

Baseline Study of UN Women's Anti-Human Trafficking Programme

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United Nations Entity for Gender Equality
and the Empowerment of Women

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Abbreviations

AHTU	Anti Human Trafficking Unit
ASHA	Accredited Social Health Activist
ASTEC	Action Against Trafficking and Sexual Exploitation of Children
AWW	Anganwadi Worker
BDO	Block Development Officer
CBATN	Cross Border Anti Trafficking Network
CBOs	Community Based Organizations
CECODECON	Centre for Community Economics and Development Consultants Society
CID	Criminal Investigation Department
COAs	Centres of Action
CRSs	Civil Registration Systems
DLO	District Labour Office
DRDA	District Rural Development Agency
DSW	Department of Social Work
DSWO	District Social Welfare Officer
DWCD	Department of Women and Child Development
EWRs	Elected Women Representatives
IEC	Information, Education and Communication
IG Police	Inspector General of Police
IPS	Indian Police Service
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
NGO	Non Governmental Organization
PRI	Panchayati Raj Institution
SERP	Society for Elimination of Rural Poverty
SGSY	Swarnajayanti Gram Swarozgar Yojana
SHGs	Self Help Groups
SIRD	State Institute of Rural Development
ToR	Terms of Reference
VAW	Violence Against Women
WCD	Ministry of Women and Child Development

Executive Summary

UN Women's Anti-Human Trafficking Programme is being implemented in six *panchayats* across six states of India viz. Andhra Pradesh, Bihar, Jharkhand, West Bengal, Odisha, and Rajasthan. It aims to reduce the number of internally trafficked women and children through the enhancement of Government protection and prevention mechanisms that focus on source areas, as well as through community action and participation. The Programme is a pilot initiative to address the issue of trafficking of women and girls at the source level through involvement of local governance at the *panchayat* level.

A baseline assessment of Programme indicators using a Quasi-experimental design was undertaken in 2012 with a Project sample from the target *panchayats* and a Comparison sample from a control *panchayat*. Primary data was collected from a sample of 891 and 330 households in Project *panchayats* and Comparison *panchayat* respectively across the states. Qualitative responses from 123 individual women and 21 women groups in Project *panchayats*, and 46 individual women and 9 women groups in Comparison *panchayat* across the states were also elicited through semi-structured interviews. Other stakeholders like PRI representatives, frontline workers and community opinion leaders were also interviewed. Overall, 28 such respondents were interviewed from Project *panchayats* and 10 from Comparison *panchayats*. Further, state, district and block level officials were also interviewed in the course of the study. NGOs and CBOs working on women's issues at the project sites were also interviewed.

The assessment exercises probe on two key outcomes of the Programme and their subsequent outcomes, viz.:

1. Women and Girls' vulnerability to trafficking reduced in the 6 project areas
 - 1.1 Women and girls have shared learning and enhanced their awareness about trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.
 - 1.2 Enhanced awareness of community members on trafficking, VAW and the gender-power relations.

1.3 Livelihood opportunities provided to women and girls vulnerable to trafficking.

1.4 Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.

1.5 Vigilance committees established and functioning to prevent trafficking of women and girls.

2. Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls

2.1 The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through gender analysis of programmes.

2.2 Capacities of the six *panchayats* for integrating gender and trafficking concerns in their accountability systems enhanced.

2.3 Capacities of justice systems to address gender based violence and trafficking enhanced.

2.4 Lessons learned and community based interventions documented and shared at the local, national and regional level.

At the household survey and women in-depth interview level, the assessment probed the following- level of awareness of risk factors; knowledge of rights and legal protection against trafficking and unsafe migration; factors perpetuating trafficking at source; socio-economic determinants of vulnerability; first-hand account of gender dimensions; and trafficking processes and modalities. Existing community gender norms; awareness on trafficking issues and attitudes; and scope of public administration in prevention were probed through interactions with decision-makers, PRI representatives and frontline workers. At the level of civil society including NGOs, CBOs, and academic and social development fraternity, a probe was made into contextual aspects of women's vulnerability to trafficking; and existing interventions including challenges and opportunities. Further, through interviews with state, district and block level officials, aspects of policy coverage and regulatory mechanism against trafficking of women and children; local level spread; and institutional challenges and opportunities with reference to trafficking prevention were probed.

