inputs at the highest levels, most notably to the planning commission for 11th and 12th FYP, to UNDAF (2008–12 and 2013–17), to the MOLE for IBSA 2012 and the G20 Summit.

During the current DWCP, the ILO has provided effective technical and coordination support to several policy initiatives including the NSDP, NEP (draft), National policy on OSH, National Policy on Domestic Workers (draft), Protocol on Prevention, Rescue, Repatriation and Rehabilitation of Trafficked and Migrant Child Labour 2008, and National Policy on HIV in the World of Work. The technical inputs provided by the ILO are highly appreciated by constituent partners and stakeholders.

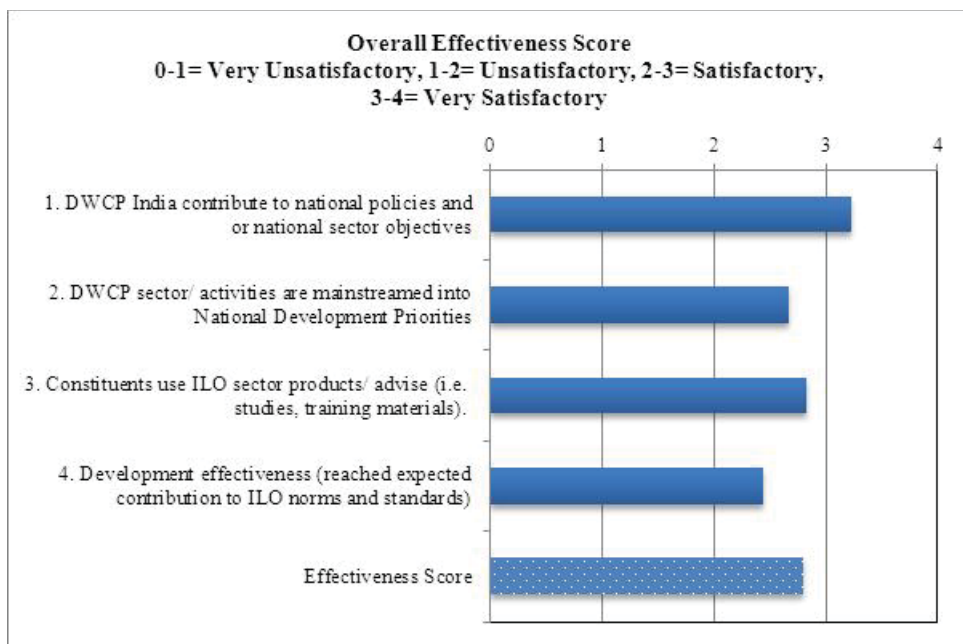
Constituent partners value and recognize the ILO's ability to bring in international and national expertise and products. However, the DWCP Team observes that the DWT/CO–New Delhi relies greatly on external consultants to deliver the products and services. This modus operandi limits the ILO's ability to quickly respond to constituents' requests and to engage in long-term dialogue.

The ILO has accumulated substantial policy experience, but has not been able to adequately analyse, compile, disseminate and communicate this experience. The ILO

is well positioned in the UN Country Team and it has proactively participated in the development of the two UNDAFs (2008–12 and 2013–17). The proactive participation of the DWT/CO–New Delhi resulted in the inclusion of the Social Protection Floor and access to decent employment in the upcoming UNDAF (2013–17).

The projects on the ground, as discussed earlier, have been effective in promoting ECL, reducing vulnerabilities to bondage, promoting the rights of PLHIV in the world of work, developing skills, and building *the capacity of implementing partners*. Overall, the effectiveness of the DWCP is ‘Satisfactory’ (figure 16).

Figure 16. Overall effectiveness score

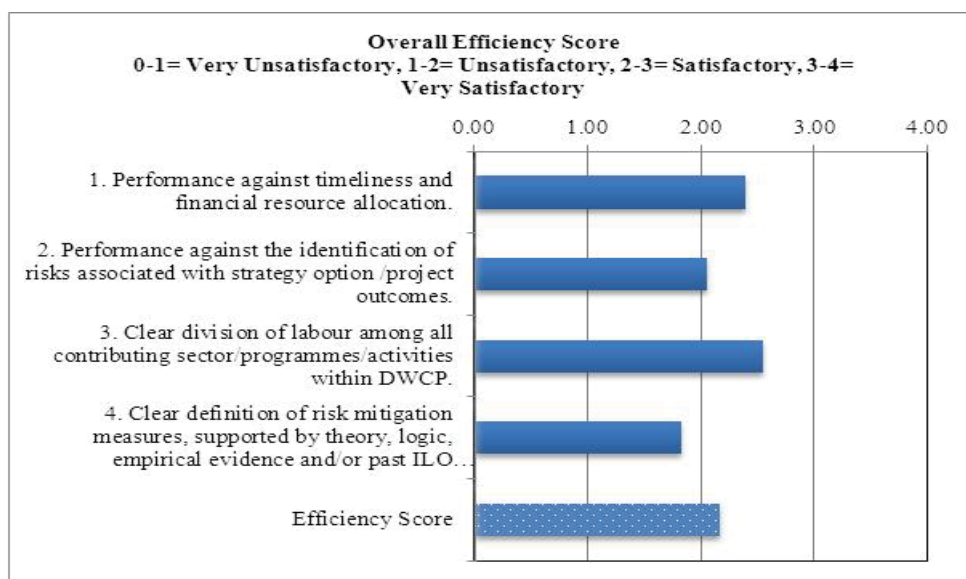


6.4 Efficiency

The evaluation team found that the geographical coverage of the projects is rather wide, with numerous relatively small projects dispersed across the country. This fragmented coverage poses programme management challenges and reduces cost efficiency.

The project teams were intensively engaged in execution, which led to delivery of results. However, most of the projects were delayed and time gaps were also noted in the closure of projects leading to no-cost extensions from the donors. Several projects were affected due to delays in fund disbursements. There were also delays in the recruitment of project teams. Risk identification and risk-mitigation measures were not adequately addressed, especially in RBSA-supported initiatives. Overall, efficiency was scored on the low side of satisfactory (figure 17).

Figure 17. Overall Efficiency score



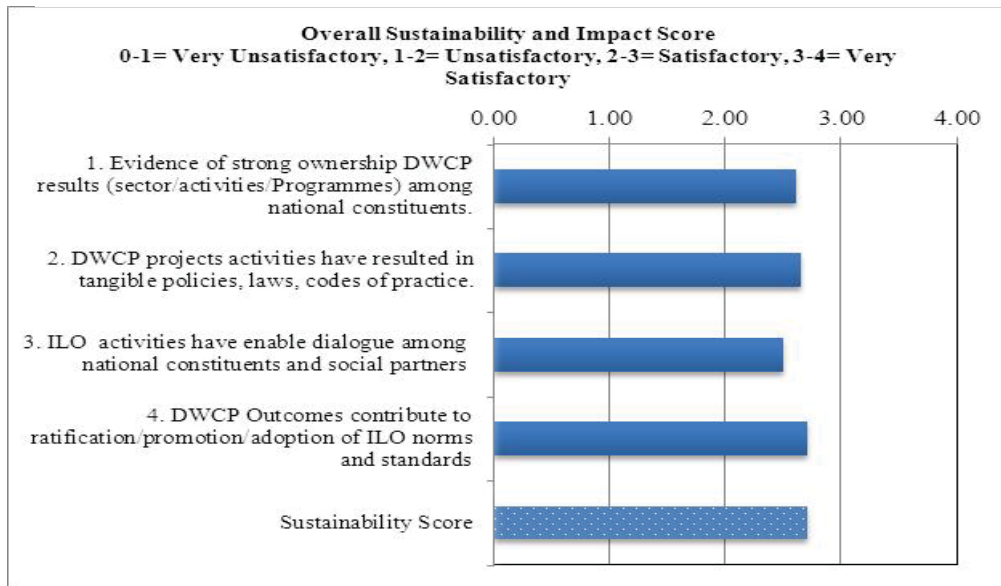
6.5 Impact and sustainability

The ILO's potential for impacting the legal and policy frameworks needed for promoting decent work in countries as large as India is comparatively small in absolute terms. The ILO in India was able to promote some of the key concepts at the highest level of governance in an effective and concerted manner. The key concepts that are now reflected in the national policies and programmes include decent work; green jobs; social protection floor; social protection for unorganized sector workers; gender equality in the world of work; HIV/AIDS in the world of work; convergent action for prevention and elimination of worst forms of labour (child labour and bonded labour); and social impact of globalization (figure 18).

The ILO is recognized as a relevant and capable technical resource agency and has consistently worked with its social partners towards strengthening their capacities in expanding their portfolio both in terms of issues and coverage. Also, the partners valued the ILO's contribution in improving results orientation.

The ILO's efforts have resulted in a favourable environment towards ratification of Conventions No. 138 and No. 182.

Figure 18. Overall sustainability and impact score



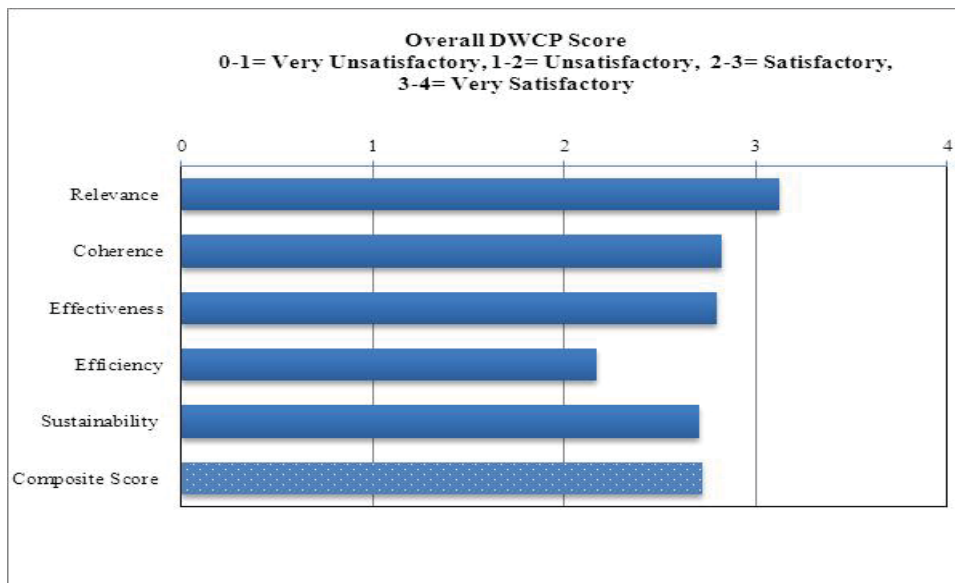
6.6 Overall rating of the India DWCP

The overall assessment of the DWCP is based on the ratings of portfolio performance, case studies, findings, and stakeholders’ and staff assessments (figure 19).

This overall performance falls on the high side of ‘Satisfactory’, despite the lower rate assigned to efficiency in the management and implementation of the DWCP.

The relevance, coherence and effectiveness of technical assistance activities and extra-budgetary technical cooperation operations have shown increased improvements during the period covered by this evaluation, with increased synergies between financial and technical assistance activities that together contribute to furthering the DWCP agenda.