Findings of the Baseline Study:

Outcome- wise key findings of the assessment are provided below. These are explained in greater detail in the forthcoming chapters of this report.

Outcome 1: Women and Girls' vulnerability to trafficking reduced in the 6 project areas

Output 1.1: Enhanced awareness of community members on trafficking, VAW, and gender power relations.

- There is awareness about trafficking as a substantial risk but no control over the problem both from a societal and systemic point of view.
- There is awareness about migration risks including trafficking, but people are ready to take the risks because of desperate economic situations.
- Missing cases are not talked about. There is little awareness on the problem and action taken.
- Gender differences in terms of gender power equations on decision making, education, VAW, and marriage exist among the respondent generation. Respondents, however, emphasized that they were attempting to change the present scenario in the lives of their children by educating their daughters and not getting them married before the age of 18.

Output 1.2: Women and girls have shared learning and enhanced awareness about trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.

- Women's participation in local governance is extremely limited and women's issues not discussed at the *panchayat* level.
- Limited role of women in decision making in the household and community because of inequitable social construct.
- There is greater awareness about educating girls.
- The only platforms available to women for shared learning are SHGs, wherever operational. However, realistically SHGs function only as a platform for savings and money lending.

Output 1.3: Livelihood opportunities provided to women and girls vulnerable to trafficking.

- Migration among women is primarily because of poverty, marriage prospects, and better

employment opportunities.

- If better livelihood and employment options are available within the *panchayat*, people will prefer not to migrate.
- Safety nets like MGNREGA are available but not adequate.
- SHGs, wherever active, are involved primarily in money lending and not income generation activities.

Output 1.4: Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.

- No existing partnerships with agricultural universities in the country for livelihood promotion and reduction of vulnerability of women and girls.
- UN Women has formalized partnerships with State Institute of Rural Development, Odisha and State Commission for Women, Jharkhand.

Output 1.5: Vigilance committees established and functioning to prevent trafficking of women and girls.

- No vigilance mechanism available at the local level against trafficking.
- Prevention of trafficking is considered as a responsibility of the police department, which has its own constraints in dealing with this highly organized and deep rooted crime network.

Outcome 2: Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls

2.1. The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through gender analysis of programmes.

- As part of the community, PRI representatives were aware of both gender inequitable social norms and migration related issues of women. However, use of this awareness in the gender analysis of *panchayat* level interventions was missing.
- No instances of Gender Responsive Budgeting were reported. However, respondents from West Bengal, Andhra Pradesh, and Odisha stated vaguely that 20- 30percent of *panchayat* funds were allocated for economically disadvantaged women.

2.2. Capacities of the six *panchayats* for integrating gender and trafficking concerns into their accountability systems enhanced.

- PRI representatives and frontline workers were not well sensitized to identify; and were not well equipped to help combat illegal migration and trafficking.
- PRIs were reportedly aware of the risks associated with migration, but absence of a holistic approach in collaboration with the community was noted to be a major factor for failure of protection of the rights of women and girls.
- Women's vulnerability was especially higher within the village, since no tracking mechanisms had been set up.
- Lack of specific responsibility at the *panchayat* level to address the issue of trafficking led to the onus being passed on to other departments like the Police and Social Welfare Department.
- It is important that prevention of trafficking be mandated at the *panchayat* level, and the role of all departments in the prevention of trafficking be clearly defined for greater overall accountability.

2.3. Capacities of justice systems to address gender based violence and trafficking enhanced.

- Across all the states, officials from varied departments provided insights on issues related to trafficking and combat mechanisms for the same. However, no streamlined approach was noted during the interaction.
- Despite the presence of AHTUs (Anti-Human Trafficking Unit) in all states, no active preparedness was noticed either at the policy level or at the department level.
- Although legislations like the Immoral Trafficking (Prevention) Act, 1986 and interventions like setting up of AHTUs do exist to help prevent trafficking; poor implementation, lack of convergence among state level departments, and absence of vision vitiate prevention of trafficking.

2.4: Lessons learned and community based interventions documented and shared at the local, national and regional level.