Figure 19. Overall DWCP performance score



7. Conclusions Lessons Learned and recommendations

7.1 Conclusions

The India DWCP 2007–12 is well aligned with the national context and priorities. The focus on incorporating the decent work elements into national policies and programmes; extending support to the informal sector; supporting trade unions in expanding their membership base in the informal sector; working towards the elimination of worst forms of labour; generating tripartite response to HIV and consistent policy-level work for women workers are some of the most significant areas of the ILO's work in India during the evaluation period. This is further established by the fact that decent work and employment has been recognized as a fundamental approach to inclusive growth in the first outcome of the upcoming India UNDAF (2013–17).

The focus on empowerment of women in the world of work, particularly as regards the rights of domestic workers; small enterprise development and social dialogue, which emerged from the factory improvement programme and SCORE projects; and the convergence approach to ECL have, in the past, manifested satisfactory results. Efforts to promote the elimination of bonded labour have also been good, for example, in terms of promoting greater access to services through memberships in local trade unions, including land and products, which are central to their livelihoods.

While working on these issues, the ILO has provided technical assistance to tripartite constituents in the form of useful products such as research studies, tools, frameworks, methodologies and implementation support. At the policy level, the ILO was able to provide technical and coordination assistance towards developing important national policies such as the draft National Employment Policy, National Skill Development Policy, OSH Policy, National Social Security Bill for Unorganised Sector, Protocol on Prevention, Rescue, Repatriation and Rehabilitation of Trafficked and Migrant Child Labour, 2008, and a draft National Policy for Domestic Workers. Advisory inputs provided by the ILO, both through in-house experts and consultants, are highly valued by constituent partners. As such, the ILO is recognized as a relevant and capable technical resource agency on issues relating to employment, skills and the rights of workers.

In this regard, there are two areas where the ILO's partnership with constituents has achieved significant contributions. These include: (i) promoting replicable innovative approaches, especially in terms of institutional development – such as linking child labour eradication programmes with available social security provisions, government departments, local trade unions, and other service providers; and (ii) a demonstration effect in terms of the rigour and attention needed to design, supervise, monitor and evaluate convergence approaches to promote inclusive and grassroots-oriented labour rights operations in marginal and remote locations. However, it is also important to note that the replicability of pilot projects and the sustainability of the ILO's inputs post project remains challenging.

Partnership in the central government is particularly strong with the MOLE and somewhat limited with other key related central ministries. It was also noted that close coordination with state governments has had a facilitative role in pilot projects such as in the case of INDUS, APSBP, Strengthening Labour Inspection Services, Convergence against Child Labour, and bonded labour, among others. However, unlike the Planning Commission and the UNDAF, the current DWCP does not define any priority state or region. While the recent projects (Convergence against Child Labour and, to some extent, HIV/AIDS and the World of Work) do cover the EAG and UNDAF priority states, a majority of the ILO's earlier efforts appear to be concentrated in southern and western parts of the country.

The current India DWCP has not reflected sufficiently on whether and in what manner the ILO could develop a more engaging partnership with central government in supporting the approval and implementation of the draft National Employment Policy.

In terms of effective teaming and division of labour, it appears that there is scope for bringing greater clarity on roles, responsibilities and coordination between the Programming Unit and National Project Managers. Coordination with DWT was found to be satisfactory. The current DWT/CO–New Delhi management has undertaken positive steps in this direction, which includes team building and visioning exercises, staff development initiatives, and steps towards clarifying roles and responsibilities.

Planning, monitoring and review of the DWCP remain weak areas. To the best of the DWCP Team's knowledge, the DWCP Implementation Plan, as per the DWCP guidelines, was not developed. It was also observed that joint review meetings (with tripartite constituents), as proposed in the DWCP 2007–12 document, could not take place. ROAP's initiative on DWCP six-monthly progress reporting is not followed. While biennium reporting and the recently introduced OBW are useful tools to plan, track and report progress, specific efforts to track the contextual and circumstantial factors influencing progress of the DWCP outcomes and outputs may still be useful.

Efforts by DWT/CO–New Delhi to strengthen the capacities of WOs and EOs through various initiatives have been positive and consistent. Initiatives considered as important contributions include gender equality in the world of work, tripartite response to HIV, involvement in policy dialogues, and expanding membership of trade unions in the informal sector.

The evaluation findings indicate scope for greater collaborative action towards ratification of core conventions, especially Convention Nos 87 and 98; implementation of existing legislation, policies and programmes that support social security and labour norms, occupational health and safety, gender equality and the rights of migrant workers.

The emerging middle-income country status of India will have important implications for the ILO's role and focus in the country in the coming decade and beyond, even though the Office's level of assistance to the country may not significantly change in the next DWCP period (2013–17), judging from the OBW planning targets and

allocations for the current P&B allocations. Together with the vast amount of national technical expertise and funds available both through centrally supported schemes and state-supported initiatives, the ILO in India will need to clearly articulate its objectives and priorities when moving forward. Clearly, financial assistance is not the main focus of the ILO's partnership with its constituent partners. The DWT/CO–New Delhi, together with its constituent partners will need to carefully and jointly reflect on the alternative options, directions and approaches to pursue, in order to ensure the continued high relevance of their important partnership for the future.

The DWCP recommendations in the next section provide some broad directions for tripartite constituents and the ILO to consider in taking forward its partnership in the context of developing the next India DWCP. Moreover, an eventual depletion of extra-budgetary funding for middle-income countries such as India could be offset by a renewed vision and emphasis for the partnership between the ILO and the Government, one which would also build on the Office's comparative advantage, track record and specialization in the Indian context over the past 80 years.

7.2 Lessons learned and Recommendations

The evaluation team offers below a set of lessons learned and recommendations for consideration in the development of the new India DWCP, based on the findings and conclusions described above.

The recommendations are clustered in three broad categories: strategic, programming and operational issues. The 11 recommendations have been assessed with respect to their priority (high, medium, low) and an attempt has been made to assign responsibilities for their implementation (see tables below).

Strategic issues

Lessons learned with respect to relevance were: 1) the DWCP as a programme framework enhances the relevance and ownership of ILO activities in the country; and 2) the context analysis, while aligned to national priorities, should take into account the challenges and opportunities with regard to all four pillars of the Decent Work agenda.

Lessons learned with respect to coherence were: 1) the DWCP helps the ILO Decent Work Team for South Asia and ILO Country Office for India (DWT/CO–New Delhi) to focus on normative work. The DWT/CO–New Delhi needs to increase its decent work advocacy efforts and outreach in collaboration with government, other tripartite constituents and social partners; and 2) Coherence and synergy of ILO's activities with national priorities, legislation, government programmes, and other social partners' activities helps to increase impact and sustainability.

Recommendation 1: The next India DWCP should continue prioritizing promotion of the DWA in the informal sector. The focus on excluded groups, i.e. workers from the schedule caste/schedule tribe (SC/ST) community, women workers, PLHIV and migrants, within the informal economy should be considered a key component of this priority to ensure promotion of pro-poor and inclusive growth.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi together with tripartite constituents	First quarter of 2013 – before next DWCP finalization	High

Recommendation 2: The next DWCP should consider developing a more focused and comprehensive approach to furthering the DWA at state levels. This would involve participation of national and state tripartite constituents in the design phase to ensure consensus. Considering the country’s size, the ILO should consider selecting a few states aligned with UNDAF (20013–17) for this purpose, based on a gap assessment of prevailing Additionally, the DWCT/CO–New Delhi should consider streamlining all the activities and pilot projects in the selected states for greater impact and sustainability of results.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi together with tripartite constituents	First quarter of 2013 – before next DWCP finalization	High

Recommendation 3: The ILO should build upon its past convergence experience with the GoI, especially given the changed economic status of India and the availability of financial resources. This may include sharing human and financial resources with tripartite constituents, especially the GoI and Eos. The aim would be to ensure complementarities in objectives and activities between the projects and programmes supported by the ILO and tripartite partners.

Responsible entity	Deadline	Priority
DWT/CO – New Delhi	Before next DWCP finalization	High

Recommendation 4: The DWT/CO–New Delhi should continue to engage in knowledge sharing and management to promote South-South cooperation and strengthen research and training capacities to further the DWA in the South Asia subregion. This may include documentation and knowledge sharing, capacity development of relevant institutions, exchange visits, joint research, and thematic workshops and consultations.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi together with tripartite constituents	Long term and ongoing	Medium

Programming issues

One lesson learned in the area of effectiveness was that demand-driven products and services are more likely to achieve results, transfer ownership and attain higher sustainability.

With regard to efficiency, the lessons learned are (i) the identification of risks and mitigation strategies are key in increasing efficiency; and (ii) the division of labour

and internal/external communication strategies have an impact on organizational effectiveness and implementation efficiency.

Recommendation 5: The DWT/CO–New Delhi should pay greater attention to enhancing staff capacities in the application of the ILO’s RBM principles and practices throughout the programme and project cycle.

The DWT/CO–New Delhi should pay greater attention to enhancing staff capacities in the application of the ILO’s RBM practices. The DWT/CO–New Delhi staff have been clear in expressing a need for capacity building on the application of RBM principles in the design, implementation and M&E components of the DWCP and project cycles. In this regard, it is recommended that a strategy and work programme be developed, focusing on how best to meet the operational needs of the staff. Development of this strategy should be a coordinated and cooperative effort between the DWT/CO–New Delhi and ILO headquarters units (EVAL, PARDEV and PROGRAM).

This training strategy should aim to promote the application of the DWCP guidelines, especially the implementation plan, M&E plans, country programme reviews and tripartite reviews. Additionally, the development of outputs, outcomes, priorities and indicators should clearly establish linkages between the levels of results to improve DWCP and project design as well as the application of the OBW.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi together with tripartite constituents	First quarter of 2013 – before next DWCP finalization	High

Recommendation 6: Field-level pilot/implementation projects should be programmed to include well-defined replication and sustainability strategies. Overall, the ILO in India should look at such projects as a means of action to complement the upstream policy and advisory inputs.

While building on the ILO’s past and ongoing efforts is an important criterion for the ILO’s activities in India, a greater attention to needs analysis to build programme logic. Overall, the ILO in India should look at pilot/implementation projects as a means of action to complement the upstream policy and advisory inputs.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi together with tripartite constituents	Long term and ongoing	High

Recommendation 7: Expand collaboration with other central ministries relevant to the work of the ILO. While MOLE is the main counterpart central ministry for the DWT/CO–New Delhi, the ILO needs to engage proactively with other central ministries.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi	First quarter of 2013 – before next DWCP finalization	High

Recommendation 8: Greater engagement of DWT/CO–New Delhi in the design, management and technical backstopping of global and regional projects.

The ILO may consider greater engagement of DWT/CO–New Delhi (Programming Unit and DWT) in the global and regional projects for effective and efficient delivery, and better alignment with the India DWCP. In the current arrangement, the transaction costs outweigh the value added of global and regional projects for a country as complex and diverse as India. The suggested arrangement is likely to benefit the India DWCP’s innovation and the South-South agenda as well.