- The Programme sites have been selected on the basis of a vulnerability mapping study conducted by Dr. Mondira Dutta.
- An agency has been contracted for the video documentation of different existing models for community based prevention.

Recommendations for the Programme:

In view of these findings, the following emerged as key recommendations towards achievement of the two outcomes of the Anti-Human Trafficking Programme:

- ▶ Poor economic conditions are at the root of women and girls' vulnerability to migration risks including trafficking. Provision of sustainable livelihood opportunities to women is critical for the success of the Programme. This may be seen both in terms of skill development towards vocations like handicraft making, sewing, and embroidery among others; and in terms of developing appropriate market linkages for income generation and benefits to accrue.
- ▶ It was noticed that while people were aware of the phenomenon of trafficking and the higher risks of trafficking for women and girls, there still remained an urgent need for psychosocial change in order for communities to accept trafficking as a pressing social problem. It is imperative to have communities acknowledge the problem of trafficking as one of their own and to reinforce information on legal provisions incriminating traffickers. Both acceptance and awareness must go hand in hand for effective prevention as well as overcoming higher vulnerability of women and girls to trafficking.
- ▶ The Programme found gender inequities among the respondent groups with regards to perception of women and girls' sense of agency and empowerment. The Programme therefore will have to set out objectives of realizing psychosocial change, capacity development, and sense of empowerment among the respondent generation to have better decision making powers governing their own lives as well as the lives of their daughters. These objectives shall be met among other measures through providing avenues to the respondents for earning and managing livelihoods introduced through the Programme.
- ▶ Since existing platforms in the form of SHGs facilitating psychosocial empowerment and capacity development of the women and girls were lacking, it is recommended that the platforms be strengthened through capacity building, and providing awareness and empowerment on aspects of vulnerabilities like inequitable gender power relations and domestic violence. Since women groups are already organized into SHGs, these groups can act as an effective platform for Programme intervention and be further strengthened through capacity building exercises.

- ▶ Among the Government departments and local governance set-up, although trafficking is regarded as a serious human and social problem; it is largely relegated to the law and order concern. It is therefore imperative for the success of the Programme that prevention of trafficking be advocated at all levels of the Government. So far the Government schemes like SABLA and SGSY provide limited mandates in scope for prevention of trafficking. Consequently, focused preventive schemes should be

mandated especially concerning the highly risk-prone and vulnerable sites where the Programme has been conducted.

- ▶ Civil registration systems are required to be set up in all Programme sites for effective tracking and monitoring of migration. Currently no systems exist at any level of local governance for the same. Building capacities of PRIs on data recording and management are requisite for the success of the Programme.

Chapter 1 - Background

The United Nations Convention against Transnational Organized Crime (2000) defines Human Trafficking as *“the recruitment, transportation, transfer, harboring or receipt of persons by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or service, slavery or practices similar to slavery, servitude or the removal of organs.”*¹

There is a difference between trafficking, smuggling, and illegal migration. Illegal migration is a crime involving the procurement for financial or other material benefit of illegal entry of a person into a state of which that person is not a national or resident. The main difference between smuggling and trafficking is that, first, the smuggling of migrants, while often undertaken in dangerous or degrading conditions, involves migrants who have consented to the smuggling. Trafficking victims, on the other hand, have either never consented or, if they had initially consented, that consent has been rendered meaningless by the coercive, deceptive or abusive actions of the traffickers. Second, smuggling ends with the migrants' arrival at their destination, whereas trafficking involves the ongoing exploitation of the victim in some manner or the other to generate illicit profits for the traffickers. Third, smuggling is always transnational, whereas trafficking may or may not be.¹

Globally, it is estimated that more than 20.9 million people are affected by human trafficking and forced labor.² India is a source, destination, and transit country for men, women, and children who are subjected to forced labor and sex trafficking. 90 percent of trafficking,

however, takes place within the national borders. A large majority of the victims belongs to lowest social classes and marginalized society groups.³ Human trafficking is largely a hidden crime and only a small number of the victims have access to justice. On a global scale, only 42,291 victims of human trafficking were officially registered in 2011, for which 7,909 cases were prosecuted and 3,969 convicted.⁴