Responsible entity	Deadline	Priority
ILO DWT/CO–New Delhi together with headquarters	First quarter of 2013	Medium

Operational issues

An overall lesson learned is that the DWCP document should be developed as a strategy document and should contain the interconnectedness of the results at different levels of the results framework. It should also spell out the roles of tripartite constituents and development partners in achieving the outcomes.

Recommendation 9: Strengthen the Programming Unit of the DWT/CO–New Delhi. The focus should be on project supervision and implementation support, monitoring and evaluation, and follow-up on supervision and mid-term review decisions.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi	Short term	High

Recommendation 10: There is scope for improving the efficiency of the India DWCP means of action (e.g. projects, advisory services, etc.). The DWT/CO–New Delhi could consider measures to improve the start-up time of approved projects, streamlining fund flows, planning, review and documentation of its initiatives.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi	Short term	High

Recommendation 11: Building on the leading role that the DWT/CO–New Delhi played in the design of UNDAF (2013–17), the ILO should consider improving its communication and coordination strategies to ensure greater coherence and synergies with UN agencies and other development partners working on similar mandates, while maintaining focus on core mandates of the ILO.

Responsible entity	Deadline	Priority
DWT/CO–New Delhi	Long term and ongoing	Medium

8. Comments from the Office

The Office acknowledges the conclusions and recommendations of this independent evaluation. The Office would like to thank the MOLE, the workers' and employers' organizations and the state governments for their participation and strong commitment to this collective undertaking. The recommendations will assist greatly in improving the design, planning and implementation of the next DWCP (2013–17) in India and in other countries of the region.

The Office appreciates the positive findings in the areas of relevance and effectiveness. It also appreciates that areas of improvement have been clearly identified, which will require additional attention in the next DWCP.

Recommendations 1:

The Tripartite workshop in July has already put the informal sector as a priority for the next DWCP and this is already in the new draft DWCP.

Recommendation 2:

The Office agrees with the recommendation that the DWCP should be tightly focused and aligned with national priorities. Testing of the SPF in two UNDAF states as part of UNDAF Outcome 1 will aim at balancing policy and programmes at both central and state levels.

Recommendation 3:

The Office notes the suggested priority areas, such as fundamental principles and rights at work, youth employment, skills development, development of sustainable enterprises, social protection floor, informal economy and will explore new partnership modalities including with national constituents and the private sector, given India's emerging status as a donor country.

Recommendation 4:

The ILO Office will embark on a dialogue with the SAARC Secretariat for exploring collaboration on labour and employment issues at a sub-regional level and will provide technical assistance and facilitation services to the Government in its efforts to implement the ILO – IBSA Declaration of Intent.

Recommendations 5-8:

The Office is fully committed to pursuing further technical training for its middle level staff on the design and implementation of the DWCP. The application of RBM across departments is key for more effective performance of the DWCP. Equally important is the provision of adequate human resources for a complex ILO Delhi office to enable more timely and efficient DWCPs.

In this regard, the Office will look into the development of management tools to facilitate the monitoring of the DWCP. The Office will implement the RBM approach, in particular for Workers' and Employers' organisations (recommendation 5).

The Office will pay greater attention to sustainability and replication strategies at the design stage of all new projects, including a clear logical framework and risk assumption assessment, regardless of funding sources (Recommendations 6/7).

The Office and the constituents will undertake SWOT analysis and establish linkages with the tripartite constituents' priorities, based on their strengths.

The Office welcomes recommendation 8 to further expand collaboration with other central-level ministries, in consultation with MOLE.

Recommendation 9:

The Office will address this issue with more RBM training, rotation of duties and reorganisation to obtain a more effective programming unit.

Recommendation 10:

The Office takes note of the need to continue improving the efficiency and effectiveness, especially in the timely start-up of technical cooperation projects and the recruitment of staff to support the DWCPs. It looks forward to close cooperation between and amongst the different technical and administration units in HQ and ROAP to reach this goal.

Recommendation 11:

The platform for greater coherence and synergies between the UN agencies has been put in place in 2011 with a new UNDAF. ILO's agenda has been firmly positioned as part of a joint Outcome on Inclusive Growth. Operationalizing this Outcome will give ILO Delhi an opportunity to work more closely with other UN agencies and to enable further activities at state level on the promotion of decent work at that level.

9. Tripartite constituents' comments

The tripartite constituents have noted the findings and recommendations made by the evaluation team and encourage the DWT/CO–New Delhi to make use of the findings and recommendations in the formulation of the next DWCP. The constituents also recognize that despite the resource constraints of the DWT/CO–New Delhi, significant efforts were made to respond to constituents' requests for technical support in a timely manner. Likewise, the tripartite partners wish to commend the evaluation team for the timeliness and usefulness of the evaluation findings and recommendations. The findings generated a rich and fruitful tripartite discussion on the potential focus areas for the next DWCP for India (2013–17) and brought forward the importance of sharing the ILO's expertise and technical services.

The tripartite group was of the view that the DWCP should be focused, aligned with national priorities and a true reflection of the ILO policies. In this regard, the constituents endorse Recommendations 1–3 and underline the importance of taking forward the proposed action plan of the Fundamental Principles and Rights at Work (FPRW) Committee of the 101st Session of the International Labour Conference. The ratification of the ILO Core Conventions on Child Labour (Convention No. 138 and Convention No. 182) and technical support for early ratification of Convention No. 87 and Convention No. 98 should be an important area of activity in the next DWCP. Social partners agreed that decent employment generation, enterprise development and sustainability, youth employment, skills development and entrepreneurship development.

As suggested within this group of recommendations, issues of informal sector, furthering formalization and, in particular, organizing informal workers needs to be taken up. Strengthening of various elements of nationally determined social protection floor should continue to be a priority. Similarly, OSH is an area that demands much greater attention. Implementation of labour laws at the ground level and making the enforcement machinery effective with the active involvement of the states remains one of the biggest challenges. Strengthening the capacities of social partners will play an important role in the attainment of these objectives. Continued focus on gender equality as a cross-cutting issue is essential. In order to address the above-mentioned issues, prioritization of activities and resources while enhancing synergies and convergence with tripartite constituents' expertise and resources would be necessary.

Constituents also endorsed Recommendation 4 calling for the promotion of South-South Cooperation and knowledge management for South Asia. Constituents encourage ILO-New Delhi to assume a more proactive role in ensuring proper anchoring and relevance of ILO global and regional initiatives to the India context. Constituents encourage greater innovation and value added by the ILO to national programmes.

The tripartite members fully endorsed Recommendations 5–8 regarding programming issues and encouraged the DWT/CO–New Delhi to pay greater attention to the

application of RMB principles in its programming cycle, while engaging national tripartite constituents in the formulation, monitoring and implementation of the next DWCP. This would require greater participation of tripartite constituents as also reflected in the current DWCP guidelines. The pilot initiatives should also involve national constituents, thus seeking greater synergies.

Finally, the tripartite constituents subscribe to the intent of Recommendations 9–11 regarding operational issues. Recognizing the excellent technical contributions of ILO and the limited resources. The constituents encourage careful consideration of existing resources and re-prioritization of their use to ensure the effective and efficient accomplishment of the priority focus areas listed above.

The tripartite partners felt that the critical bottleneck for optimal attainment of DWCP results is the scarcity of resources allocated to the DWT/CO–New Delhi, which are not commensurate with the size of the Indian workforce both in terms of funds and technical manpower. This would be all the more relevant in the next DWCP when there are plans to reach out to informal economy which includes 94 per cent of the Indian workforce. The tripartite partners felt that just 2.5 per cent of the fund allocation to one sixth of the global workforce residing in India is highly disproportionate and needs to be scaled up at least six times. Similarly, the technical manpower needs to be proportionally scaled up.

Original signed by:

*A.C. Pandey, Joint Secretary Ministry of Labour and Employment,
Government of India*

Mr. R.A. Mital, National Secretary, Hind Mazdoor Sabha (workers),

Mr. B.P. Pant, Secretary (coord.), Council of Indian Employers

Annex 1. Terms of reference

Independent evaluation of the ILO's programme of support to India 2007–12

October 2011

Introduction

The national tripartite constituents approved the ILO's decent work country programme for India for 2007-12 in March 2006. The programme has three priorities and four medium-term outcomes with the overarching theme of promoting social, economic and political inclusion. In addition to the tripartite constituents, various stakeholders also gave valuable inputs. There was a conscientious effort made by the ILO and its tripartite constituents to align DWCP-India with the 11th Five Year Plan covering 2007- 2012, and the United Nations Development Assistance Framework-India (UNDAF-India) for 2008-2012.

Objectives of the evaluation

This independent evaluation of the ILO's Programme of support for to India during the 2007-2012 period has 3 main objectives:

- 1) to provide an account to the Governing Body regarding the results achieved from ILO/tripartite partners decent work country programme for India,
- 2) analyze the progress made toward achieving outcomes and to identify lessons learned, in order to guide the development of the next Decent Work Country Programme for India by assessing the relevance and coherence of the DWCP design, the efficiency in implementation, effectiveness of its operations, sustainability of results and the impact of the programme,
- 3) identify ways to engage national constituents more effectively in the programme cycle and identifying areas for specific ILO action to further

The evaluation will involve national tripartite constituents and all other relevant actors to the ILO DWCP for India in every stage of the evaluation. This would be achieved through individual and group interviews of all stakeholders, both at the national and regional levels.

The evaluation will be managed by the Evaluation Unit (EVAL) in close coordination with the ILO New Delhi Country Office and DWT (DWT/CO-ND) as well as with the ILO Office for Asia and the Pacific (RO-Bangkok). The evaluation team will consist of an external national evaluator, a senior evaluation officer from EVAL to act as team leader, an independent national evaluation assistant, and research assistants at ILO headquarters.

Past Cooperation and Lessons Learnt

India has a long-standing relation with the ILO. During the past years, the ILO has continued its efforts to address India's employment challenges through the implementation of a sizable technical cooperation programme, which amounts to a

total of US\$23.5 million. This includes areas such as strengthening the capacity of the Ministry of Labour and Employment and the social partners, eliminating the worst forms of child labour, creating decent jobs for women and men, supporting social protection to all workers, developing SMEs, promoting rights and protection to migrant workers, promoting gender equality, eliminating discrimination and unequal treatment based on social origins and cast, HIV/AIDS education in the work place, and promoting social dialogue among the social partners.

Preliminary reviews of independent project evaluations of projects that are being or were implemented in India seem to point out to have been relatively successful in achieving their goals. Yet a critical mass of impact has not been sufficient due to the fact that linkages between these different interventions were often missing. Realizing that the goals for decent work are often inter-dependent, the current country programme aims to focus on a multi-component integrated approach in order to build on past successes as well as achieve more effectiveness.

DWCP India 2007–12: Priorities, results and cross-cutting themes

1. Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, specially through skills development
 2. Social protection progressively extended, particularly in the context of informalization
 3. Unacceptable forms of work progressively eliminated
-

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

Outputs:

Analytical studies prepared and policy dialogues organized; and

Capacities of partners to contribute more effectively in policy-making and implementation strengthened.