A large majority of the victims of human trafficking in India are women and children among whom the Girl child is at a higher risk of being trafficked. Trafficking of the girls is often a result of structural gender inequalities and marginalization, making them easy targets for forced labor, sexual exploitation, organ trade, or other crimes and servitude. It is estimated that up to one million women and children are affected by sex trade in India. This number rises by around 200 new victims every day. Around 80 percent of the women and children affected by sex trade are being trafficked.⁵ Although the Indian Government has made concerted efforts to address this problem through introducing legislations like the Immoral Trafficking (Prevention) Act 1986, the source of the problem remains intact. Until date, there is a lack of preventive measures, especially at local level. Economic marginalization of potential victims further aggravates the vulnerability of being trafficked.

Introduction to UN Women's Anti-Human Trafficking Programme

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Programme on Anti-Human Trafficking aims to reduce the number of internally trafficked women and children through enhancement of Government protection and prevention mechanisms that focus on source areas, as well as through community action and participation. The Programme is a pilot initiative to address the issue of trafficking of women and girls at the source level through the involvement of local governance at *Panchayat* level.

¹ <http://www.unodc.org/southerncone/en/trafico-de-pessoas/index.html>

² ILO (2012). *Global Estimate of Forced Labour*. Geneva: ILO. *The figures do not include trafficking for the removal of organs or for forced marriage/adoption unless the latter practices lead to a situation of forced labor or service.*

³ US Department of State (2012). *2012 Trafficking in Persons Report*. Washington DC: Department of State.

⁴ Ibid.

⁵ HDRN & UNDP (2009). *Not her real name... Reporting Trafficking in Persons – A Media Handbook*. New Delhi: HDRN.

Theory of Change

In keeping with the aforesaid objectives, UN Women's Anti- Human Trafficking Programme is based on the following Theory of Change,⁶ which provides a foundation to the Programme inputs, activities, as

well as envisaged outputs and outcomes.

The Theory of Change is based on the following premise of the Programme:

Current Situation	Strategies of the programme		Outcome	Goal
<p>Structural gender inequalities and marginalization</p> <p>Vulnerability to forced labor, sexual exploitation, organ trade or other crimes and servitude</p> <p>Traditional vocational trainings have often not led to sustainable livelihoods for women in rural areas</p> <p>Biggest supply states include Andhra Pradesh, Bihar, West Bengal, Odisha and Rajasthan</p> <p>Lack of attention to changes in societal attitudes Lack of attention to changes in societal attitudes</p> <p>Lack of Preventive initiatives that engage the local governance and administration</p>	Capacity Development at Individual Level- Capacity Enhancement of women and girls vulnerable to trafficking	COAs will train women and girls in life skills and on rights and entitlements. Training women and girls in legal awareness and bring in dialogue with the justice systems Creating tie-ups between vulnerable women and girls; and local entrepreneurs, agricultural universities, corporate houses and financial institutions	<p>Women and girls vulnerability to trafficking is reduced in the six Project area</p> <p>Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls</p>	<p>Reduction in the number of internally trafficked women and children through the enhancement of Government protection and prevention mechanisms that focus on source areas, as well as through community action and participation</p>
	Promoting public-private partnerships	Programme activities to include apprenticeships and exposure visits for young girls to reflect on their goals and to explore their future options. This will include tie-ups with and leveraging technical support of agricultural universities, local entrepreneurs, corporate houses and financial institutions for conducting trainings on technical know-how and innovative project development.		
	Evidence based programming – project implemented as operational research	The project sites were chosen on the basis of a Vulnerability Mapping study and the status of Anti-trafficking interventions. Documentation of community vigilance and community policing against human-trafficking in the project areas A research study on the status of the survivors in the process of their re-integration in the source areas, will be commissioned under the programme. Empirical analyses to record changed attitudes of communities towards women and girls vulnerable to and survivors of trafficking during the course of the project		
	Capacity Development at Community Level- Working with the community	Generating discussions that deal with poverty and trafficking as well as question societal stereotypes that make women vulnerable to be trafficked. Engaging local experts e.g. from the district rural development agencies and Extension Training Centres (ETCs) for thorough understanding of local contexts for all core activities of the programme		
	Capacity Development at Community Level- Working with the community	Forge collaboration with other stakeholders and build their capacities for effective awareness on safe migration with NGO partners in the local areas, local self governments (PRI) community/religious leaders and women's groups (vigilance committees). Replicating initiatives which have been adopted successfully elsewhere will be used– eg.issuing of photo identification		
	Capacity Development at Institutional Level- Strengthening the Government's efforts at the local level	Partnering with the National Commission for Women to encourage national and state governments to take up their responsibility in preventing trafficking and assisting victims. Working with the Ministry of Women and Child development to work on using the STEP scheme in conjunction with UN Women's efforts with this programme.		
	Using convergence for greater impact	The programme activities will seek to capacitate the field level functionaries of the five line departments at the village level (Panchayat Secretary; Village Revenue Officer; Auxiliary Nurse Midwife; Watershed Team Member; Primary School Teacher); and other government functionaries who operate at the village level. The programme will also link up with administrative training centres which have previously conducted training for the Joint UN Convergence Programme.		
	Scaling up the impact: advocacy at the national and regional level	Learnings gained at the local level will however be shared with critical stakeholders both at the national and regional level alike. Other advocacy efforts with the government's ministries and departments. Lessons learnt from the programme will be shared with other crucial anti trafficking stakeholders of the SAARC countries		

⁶ Anti-trafficking PRODOC- India- Implemented by UN Women SASRO

1. When women and girls in the targeted communities have;
 - ▶ sustainable livelihood opportunities,
 - ▶ a strong sense of empowerment,
 - ▶ the capacity to assess their trafficking risks through self awareness and knowledge; They will be better equipped to avoid becoming victims of trafficking.
2. When the local governments have developed increased capacity and structure to strengthen the CRSs, and when they have the ability to support groups of young women to generate substantial incomes, the systemic reasons for trafficking will be diminished. In that, this Programme seeks to revive justice systems under the Nyayalaya Bill, through strengthening the hands of the communities as they work to combat traffickers.
3. Governments will be better equipped to ensure that women and girls have comprehensive protection by;
 - ▶ promoting the convergence of Government programmes through building the capacities of local government functionaries,
 - ▶ using existing Government resources to create COAs to prevent trafficking in the source areas, and;
 - ▶ advocating for the scaling up of the model of trafficking prevention through engaging with policy makers and planners at various stages of the Programme implementation.

Through the implementation of this Programme, women and girls will have an increased understanding of potential vulnerabilities and better protections as a result of local governments, legal, and community level changes. Consequently, the resultant change will be a decrease in the rate of trafficked women and girls from the source regions. With the broad intention of effecting preventive intervention at the source level and creating an enabling environment against trafficking of women and girls, the Programme has defined two main outcomes and nine outputs therein, as exhibited in the table below.

Table 1 Outcomes and Outputs of the AHT Programme

Outcome 1	Outcome 2
Women and Girls' vulnerability to trafficking reduced in the 6 project areas	Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls
Outputs	Outputs
<p>1.1 Women and girls have shared learning and enhanced their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.</p> <p>1.2 Enhanced awareness of community members on trafficking, VAW and the gender-power relations.</p> <p>1.3 Livelihood opportunities provided for women and girls vulnerable to trafficking.</p> <p>1.4 Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.</p> <p>1.5 Vigilance committees established and functioning to prevent trafficking of women and girls.</p>	<p>2.1 The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through gender analysis of programmes.</p> <p>2.2 Capacities of the six <i>panchayats</i> for integrating gender and trafficking concerns in their accountability systems enhanced.</p> <p>2.3 Capacities of justice systems to address gender based violence and trafficking enhanced.</p> <p>2.4 Lessons learned and community based interventions documented and shared at the local, national and regional level.</p>

The areas of operation of the Programme are *panchayats* in the six states of India, namely Andhra Pradesh, Bihar, Jharkhand, *Odisha*, Rajasthan, and West Bengal.