Outcome 2: Comprehensive approaches developed to address decent and productive work in selected sectors and States, with emphasis on women workers.

Outputs:

Training and employment services, especially for and within the informal economy, restructured.

Decent work approaches integrated into the implementation of the National Rural Employment Guarantee Programme, and

Sectoral and area-based approaches for sustainable livelihoods with enhanced productivity strengthened.

Outcome 3: Social protection policies/programmes formulated and progressively extended.

Outputs:

Constituents have better access to knowledge/tools and mechanisms to address expansion of social security, occupational safety and health, working conditions and formulation of HIV/AIDS workplace policies at national and enterprise levels

Support provided to key actors in health protection schemes targeting poor, women and most vulnerable groups; and

Support provided to Central/State governments, institutions and social partners to design innovative strategies, policies and programmes on social protection.

Outcome 4: Strengthened policy framework for elimination of unacceptable forms of work.

Outputs:

Support to constituents on child labour policy, enforcement, plans of action, including convergence-

based models, and

Programme on prevention of bonded labour and trafficking for labour exploitation in India addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa.

Cross-cutting themes: (a) Social dialogue and strengthening of partners; (b) informal economy; and (c) gender equality

Purpose of the evaluation

The evaluation will consider areas in which the ILO's collaboration has been more and less effective in supporting the country programme and the national decent work agenda. The evaluation will also provide lessons to be considered in the revision or future country programme. These may include reinforcement or adjustments in priorities, implementation strategies, and organizational practices.

In doing so, the evaluation exercise will be guided by six core evaluative questions addressing: the **relevance** of the program of support to the development challenges and decent work priorities of the Indian Government as expressed in the 11th 5-year Plan; the **coherence** between the definition of a programmatic focus, the integration across ILO instruments in support of program objectives, and the coordination with other developmental actors; the **efficiency** measured both in terms of administrative costs and timeliness of execution; and the **effectiveness** of individual interventions and at the level of the program as a whole, with particular attention devoted to investigating the sustainability of results and the contribution of the program to the institutional development of the national constituents; **sustainability** of programme and project achievements, and **impact of the results**.

Within this context, the evaluation will place emphasis on:

- 1) Ex post assessments of major initiatives undertaken during the evaluation period that should have longer term impact.
- 2) The evaluability of ongoing projects supporting the DWCP within the context of the DWCP strategy.¹⁰⁰
- 3) Linkages to Government of India Priorities, ILO Strategic Outcomes, Regional priorities, the UNDAF and national social partners' development priorities and expressed needs within the context of the DWCP.
- 4) Relevance of ILO activities to comments made by Committee of Experts.

Evaluability will be assessed based on the existence of well defined objectives and strategic priorities with appropriate results frameworks that will not only assist in monitoring and evaluating DWCPs per se, but will also improve the effectiveness of monitoring activities and provide a basis for determining ex-post if the desired outcomes were achieved

Evaluation client

¹⁰⁰ Overriding lessons learnt from finding of other DWCPs is that reporting on specific contributions of projects to national DWCP priorities is often difficult due to the lack of measurable and/or verifiable indicators.

The principal clients for the evaluation are the ILO's Governing Body, national constituents, ILO Management and international partners in India and, all of whom support national efforts to decent work and poverty reduction, and who share responsibility for deciding on follow up to the findings and recommendations of the evaluation. The evaluation process will be participatory. The Office, the tripartite constituents, and other parties involved in the country programme would use, as appropriate, the evaluation findings and lessons learnt.

Evaluation scope

The evaluation timeframe proposed for study is 2007 to 2012. The evaluation will focus on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of ILO national strategies as they relate to the decent work agenda. Finally, lessons learned related to ILO management and organizational effectiveness will be noted.

The evaluation will recommend regarding:

- 1) The role and relevance of the ILO in India, its niche and comparative advantage, and partnership approach;
- 2) The role and effectiveness of the national tripartite constituents and UN partners in promoting decent work;
- 3) The focus and coherence of the country programme's design and strategies;
- 4) Assessment of the implementation of ILO strategic objectives included in the DWCP strategy and CPOs;
- 5) Assessment of the degree relevance of ILO activities to Committee of Experts recommendations for India;
- 6) Evidence of the direct and indirect use of ILO's contributions and support at national level (outcomes); evidence of pathways towards longer term impact;
- 7) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in India;
- 8) Knowledge management and sharing;
- 9) Lessons learned and good practices.

Methodology

The evaluation will involve several stages and levels of analysis:

Phase I: December-January

- A desk-based portfolio review will analyze project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas.

- A scoping mission to gather inputs from key stakeholders, gauge evaluability of the programme, and confirm proposed coverage and methodology for the study.

Phase II: February-June

- A country mission to India will enable detailed interviews of key international and national constituents, development partners and implementing partners. ILO staff working in the field and Geneva on India activities, as well as current and past project staff in the India will be consulted. Travel to selected parts of the country will support more in depth case review at project/outcome level.

- A review of internal organizational capacities and practices to support ILO's work in India will be conducted. This will include interviews with SRO staff and other ILO officials working substantively with the country programme to:

- Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of its standards programme of work.
- Address opportunities to improve cost containment and efficiencies.
- Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest "best practices" for the ILO, as appropriate.

A more detailed description of the methodology and evaluation questions is provided as section II.

Evaluation management

The DWCPE should be initiated with a round of consultations between EVAL, ILO Regional Office, relevant HQ technical backstopping units, country officials and social partners. These consultations should introduce the evaluation team, clarify objectives and identify persons to be interviewed, define responsibilities of participants in the process, and identify topics for the in-depth results assessment.

The DWT/CO-ND, will help identify the appropriate public officials or organization to participate in the development of the evaluation of the ILO's program in India.

The national consultant will prepare a draft (Draft 0) of the evaluation, which will be reviewed by both the evaluation team and the Director of EVAL. The consultant will make the necessary corrections and present a clean draft for wider circulation to ILO key stakeholders for verification of facts. The ILO management and national constituents will review and comment on a final draft during the national constituents' DWCPE workshop where the evaluation team will present findings and recommendations.

This review should seek agreement among all parties regarding matters of fact, and both management and national constituents would be asked to submit written comments regarding lessons for the future, which can be drawn from the evaluation.

Upon completion of the review, EVAL will produce a final report which will include both management and country observations on lessons learned and recommendations. This final report will be sent to both ILO stakeholders and country authorities and social partners (through the DWT/CO-ND). A summary of the report and the comments from management and the social partners will be prepared by EVAL and presented to the GB at the November 2012 session.

Expected outputs

1. A full report of findings and recommendations, to be finalized by the Evaluation Unit, will be presented to the GB through the ILO Director-General. The lessons learned and recommendations of the evaluation should situate the DWT/CO-ND and national constituents on a sound basis for the development of the next DWCP for India.
2. Background documentation and analysis on which the findings, conclusions and recommendations are based.

Provisional work plan and schedule

The draft report will be available for comments by constituents before its finalization in May 2012, and then finalized in June 2012. A summary of the evaluation report will be included in the November 2012 submissions to the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

Proposed timetable:

Task	Timeframe
Preliminary interviews and scoping exercise, draft TORs prepared	December 2011
Internal and external consultations to finalize terms of reference	December 2011-January 2012
Document review, key stakeholder interviews,	February-March 2012
Field mission to country	February-March 2012
Draft evaluation report	April 2012
National tripartite workshop	May 2012
Final evaluation report	June 2012

Section II: Proposed methodology

Scope

The Decent Work Country Programme Evaluation (DWCPPE) aims to cover the full content of the ILO's program of engagement with the country over the relevant time period, which will cover two to two Programme and Budget Biennia (P&B 2008-09

and P&B 2010-11), and two half biennia (2007 and 2012). Since it is an attempt to evaluate the ILO program as a whole rather than any of its individual constituent parts, a DWCP should strive for comprehensive coverage of the entire ILO program, including technical assistance operations, economic and sector work and other non-financial products, even if this means some sacrifice in terms of detail.

The RO-Bangkok and DWT/CO-ND should also plan to allocate a limited amount of staff time to the evaluation exercise for responding to questions from EVAL and the evaluation team, providing data from files and archives, and reviewing drafts of the evaluation.

Approach

The evaluation will be based on analysis of empirical evidence to establish findings and conclusions in responses to specific questions. The evaluators will seek to apply a variety of rather simple evaluation techniques—meetings with stakeholders, focus group interviews, desk reviews of project documents, field visits, surveys, informed judgement and possible scoring, ranking or rating techniques.

The desk review and initial interviews will suggest a number of initial findings that in turn will point to additional issues and information to find. This will guide the means of conducting more in depth analysis to refine the findings. A draft desk review is being prepared by the EVAL. Key steps in the analysis are:

1. Mapping and trend analysis of DWCP outcomes:
 - a. Analyse the context (social, political and economic information to help understand why and what the problems are that ILO seeks to address;
 - b. Describe each intended outcome, as well as the baseline or starting conditions, and specified indicators and targets (if these are not documented, attempt to compile through interviews or other communication); note key partners for each outcome;
 - c. For each P&B Outcome covered by the DWCP, identify the CPOs and operations that provide the means of action—projects and non-project activities, major outputs, and related services since 2007, indicating the time frame for each;
 - d. For each outcome, summarize evidence of ILO effectiveness in supporting the P&B Outcome strategy and the achievement of the DWCP outcomes. Note key factors of success and constraints encountered;
 - e. Summarize evidence of lessons learned being applied to improve the relevance, coherence, effectiveness, efficiency and sustainability of future DWCPs.
2. Choice and fit of the ILO Strategic Framework (SF) in the DWCP-India:
 - a. Analyze whether the ILO strategy and design of outcomes was a strategic exercise with a clear road map towards results, and whether results are relevant to ILO SF, P&B Outcome strategies, national constituents and UN partners;
 - b. Analyze the adequacy and appropriateness of ILO's range of support (projects, policy advice, technical service, advocacy, training, tools and

- guidance, capacity building, etc.); note if resources were adequate to support the effort;
- c. Analyze the effort made to manage risk, including uncertainty about resource levels and use;
 - d. Make a critique of the logic/fit of major actions and outputs with the intended outcomes;
 - e. Analyze the strategic fit of the ILO in the area of the outcome; its comparative advantages in terms of expertise and level of effort; its partners and the potential to influence policy and decision making processes;
 - f. Analyze the scope and quality of tripartite participation and how these have contributed to progress in achieving outcomes; note capacity and skills of constituents as these correspond with partnership roles.
3. Documenting and critiquing the status of outcomes:
 - a. Critique the formulation of outcomes (clarity, link P&B outcomes, ILO Strategic framework, recommendations and observation of the Committee of Experts, national priorities and UNDAF, making recommendations for improvement);
 - b. Analyze the status of outcomes and outputs based on data-supported evidence; indicate timeframe, and progress made (being made),
 - c. If absence of performance information and results-based targets, propose proxies to be applied for the evaluation;
 - d. For each outcome, rate performance based on the scale and matrix shown in Table 2 (BCPR draft, to be revised);
 - e. Determine the major difficulties and constraints, especially the continuing constraints, both internal and external, that effected the results, analyze how these interact with enabling factors; note negative constraints that need to be removed.
 4. Sustainability and managing for future results:
 - a. Analyze whether there is evidence that the ILO's interventions have been gradually and effectively handed over to national partners; and the extent to which there is national ownership through improved capacity, will, and an enabling environment (changed laws, policies, behaviours, budgets);
 - b. Determine whether the ILO has articulated an exit or transition strategy for its support;
 - c. Analyze the actions taken to design and implement a knowledge management strategy with national partners and civil society;
 - d. Consider the adequacy of resource mobilization to support future work;
 - e. Determine the extent to which the ILO has worked coherently to jointly support outcomes, and whether this was efficient, avoiding duplication, inconsistencies, and fragmentation;
 - f. Consider the cost-effectiveness of ILO's work in relation to each outcome and major output.
 5. Efficiency of organizational arrangements: The assessment of the organizational effectiveness will be based on:
 - a. Analysis of the work planning, implementation management and reporting practices of the ILO for the country programme;
 - b. Assessing the communication practices, both internally and externally;

- c. Analyzing the match between supply and demand for technical expertise to support the country programme;
- d. Concerns related to the transparency and integrity of the ILO's operations.

Key evaluative questions

Working from the conclusions of the OECD/ DAC and United Nations Evaluation Groups' (UNEG) evaluation norms and standards for UN Agencies, the DWDWCPE will seek specific answers to the following key questions among others:

- Was the ILO programme consistent with its four Strategic Objectives, SF and P&B Outcomes?
- Was the ILO's program relevant to the development challenges of the country, and consistent with the priorities of the national constituents and the ILO DWCP for India?
- Were the processes for assessing and maintaining relevance (primarily research and dialogue) adequate?
- Was the ILO's program coherent along three dimensions: definition of programmatic focus in terms of anticipated results; integration across Office's instruments in support of program objectives; specification of the division of labour with other developmental actors?
- Was the ILO's program executed efficiently, measured both in terms of administrative costs and timeliness of execution?
- Was the ILO's program effective in producing results, both at the level of individual interventions and at the level of the program as a whole?
- In assessing effectiveness, particular attention will be devoted to investigating the sustainability of results and the contribution of the program to the institutional development of national constituents.

The following factors will be considered to determine the evaluation questions including the:

- extent to which the question would contribute to fulfilling the requirements under the Terms of Reference (ToR) for the evaluation;
- stated objectives, priorities and principles of the ILO Four Strategic Objectives and P&B outcomes;
- extent to which the questions contribute to increased understanding and analytical input into the partnerships created at different levels (within the ILO, with the tri-partite constituents, with UN Agencies and co-sponsors, civil society);
- expectations of ILO staff interviewed at the beginning of the inception phase;
- potential utility of the answer to a potential EQ with regard to the purpose of the evaluation;
- need to avoid rediscovery of existing knowledge;

- need to arrive at strategic conclusions and recommendations that can be used to inform the ILO’s Decent Work Agenda in the world of work into the future.

EQ	Performance criteria
1	<i>To what extent is the design of the ILO DWCP outcome strategy relevant to the national development priorities and ILO decent work policy dialogue and the situation facing the Government of India, social partners, and those in the world of work lacking adequate policies and programmes to effectively address decent work needs?</i>
2	<i>To what extent have the ILO’s DWCP outcome strategy design and implementation been effective?</i>
3	<i>To what extent has the ILO’s DWCP outcome strategy been coherent, complementary and created synergies internally and with partners?</i>
4	<i>To what extent have resources been used efficiently, and has the DWCP outcome been appropriately and adequately resourced?</i>
5	<i>To what extent have ILO actions had impact in the form of contributing to policy improvements, social dialogue, changes in thinking and significant progress to work towards addressing decent work needs in India?</i>
6	<i>Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?</i>

In rating the outcomes (expected development impact) of the DWCP, the evaluation team will gauge the extent to which major strategic objectives were relevant and achieved, without any shortcomings. In other words, did the ILO do the right thing, and did it do it right.

DWCPs express their goals in terms of higher-order outcomes, such as labour standards, employment generation, social protection, and social dialogue. The Decent Work Country programme (DWCP) strategy may also establish intermediate priorities, such as “opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development”, and specify how they are expected to contribute toward achieving the higher-order objective by establishing DWCP outcomes. The evaluation task is then to validate whether the intermediate priorities were the right ones and whether they produced satisfactory net benefits, and whether the results chain specified in the DWCP was valid. Where causal linkages were not fully specified in the DWCP, it is the evaluator’s task to reconstruct this causal chain from the available evidence, and assess relevance, efficacy, and outcome with reference to the intermediate and higher-order objectives.

For each of the main objectives, the DWCP evaluation will assess the relevance of the outcomes and output objective, the relevance of the ILO’s strategy towards meeting the outcome and output objective, including the balance between TC and non-TC instruments, the efficacy with which the strategy was implemented and the results achieved. This is done in two steps. The first is a top-down review of whether the ILO’s program achieved a particular P&B Outcome or planned DWCP outcome and had a substantive impact on the country’s decent work agenda. The second step is a bottom-up review of the ILO’s products and services (TC, analytical and advisory

services, and policy development) used to achieve the outcome. Together these two steps test the consistency of findings from the products and services and the development impact dimensions. Subsequently, an assessment is made of the relative contribution to the results achieved by the ILO, other donors, the Government and exogenous factors.

EVAL utilizes four rating categories for **outcome**, ranging from very satisfactory to very unsatisfactory. A summary rating is expressed at the end of each EQ based on the findings associated with them:

Very Satisfactory: when the findings suggest substantial performance achieved by the DWCP India against the EQ and the PC and could develop/demonstrate best practice on one or more of them. No major shortcomings were identified.

Satisfactory: when the findings suggest satisfactory performance by the DWCP India against the EQ and the PC. Some minor shortcomings were identified.

Unsatisfactory: when the findings suggest limited performance of DWCP India against the EQ and the PC. Major shortcomings were identified.

Very Unsatisfactory: when findings suggest failure of the DWCP India against the EQ and the PC. Many major shortcomings were identified.

Overcoming potential challenges and limitations

The amount of information to be reviewed and analysed was vast because of the number of direct stakeholders/partners. As the ILO is member of the UN family, the linkages with other agencies are exceptionally important. Given the resource limitations, the desk review and field interviews will be consolidated by the national research assistant into four case studies one for each DWCP outcomes and include at a minimum the following P&B Outcomes: 1, 13, 8, and 11,12 and site visits to three sites will include:

1. Chennai, Tamil Nadu- Trade Union work, bonded labour, Tsunami work and child labour. Vellore – Thirpattur skills development and the other on land rights projects. Trichy – Pudukottai. Visit activities undertaken by trade unions on empowerment the rural areas.
2. Site visits in Ranchi, Jharkhand to review the Child labour programme.
3. Mumbai, and Ahmednagar, Maharashtra Projects to visits are Strengthening Labour Inspection Services (INT/09/62/NOR), HIV/AIDS at WorkPlace and SCORE

The organization of field visits could be complicated by the high level of mobility of individuals whom the evaluators would have liked to meet.

Data collection. Because of the relatively tight time and resource constraints, The DWCP should be based primarily upon review of relevant ILO documents (ILO P&B Outcomes and strategies, project documents, TC plans of operation, country

papers, programming mission reports, project progress reports, project final evaluations and portfolio review exercises). These data sources will be augmented by a literature review focusing on published research on the country in question and a review of all official government documents related to the decent work development planning and policy. These secondary sources will be supplemented with interviews with ILO officers in country and headquarters, government officials and social partners, and possibly other rapid appraisal techniques such as focus group interviews and informal questionnaires.

The subjective evaluative judgements of individuals involved with the programme shall be reported as deemed relevant by the evaluation team, and shall be clearly identified as subjective in the text.

Format and Content

The DWCPE document should be brief (around 65 pages, with supporting data and analysis contained in annexes). The document itself should have an Executive Summary providing a succinct description of the major chapters. The main chapters will deal with diagnosis and programming, program execution, and the issue of results achieved and sustainability. They will be organized around attempts to answer the evaluation questions.

Performance criteria for India DWCP evaluation

The role and relevance of ILO in India, its niche and comparative advantage, and UN partnership approach

- National political, economic and social factors have shaped formulation of Country Programme
- Flexibility and ability to respond to emerging opportunities.
- ILO establishes priorities consistent with its capacities and comparative advantages.
- ILO ensures CCA addresses subjects that are priorities for decent work in the country.
- ILO achieves overall policy coherence between ILO action and the UNDAF
- MDGs: ILO's country programme links to and supports/influences national development frameworks.

Tripartite participation and partnership

- National tripartite constituents are active in national development planning forums and

The focus and coherence of programme's design and strategies

- Programme coherence supporting an integrated approach to decent work.
- Country programme fits within ILO's Strategic Policy Framework and Programme and Budget priorities and strategies.
- DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation.
- Presents a strategy with main means of action for delivery of ILO support.
- Cross-cutting goals are integrated.
- Current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives.
- Partnerships and tripartite constituents build national capacities and support policy change.
- ILO responds to recognized needs among constituents.
- Resource mobilisation is an integral part of strategies.

Evidence of the direct and indirect results of ILO's contributions and support at national level

- The programme has defined clear outcome-level results against which it can be assessed.

networks

- National tripartite constituents take ownership of the ILO's country programme
- Tripartite constituents have improved capacities to influence national policy and resources within decent work areas
- Constituents have clear links to target groups.

The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in India

- The operations of the programme match the programme plan.
- The ILO has operated fairly and with integrity.
- Credible, skilled specialists support the work.
- Resource mobilization is effectively and efficiently carried out.
- Work processes are efficient and timely.

- These results are documented and verifiable.
- The outcomes justify the resources spent.
- The secondary effects, either positive or negative, are known and associated risks addressed
- ILO has influenced thinking and action related to policy changes.
- Results are sustainable by partner institutions and at various levels (local, national, regional).
- Expansion and replication of successful demonstration and pilot interventions

Knowledge management and sharing

- M&E is part of the knowledge base.
 - Office follows a communication/KM strategy, making effective use of its web site, and other tools for outreach.
 - ILO knowledge development used to improve national programmes, policies and benefit priority groups.
-

Annex 2. List of respondents

SN	Person(s)	Designation
Directors		
1	Ms. Tine Staermose	Director, DWT/CO-New Delhi
2	Ms. Panudda Boonpala	Deputy Director, DWT/CO-New Delhi
DWT Sector Specialists		
3	Mr. Gotabaya Dasanayaka	Senior Specialist on Employers' Activities
4	Ms. Marleen Rueda	Specialist on Social Dialogue and Labour Administration
5	Ms. Sherin Khan	Senior Specialist on Child Labour
6	Mr. Ariel B Castro	Specialist, Worker's Activities
7	Mr. Mukesh C. Gupta	Senior Specialist on Employment Intensive Investments
8	Mr. Coen Kompier	Specialist on International Labour Standards
9	Mr. Hideki Kagohashi	Enterprise Development Specialist
10	Mr. Markus Ruck	Senior Specialist on Social Security
11	Mr. Paul Comyn	Vocational Training & Skills Development Specialist
12	Mr. Sher Verick	Senior Specialist on Employment
13	Ms. Saadya Hamdani	Specialist on Gender
14	Ms. Reiko Tsushima	Ex-Specialist on Gender
Programming Unit, ILO New Delhi		
15	Ms. Anjana Chellani	Programme Officer
16	Ms. K.S. Ravichandran	Programme Officer
17	Mr. Ashwani K. Vasisht	Programme & Finance Officer
18	Ms. Neetu Lamba	Programme Officer
19	Mr. Anandan Menon	Programme Assistant
20	Ms. K. Selva Kumar	Sr. Secretary to PROG
National Programme Managers/Officers		
22	Ms. Preet Verma	National Project Manager, Converging Against Child Labour: Support for India's Model
23	Ms. Divya Verma	Sr. Prog. Officer, HIV/AIDS at workplace
24	Ms. Sudipta Bhadra	National Project Manager, Sustainable, Competitive and Responsible Enterprises (SCORE)
25	Mr. V. Kathikeyan	Programme Assistant
26	Ms. Susamma Verghese	National Project Manager, ILO-ACTRAV Norway Project, Chennai
27	Ms. Maria Sathya	National Project Manager, Bonded Labour Project
Finance Section, ILO New Delhi		

SN	Person(s)	Designation
28	Mr. Ashok Mahajan	Finance Assistant
29	Ms. Nisha Monga	Finance Assistant
ILO Regional Office for Asia-Pacific (ROAP)		
30	Ms. Thetis Manghas	Officer-in-Charge/Deputy Regional Director, Policy and Programmes
31	Ms. Karin Klotzbuecher	Chief, Regional Programming Services Unit
32	Ms. Pamornrat Pringsulaka	Evaluation Officer, Regional Programming Services Unit
National tripartite constituents: Government		
33	Ms. Sudha Pillai	Member Secretary, Planning Commission (Ex-Secretary, The Ministry of Labour and Employment)
34	Mr. A.C. Pandey	Joint Secretary, Ministry of Labour and Employment
35	Mr. Anil Swarup	DGLW/JS, Ministry of Labour and Employment
36	Mr. Sharda Prasad	JS & DG, DGET, Ministry of Labour and Employment
37	Mr. Vikas	Director, Ministry of Labour and Employment
38	Dr. Ashok Sahu	Principal Adviser, Planning Commission
39	Ms. Amarjit Kaur	DDG (Emp.), Ministry of Labour and Employment
40	Ms. Sunita Sanghi	Adviser, Planning Commission
National tripartite constituents: workers' organizations		
41	Mr. N.M. Adyanthaya	Indian National Trade Union Congress (INTUC), ILO, GB member
42	Mr. Arya Mittal	Indian National Trade Union Congress (INTUC): designated focal point for ILO
43	Mr. Amitava Guha	Centre of Indian Trade Unions (CITU)
44	Mr. Vinod Panchal	Bharatiya Majdoor Sangh (BMS)
45	Mr. H. Mahadevan	All India Trade Union Congress (AITUC)
46	Mr. P.J. Raju	Secretary, Indian National Trade Union Congress
National tripartite constituents: employers' organizations		
47	Mr. B.P. Pant	Executive Director, All India Organization of Employers
48	Mr. U.K. Dixit	Director (Programmes), SCOPE
49	Mr. S.A. Khan	General Manager (HR & CA), SCOPE
50	Mr. Ravi Wig	Chairman, Council of Indian Employees (CIE)
Donor agencies		
51	Mr. Aslak Brun	Minister Counsellor/Deputy Chief of Mission, Royal Norwegian Embassy, New Delhi
52	Ms. Tone Slenes	Second Secretary, Royal Norwegian Embassy, New Delhi
53	Ms Stacey L. Pearce	First Secretary (Political), Chief, Global Issues Unit, Embassy of the USA, New Delhi

SN	Person(s)	Designation
54	Mr. A Sukesh	Advisor (Labour & Political), Embassy of the USA, New Delhi
55	Mr. Suresh Kennit	Programme Officer, Climate Change and Development Division, Embassy of Switzerland, New Delhi
UN agencies		
56	Mr. Patrice Coeur-Bizot	UN Resident Coordinator & UNDP Resident Representative
57	Ms. Caitlin Wiesen	Country Director, UNDP
58	Ms. Mona Mishra	Executive Officer, UNDP
59	Mr. Jose Bergua	Child Protection Specialist, UNICEF
Implementing partners		
60	Ms. Mridula Asthana	GM-Compensation & Benefit and Nodal Person for HIV prevention interventions, PEPSICO India Holdings Private Limited
61	Prayas Sansthan/JSS	Jahangirpuri, Delhi
62	Ms. Aradhana Patnaik	Labour Commissioner, Ranchi, Jharkhand
63	Ms. Tanvi Jha	State Resource Centre, Ranchi Jharkhand
64	Mr. S.S. Pathak	Deputy Labour Commissioner, Govt of Jharkhand
65	Mr. Madhukant Pathariya	President, Nirman Majdoor Sangathan, Panvel, Mumbai
66	Dr. Kavita Gupta	ADG, DGFT (Ex-Principal Secretary, Department of Labour, Govt. of Maharashtra), Mumbai
67	Mr. Ajit Ghaisas, Chairman and Other Directors	Governing Board, AAEEA Cluster, Ahmednagar
68	Mr. R.P.K. Murugesan	State Coordinator, JAF & General Secretary, INTUC-TN, Chennai
69	Mr. S.S. Thiyagarajan	General Secretary, AITUC, Tamil Nadu; Chennai
70	Mr. N. Elangovan	State Vice President, BMS, Tamil Nadu, Chennai
71	Ms. Malathy Chittibabu	National Secretary, CITU, Tamil Nadu, Chennai
72	Mr. M. Subramanian	Working President, HMS, Tamil Nadu, Chennai
73	Mr. A. Rajavel	Vice President, LPF, Tamil Nadu, Chennai
74	Mr. K.M. Ratnam	General Secretary, UNIFRONT, Trichy
75	Mr. R. Karnan	President, INRLF, Chennai
76	Mr. T.M. Jawaharlal	Secretary, EFSI, Chennai
78	Mr. C.A. Raja Sridhar	HMS, Chennai
Others		
78	Dr. K.P. Kannan	Academician and Expert on Unorganized Sector
79	Ms. Pooja Gianchandani	Director & Head, Skills Development (Ex-Consultant, MES module development for domestic work)
80	Mr. Reet Verma	Consultant, MES module development for domestic work

SN	Person(s)	Designation
81	Ms. Leyla Tegmo Reddy	Ex-Director, DWT/CO-ND (the then SRO-ND)
82	Mr. Andre Bogui	Ex-Deputy Director, DWT/CO-ND (the then SRO-ND)
Focus group discussions with beneficiaries		
1	Trained women beneficiaries	Skills for Domestic Work, New Delhi
2	Children and households of rehabilitated child labourers	Convergence against Child labour, Ranchi
3	Construction workers, trained outreach workers and grassroots leaders of trade union	HIV/AIDS Work Place Intervention, Mumbai
4	Trained enterprises, trainers and workers	SCORE, Ahmednagar
5	Trained women and youth beneficiaries in skill development, rehabilitated villagers (land rights)	ACTRAV-Norway, Tamil Nadu
6	Trained men and women beneficiaries	Livelihood promotion for Tsunami affected families, Tamil Nadu
7	Rescued bonded labourers and women SHG members	Reducing Vulnerability to Bondage in India/PEBLISA, Tamil Nadu
8	Organized domestic workers	BASIC: Gender Equality in the World of Work, Tamil Nadu

Annex 3. Summary of projects under India DWCP

ILO SF outcome	DWCP priority	DWCP outcome	Indicators	Outputs	Means of action (CPO and XBTC project)
Outcome 01 – Employment Promotion: More women and men have access to productive employment, decent work and income opportunities.	Priority 1: Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development	Outcome 1. Decent and productive employment integrated into socio-economic policies through policy/action research. This has two outputs, viz., (a) analytical studies prepared and policy dialogues organized; and (b) capacities of partners to contribute more effectively in policy-making and implementation strengthened.	i. Preparation of a draft national employment policy; ii. preparation of a draft national skills development policy; iii. organization of at least 4 policy dialogues on national employment and training policies with the involvement and participation of tripartite partners; and iv. discussion on the recommendations of at least two sectoral studies (i.e. food processing and handlooms) with policy-makers and social partners.	i. Analytical studies prepared and policy dialogues organized; ii. capacities of partners to contribute more effectively in policy-making and implementation strengthened	GLO104 Promotion of full employment and decent work in a period of intense globalization GLO102 Promotion of Full Employment and Decent Work in a Period of Intense Globalization IND 101 Policy Coherence on competitiveness, Productivity, Jobs and Employability to Achieve Decent Work in Asia IND102 AE Gender Equality, Women’s Employment and Empowerment IND 101 Green Jobs in Asia (Pilot project) Skills Development in Asia and the Pacific 2010 SKILLS/AP Japan Skills Development in Asia and the Pacific
Outcome 01 – Employment Promotion: More women and men have access to productive	Priority 1: Opportunities enhanced for productive work for women and men, particularly	Outcome 2. Comprehensive approaches developed to address decent and productive work in selected sectors and states, with emphasis on women	i. Successful implementation of the GoI's Programme on SDI, in at least five areas/clusters, with ILO's contribution and involvement of workers' and employers'	i. Training and employment services, especially for and within the informal economy restructured; ii. decent work approaches integrated into the implementation of the	IND101 Promotion of Alternative Livelihoods for the Tsunami affected Families of Southern India IND102 Sustaining

ILO SF outcome	DWCP priority	DWCP outcome	Indicators	Outputs	Means of action (CPO and XBTC project)
employment, decent work and income opportunities. Outcome 04 – Social Security: More people have access to better managed and more gender equitable social security benefits.	for youth and vulnerable groups, especially through skills development.	workers. This has three outputs, viz., (a) training and employment services, especially for and within the implementation of the National Rural Employment Guarantee Programme; (b) decent work approaches integrated into the implementation of the National Rural Employment Guarantee Programme; and (c) sectoral and area-based approaches for sustainable livelihoods with enhanced productivity strengthened.	organizations; ii. implementation of pilot skills programmes in two geographical areas in partnership with constituents and selected UN agencies; iii. formulation of labour market survey methodology and competency-based curricula for use in GoI's SDI and MES; iv. adapted version of ILO's manual on Employment-Intensive Infrastructure Programmes; v. incorporating DW elements into NREGP; vi. pilot implementation of sector/area-based integrated approach in partnership with the social partners, central/state governments and other; vii. building a replicable mechanism of the expanded Factory Improvement Programme methodology.	National Rural Employment Guarantee Programme (NREGP); iii. sectoral and area-based approaches for sustainable livelihoods and enhanced productivity strengthened	Competitive and Responsible Enterprises in India IND 101 Green Jobs in Asia (Pilot project) Workers' Education Programme on Social Dialogue, Social Dialogue and Youth Employment IND102 Skills development and vocational training for the Tsunami affected people
Outcome 04 – Social Security: More people have access to better managed and more gender equitable social security benefits Outcome 05 – Working Conditions:	Priority 2: Social protection progressively extended, particularly in the context of in formalization.	Outcome 3. Social protection policies/programmes formulated and progressively extended. This has three outputs, viz., (a) constituents have better access to knowledge/tools and mechanisms to address expansion of social	i. Training and dissemination of community-based micro insurance schemes; ii. GoI enacts the social security legislation for workers in the unorganized or informal economy; iii. formulation of specific schemes for implementation following the enactment of the social security legislation; iv. design of at least	Social protection policies/ programmes formulated and progressively extended: a. occupational safety and health and conditions of work will form an integral part of all outputs, as applicable; b. increasing awareness of the impact of poor safety, health and working conditions, and the	IND 102 RBSA Gender ROAP (G-RBSA) GLO776 Gender equality in the world of work in Angola, Brazil, China, India and South Africa IND 126 Preparatory assistance for development of a programme on mitigation and HIV programme

ILO SF outcome	DWCP priority	DWCP outcome	Indicators	Outputs	Means of action (CPO and XBTC project)
<p>Women and men have better and more equitable working conditions</p> <p>Outcome 08 – HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic</p>		<p>security, occupational safety and health, working conditions and formulation of HIV/AIDS workplace policies at national and enterprise levels; (b) support provided to key actors in health protection schemes targeting poor, women and most vulnerable groups; and (c): support provided to central/state governments, institutions and social partners to design innovative strategies, policies and programmes on social protection.</p>	<p>two state-level extension initiatives for implementation by state governments to serve as models; v. a National Policy and Plan of Action on OSH finalized and adopted; vi. ratification of at least one convention on OSH and progress made towards ratification process on the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187); vii. better reporting of fatal and non-fatal accidents, e.g. from more states and more companies; viii. active participation of the GoI (through MOLE) and social partners in implementing workplace interventions under NACP III with emphasis on reaching informal economy.</p>	<p>creation and maintenance of a preventive safety and health culture; c. ILO is partnering with the GoI (through the MOLE), employers, workers and the NACO in strengthening policies/programmes for HIV/AIDS in the world of work in India.</p>	<p>IND 126 Expanding HIV/AIDS interventions amongst the migrant workers in the construction sector in India</p> <p>IND126ILO/USDOL/PEPFA R HIV/AIDS Workplace Education Project</p> <p>IND 101 The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan</p> <p>GLO 327 Workplace partnerships for childcare solutions</p> <p>RAS 125 A Pilot Scheme on Promoting the Circular Migration of Health Care Professionals and Skilled Workers through Specialized Employment Services and Skills Certification and Testing</p> <p>IND130 Prevention of HIV/AIDS in the World of Work</p> <p>IND130 ILO/USDOL SHARE project</p> <p>IND 901 Strengthening Labour Inspection services</p>

ILO SF outcome	DWCP priority	DWCP outcome	Indicators	Outputs	Means of action (CPO and XBTC project)
<p>Outcome 15 – Forced Labour: Forced labour is eliminated</p> <p>Outcome 16 – Child Labour eliminated with priority given to the worst forms</p> <p>Outcome 17 – Discrimination at Work: Discrimination in employment and occupation is eliminated</p> <p>Outcome 18 – International Labour Standards: International labour standards are ratified and applied</p>	<p>Priority 3: Unacceptable forms of work progressively eliminated.</p>	<p>Outcome 4. Strengthened policy framework for elimination of unacceptable forms of work. Two outputs are envisaged to achieve this outcome, viz.: (a) support to constituents on child labour policy, enforcement, plans of action, including convergence-based models, and (b) programme on prevention of bonded labour and trafficking for labour exploitation in India addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa.</p>	<p>i. ILO-IPEC strategies, approaches and learning, (as identified in emerging good practices and lessons learnt) reflected and applied in GoI policies/programmes; ii. application of area-based approaches to the elimination of child labour in NCLP districts; iii. accelerated reduction of child labour in NCLP Society districts; iv. revision of the list of hazardous occupations and processes in CL (PR) Act; v. sensitization of more partners and their involvement in efforts to reduce CL and hardships of other disadvantaged groups; (vi) state government policy decisions, strategies and budget allocations reflect an increase in the prioritization of the elimination of CL and bonded labour; vi. development of innovative approaches of convergence of schemes and their experimentation addressing vulnerabilities and bondage.</p>	<p>i. Support to constituents on child labour policy, enforcement, plans of action, including convergence-based models; ii. programme on prevention of bonded labour and trafficking for labour exploitation in India: addressing the root causes of vulnerability, starting with Tamil Nadu and extending to Andhra Pradesh and Orissa.</p>	<p>IND101 Converging Against Child Labour: Support for India’s Model</p> <p>IND152 Reducing Vulnerability to Bondage in India through Promotion of Decent Work</p> <p>IND102 AE - Gender Equality, Women’s Employment and Empowerment -</p> <p>IND 151 Social Partnership and Advocacy to tackle Child Labour Project</p> <p>IND 151 Karnataka Child Labour Project (KCLP)</p> <p>IND 151 Andhra Pradesh State Based Project for the Elimination of Child Labour (APSBP)</p> <p>IND 151 Preventing and Eliminating Child Labour in Identified Hazardous Sectors (INDUS)</p>

Annex 4. XBTC – list of projects implemented from 2007 to 2012

CP outcome	Admin unit	XB symbol	Activities taking place in India (%)	Project title	Agreement start date	Agreement end date	Total budget US\$	Project status name	SF name
GLO104	EMP/CEPOL	GLO/07/51/ROK	20	Promotion of full employment and decent work in a period of intense globalization	01-Nov-07	30-Jun-09	80 059	Financially Closed	Outcome 01
GLO102	EMP/CEPOL	GLO/08/50/ROK	20	Promotion of Full Employment and Decent Work in a Period of Intense Globalization	01-Jun-08	31-Dec-09	16 500	Financially closed	Outcome 01
GLO153	EMP/ENTERPRISE	GLO/09/53/SWI	17	Global Sustaining Competitive and Responsible Enterprises	01-May-09	01-Aug-12	1 161 967	Active	Outcome 03
GLO153	ITC-TURIN	GLO/10/07/ITA	20	Promotion of Responsible and Sustainable Business Practices through Business Education	16-Jul-10	31-Jul-12	88 495	Active	Outcome 03
GLO153	EMP/SEED	GLO/10/52/NAD	15	Sustaining Competitive and Responsible Enterprises II, Global SCORE II	01-Jul-10	31-Dec-12	1 352 840	Active	Outcome 03
GLO552	LAB/ADMIN	GLO/10/59/NOR	11	Strengthening labour administration and labour inspection services in selected countries	01-Jan-11	31-Mar-12	734 731	Active	Outcome 11
GLO777	GENDER	GLO/10/61/NOR	20	Promoting Gender Equality in the World of Work II	01-Jan-11	31-Mar-12	739 573	Active	Outcome 17
GLO328	TRAVAIL	GLO/11/54/SID	16	Making decent work a reality for domestic workers	01-Apr-12	31-Dec-13	316 600	Active	Outcome 05
GLO777	GENDER	GLO/12/53/NOR	16	Promoting Gender Equality and Women's Empowerment in the World of Work (Phase III)			752 242	Active	Outcome 17
GLO502	ACT/EMP	GLO/12/56/NOR	4	Strengthening Employers' Organizations for Effective Social Dialogue and Promotion of Gender Equality	01-Jan-12	31-Dec-13	1 502 315	Active	Outcome 09
GLO526	ACTRAV	GLO/12/58/NOR	15	Trade Unions for Social Justice	01-Jan-12	31-Dec-13	1 805 478	Active	Outcome 10
IND102	DWT/CO-New Delhi	IND/08/01/IAP	100	Skills development and vocational training for the Tsunami affected people	01-Apr-08	31-Mar-09	171 145	Financially closed	Outcome 01
IND126	DWT/CO-New Delhi	IND/08/02/UND	100	Preparatory assistance for development of a programme on mitigation and HIV programme	07-Jul-08	31-Dec-08	37 402	Financially closed	Outcome 04

IND151	DWT/CO-New Delhi	IND/08/50/USA	100	Converging Against Child Labour: Support for India's Model	30-Sep-08	31-Mar-13	5 837 528	Active	Outcome 16
IND126	DWT/CO-New Delhi	IND/09/01/UND	100	Expanding HIV/AIDS interventions amongst the migrant workers in the Construction Sector in India	01-Nov-09	30-Jun-11	89 360	Activities completed	Outcome 04
IND101	DWT/CO-New Delhi	IND/09/02/MUL	100	Promotion of Alternative Livelihoods for the Tsunami affected Families of Southern India	01-Jan-10	30-Jun-11	43 019	Active	Outcome 01
IND102	DWT/CO-New Delhi	IND/09/50/SWI	100	Sustaining Competitive and Responsible Enterprises in India	01-May-09	01-Aug-12	438 265	Active	Outcome 02
IND102	DWT/CO-New Delhi	IND/10/50/NAD	100	Sustaining Competitive and Responsible Enterprises II (SCORE II India)	01-Jul-10	31-Dec-12	219 000	Active	Outcome 02
IND126	DWT/CO-New Delhi	IND/10/51/USA	100	ILO/USDOL/PEPFAR HIV/AIDS Workplace Education Project	01-Jan-11	29-Sep-13	259 769	Active	Outcome 04
IND152	DWT/CO-New Delhi	IND/11/02/CAN	100	Reducing Vulnerability to Bondage in India through Promotion of Decent Work	31-Mar-11	31-Mar-13	511 615	Active	Outcome 15
IND126	DWT/CO-New Delhi	IND/11/03/UNA	100	Addressing HIV and AIDS related stigma and discrimination in health care settings	01-Apr-11	31-Mar-12	114 445	Active	Outcome 04
IND152	DWT/CO-New Delhi	IND/11/50/FLA	100	Reducing Vulnerability to Bonded Labour in India through Promotion of Decent Work	01-Dec-11	30-Nov-13	400 335	Active	Outcome 15
IND127	DWT/CO-New Delhi	IND/12/50/SID	100	Making decent work a reality for domestic workers - India	01-Jan-12	31-Dec-13	95 042	Active	Outcome 05
GLO302	SEC/SOC	INT/06/67/POR	5	Lutte contre l'exclusion sociale - STEP/Portugal 3- International	01-Jan-07	31-Dec-08	1 375 509	Financially closed	Outcome 04
GLO302	SEC/SOC	INT/07/12/EEC	16	Decent Work and Promoting Employment in the Informal Economy: How to Strengthen Social Protection Coverage	19-Dec-07	19-Dec-08	151 443	Activities completed	Outcome 04
GLO327	TRAVAIL	INT/07/17/ACC	11	Workplace partnerships for childcare solutions	01-Nov-07	31-Dec-09	114 138	Activities completed	Outcome 05
GLO802	NORMES	INT/08/15/EEC	5	Promotion of indigenous and tribal peoples' rights through legal advice, capacity-building and dialogue	15-Sep-08	14-Jul-11	1 000 505	Financially closed	Outcome 18
GLO801	NORMES	INT/08/95/SPA	6	Promoción y aplicación de los derechos indígenas	08-Dec-08	07-Dec-12	1 655 026	Active	Outcome 18
GLO401	ILO-AIDS	INT/09/04/UNA	20	HIV/TB Interagency activity (ILO, WHO, UNODC and WFP)	01-Jul-09	30-Jun-10	247 690	Re-activated	Outcome 08

RAS151	CO-Manila		INT/09/11/EEC	33	A Pilot Scheme on Promoting the Circular Migration of Health Care Professionals and Skilled Workers through Specialized Employment Services and Skills Certification and Testing	01-Feb-11	31-Jan-14	793 335	Active	Outcome 07
GLO776	GENDER		INT/09/61/NOR	20	Gender equality in the world of work in Angola, Brazil, China, India and South Africa	01-Jan-10	31-Dec-10	2 251 392	Financially closed	Outcome 17
GLO552	LAB/ADMIN		INT/09/62/NOR	20	Strengthening labour inspection services	01-Jan-10	31-Dec-10	2 282 133	Activities completed	Outcome 11
INT901	RO-Asia and the Pacific	and the	RAS/07/05/JPN	25	2007 Japanese technical officers programme	10-Oct-07	31-Mar-08	462 473	Financially closed	GSM Outcome A
RAS101	RO-Asia and the Pacific	and the	RAS/07/07/JIL	7	Networking of National Institutes for Labour Studies, April 2007-March 2008	01-Apr-07	31-Mar-08	37 458	Activities completed	Outcome 19
RAS176	RO-Asia and the Pacific	and the	RAS/07/11/JPN	10	Contribution of the Government of Japan to SKILLS AP (General Fund)	01-Jan-08	31-Dec-08	145 132	Financially closed	Outcome 03
RAS101	RO-Asia and the Pacific	and the	RAS/07/50/ROK	11	Policy coherence on competitiveness, productivity, jobs and employability to achieve decent work in Asia	01-Jun-07	30-Jun-09	284 069	Financially closed	Outcome 19
RAS126	RO-Asia and the Pacific	and the	RAS/07/51/ROK	6	Promoting social protection and labour market governance to achieve decent work in Asia	01-Jun-07	30-Jun-09	243 048	Financially closed	Outcome 12
RAS901	RO-Asia and the Pacific	and the	RAS/09/09/JPN	14	SKILLS/AP Japan Skills Development in Asia and the Pacific	19-Oct-09	30-Apr-11	84 956	Active	Outcome 06
RAS101	RO-Asia and the Pacific	and the	RAS/10/12/JPN	16	Skills Development in Asia and the Pacific	01-Apr-20	31-Mar-11	84 956	Active	Outcome 19
GLO126	RO-Asia and the Pacific	and the	RAS/11/08/JPN	14	Skills Development in Asia and the Pacific 2011	01-Dec-11	31-Mar-12	82 345	Active	Outcome 02
IND152	DECLARATION		RAS/11/11/UKM	60	Preventing Trafficking of Women and Girls into the Garment Industry	28-Nov-11	30-Jun-12	135 228	Active	Outcome 15

Annex 5. Brief note on relevant policies and legislations

4. Mahatma Gandhi National Rural Employment Guarantee Act 2005: The objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The Act is being implemented all over the country and is reported to have provided employment to 18.73 million households at an average of 40 days per household and at a cost of INR 93 per work day (GOI-MORD 2007). The approach paper for the 12th FYP states that MGNREGA has been successful in generating employment but the technical soundness of design and quality of works (undertaken in MGNREGA) falls short of what is needed to ensure land productivity enhancement.¹⁰¹
5. National Policy on Skill Development 2009: The National Policy on Skill Development aims at promoting inclusive growth by creating opportunities for all to acquire skills, especially youth, women and disadvantaged groups; promoting commitment by all stakeholders to own skill development initiatives; developing a high-quality skilled workforce/entrepreneur relevant to current and emerging employment market needs; enabling the establishment of flexible delivery mechanisms corresponding to the needs of stakeholders; and enabling effective coordination between different ministries, the central government and the states, and public and private training providers.
6. Draft National Employment Policy (NEP) in 2008: The objective of the NEP is to provide a framework for achieving the goal of remunerative and decent employment for all women and men in the labour force. More specifically, it aims to accelerate employment growth in the organized sector, and improve the quality of jobs (in terms of productivity, earnings and the protection of workers) in the unorganized sector.
7. The Right to Education Act 2009: Establishes the right to education for every child aged 6–14 and sets up measures for free and compulsory education for all children aged 6–14. The implementation plan recognizes the need for a uniform definition of children in legislation such as the Child Labour (Prohibition and Regulation) Act 1986 and the Bonded Labour System (Abolition) Act 1976. It also suggests continued location-specific efforts to eradicate child labour and special targeted interventions for different groups.
8. Unorganized Workers' Social Security Act 2008: A comprehensive Unorganized Workers' Social Security Bill was introduced in 2008 to give the benefits of health, life and disability insurance, old age pension and group

¹⁰¹ ¹⁰¹ *Faster, sustainable and more inclusive growth: An approach to the Twelfth Five Year Plan*, New Delhi, Government of India. Planning Commission, 2011, www.planningcommission.nic.in/plans/planrel/12appdrft/12appdrft.htm [accessed 3 Sep. 2012].

accident scheme for workers in the informal economy, including agricultural workers and migrant labourers.

Annex 6. India DWCP CPOs and their linkage to SF outcomes

CPO	India country priority	Operational outcome links (SF outcomes)	Indicator links
IND101 – Decent and productive employment integrated into socio-economic policies through policy/action research	IND100 – Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups	Outcome 01 – Employment promotion: More women and men have access to productive employment, decent work and income opportunities	1.1 Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks
IND102 – Improved employability through enhancements to the skills development system that improve responsiveness to current and future labour market needs	IND100 – Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups	Outcome 02 – Skills development: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth	2.1 Number of member States that, with ILO support, integrate skills development into sector or national development strategies
IND103 – Enterprise development programmes supported for creation of productive employment and decent work	IND100 – Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups	Outcome 03 – Sustainable enterprises: Sustainable enterprises create productive and decent jobs	3.2 Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work
IND104 – Enhanced national capacity to effectively plan, design and implement public employment and investment programmes through infrastructure works	IND100 – Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups	Outcome 01 – Employment promotion: More women and men have access to productive employment, decent work and income opportunities	1.5 Number of member States that, with ILO support, show an increasing employment content of investments in employment-intensive infrastructure programmes for local development
IND126 – Social protection policies/programmes formulated and progressively extended	IND125 – Social protection progressively extended, particularly in the context of informalization	Outcome 04 – Social security: More people have access to better managed and more gender equitable social security benefits	4.2 Number of member States that, with ILO support, develop policies improving social security coverage,

CPO	India country priority	Operational outcome links (SF outcomes)	Indicator links
			notably of excluded groups
IND127 – Enhanced national capacities in developing/implementing policy, legal and other measures/programmes aimed at making decent work a reality for women and vulnerable workers, with particular focus on domestic workers	IND125 – Social protection progressively extended, particularly in the context of informalization	Outcome 05 – Working conditions: Women and men have better and more equitable working conditions	5.1 Number of member States in which tripartite constituents, with ILO support, adopt policies or implement strategies to promote improved or more equitable working conditions, especially for the most vulnerable workers
IND128 – Enhanced capacities of the constituents to develop/implement policy, legal and other measures to eliminate discrimination at work	IND125 – Social protection progressively extended, particularly in the context of informalization	Outcome 17 – Discrimination at work: Discrimination in employment and occupation is eliminated	17.1 Number of member States in which constituents, with ILO support, implement specific laws, policies, programmes or actions, leading to improved application of ILO Conventions, principles and rights on non-discrimination
IND129 – Enhanced national capacities in developing and/or implementing policy, legal and other measures to promote decent work in selected economic sectors (fishing, maritime and construction)	IND125 – Social protection progressively extended, particularly in the context of informalization	Outcome 13 – Decent work in economic sectors: A sector-specific approach to decent work is applied	13.1 Number of member States that, with ILO support, implement sectoral standards, codes of practice or guidelines
IND130 – Adopt and implement effective workplace policies and programmes to prevent the spread of HIV, discrimination and stigmatization of people living with and vulnerable to HIV in selected economic sectors	IND125 – Social protection progressively extended, particularly in the context of informalization	Outcome 08 – HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic	8.2 Number of member States where tripartite constituents, with ILO support, take significant action to implement HIV/AIDS programmes at workplaces
IND151 – Policy framework is strengthened for elimination of child labour	IND150 – Unacceptable forms of work progressively eliminated	Outcome 16 – Child labour: Child labour is eliminated, with priority being given to the worst	16.1. Number of member States in which constituents, with ILO support,

CPO	India country priority	Operational outcome links (SF outcomes)	Indicator links
IND152 – Policy framework is strengthened for reducing vulnerability to bondage	IND150 - Unacceptable forms of work progressively eliminated	Outcome 15 - Forced Labour: Forced labour is eliminated	take significant policy and programme actions to eliminate child labour in line with ILO Conventions and Recommendations 15.1. Number of member States in which constituents, with ILO support, implement specific policies, programmes or actions leading to improved application of Conventions, principles and rights on the elimination of forced labour
IND801 – Strengthened institutional capacity of employers' organizations	IND800 – Strong and representative employers' and workers' organizations influencing economic, social and governance policies	Outcome 09 – Employers' organizations: Employers have strong, independent and representative organizations	9.2 Number of national employers' organizations that, with ILO support, create or significantly strengthen services to respond to the needs of existing and potential members
IND802 – Strengthened institutional capacity of workers' organizations	IND800 – Strong and representative employers' and workers' organizations influencing economic, social and governance policies	Outcome 10 – Workers' organizations: Workers have strong, independent and representative organizations	10.2 Number of workers' organizations that, with ILO support, achieve greater respect for fundamental workers' rights and international labour standards through their participation in policy discussions at national, regional or international levels
IND826 – Strengthened capacity of member States to ratify and apply international labour standards and to fulfil	IND825 – Ratification and application of international labour standards	Outcome 18 – International labour standards: International labour standards are	18.1 Number of member States that, with ILO support, take action to apply international labour

CPO	India country priority	Operational outcome links (SF outcomes)	Indicator links
their reporting obligations		ratified and applied	standards, in particular in response to issues raised by the supervisory bodies
IND901 – Labour administrations apply up-to-date labour legislation and provide effective services and strengthened labour inspection system in India in line with international labour standards.	IND900 – Other areas of work	Outcome 11 - Labour administration and labour law: Labour administrations apply up-to-date labour legislation and provide effective services	11.2. Number of member States that, with ILO support, strengthen their labour inspection system in line with international labour standards.

Annex 7. Case Studies Volume 2.

<http://www.ilo.org/eval/Evaluationreports/Countryprogramme/lang--en/index.htm>



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