The Program is being implemented by six different NGO partners in the six states on the following specific project sites:

Table 2 Programme Partners

State	NGO Partner	District	Panchayat
West Bengal	Sanlaap	South 24 Parganas	Gopalgunj
Andhra Pradesh	AID India	Chittoor	Piler
Bihar	Jan Jagran Sansthan	Gaya	Jamuawan
Jharkhand	FXB Suraksha	Ranchi	Hurua
Odisha	Cross Border Anti Trafficking Network (CBATN)	Nayagarh	Ranpur
Rajasthan	Centre for Community Economics and Development Consultants Society (CECODECON)	Jaipur	Kothkhawada
National Level Partners			
1. State Institute of Rural Development, Odisha			
2. State Commission for Women, Jharkhand			
3. The Communication Hub			

Programme Strategies

The UN Women's Anti-Human Trafficking Programme is based on the principles of human rights; and it is envisioned that all Programme activities will be based on the cross-cutting human rights principles of participation & access to information, access and control over development resources as entitlements, non-discrimination, gender equality, and access to remedy.

The Programme takes a five-pronged strategy to ensure meeting the aforementioned principles:

- ▶ Evidence based programming – project implemented as operational research
 - The project sites have been chosen on the basis of a Vulnerability Mapping study and

the status of anti-trafficking interventions.

- Documentation of community vigilance and community policing against human trafficking in the project areas.
- A research study on the status of survivors on way of their re-integration into the source areas will be commissioned under the Programme.
- Empirical analyses to record changed attitudes of communities towards the women and girls vulnerable to trafficking and survivors of trafficking will be conducted during the course of the Programme.

- Capacity Development will work at the following three levels:

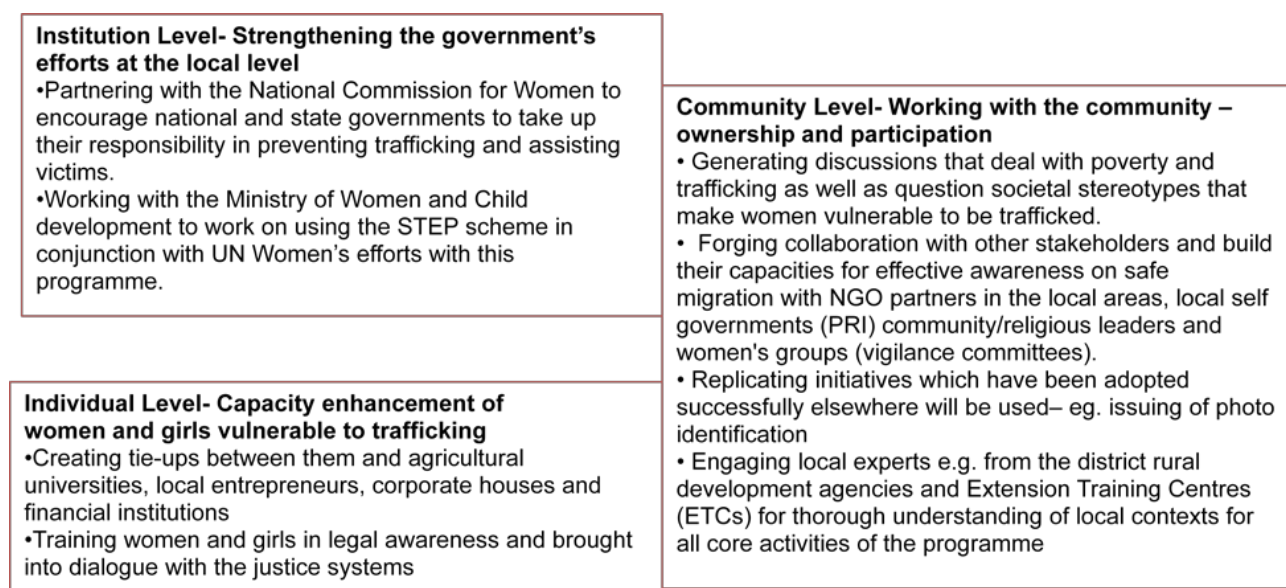


Figure 2AHT Programme Strategy on Capacity Development

- Promoting public-private partnerships
 - Programme activities to include apprenticeships and exposure visits for young girls to reflect on their goals and to explore their future options.
 - This will include tie-ups with as well as leveraging technical support of agricultural universities, local entrepreneurs, corporate houses, and financial institutions for conducting trainings on technical know-how and innovative project development- to enable groups of women to exercise their right to use of common property resources.
- Using convergence for greater impact
 - The Programme activities will seek to build and strengthen capacity of the field level functionaries of the five line departments at the village level (*Panchayat* Secretary; Village Revenue Officer; Auxiliary Nurse Midwife; Watershed Team Member; Primary School Teacher); and other government functionaries who operate at the village level, i.e. the *Anganwadi* Worker, the Community Coordinator for SHGs, the Field Assistant – National Rural Employment Guarantee Scheme (MNREGS), the *Prerak* and ASHA Worker.
 - The Programme will also link up with administrative training centres which have previously conducted training for the Joint UN Convergence programme.
- Scaling up the impact: Advocacy at the national and regional level
 - Learnings gained at the local level will be shared with critical stakeholders both at the national and regional level.

- Other advocacy efforts with the Government's ministries and departments will be geared towards –
 - (i) ensuring adequate availability of Government infrastructure on Anti Trafficking prevention and rehabilitation in the source areas by reducing poverty and women's human rights violations and locating protection homes, half way homes, and shelter homes in the rural areas;
 - (ii) enlisting construction of such protection homes, half way homes, and shelter homes on the list of permissible works under the MGNREGA,
 - (iii) ensuring allocation of job-cards under the MGNREGA as an integral part of the assistance extended to survivors of trafficking in the course of their restoration and rehabilitation and;
 - (iv) ensuring that trafficked persons are not prosecuted for violations of immigration laws or for the activities they are involved in – such as soliciting – as a direct consequence of their situation as a trafficked person.
- Lessons learnt from the Programme will be shared with other crucial Anti Trafficking stakeholders of the SAARC countries in regional seminars.

Rationale for the Study

Monitoring and evaluation for the AHT Program includes the collection of baseline data, a mid-term evaluation, and a final evaluation to assess the outcomes of the Programme.

This study is conducted to collect baseline data on evaluation indicators for the mid-term review and final evaluation of the Programme. This will help to

get a deeper understanding of the status quo of the project areas with regard to human trafficking and vulnerability of women and girls. Primary data for all indicators in the Programme log frame have been collected and assessed.

The specific objectives for baseline evaluation are:

1. Collect data on log frame indicators.
2. Outcome and output level assessment of the current situation.
3. Validate Theory of Change and make recommendations for Programme strategies.

The following chapters will elicit the methodology undertaken to carry out the baseline study and the findings of the same. It will further critically relook at the Programme Theory of Change and strategies to provide feedback on the same with respect to the Programme aspects.

About the Report

Chapter 1 gives a background on UN Women's Anti-Human Trafficking Programme and an introduction to the baseline study. Chapter 2 details the methodology undertaken towards the Baseline Study. Chapter 3 provides baseline findings and analysis on the two Programme outcomes for the states of West Bengal, Odisha, Bihar, Jharkhand, and Andhra Pradesh. Chapter 4 provides baseline findings and analysis for the state of Rajasthan. Chapter 5 analyses the Programme Theory of Change with respect to baseline observations on key Programme aspects. Lastly, all study related documents like the ToR, study tools, data collection log, and evaluation framework; are provided as Annexure to the report.

Chapter 2 - Methodology

As mentioned in the ToR, through this study a baseline is being developed on Programme log frame indicators, to monitor and finally evaluate the Anti-Human Trafficking Programme of UN Women. This will also help in exploring possible interventions for making results of the Programme sustainable in the long run, if any.

Below is the evaluation framework which includes the evaluation criteria, indicators, and questions that will act as a reference for development of the baseline.

From a Results Based Evaluation perspective, the Programme Inputs, Activities, Outputs, and eventual Outcomes will be mapped against overall objectives and intended impact on Individuals

(beneficiaries), Organizations (Local Governance Institutions, CBOs, implementing partners etc.), and towards creation of an Enabling Environment of reduced vulnerability of women and girls against trafficking. Programme Relevance, Effectiveness, Efficiency, Results, and Sustainability will be evaluated against this framework on the basis of indicators outlined against each of them.

The illustration below depicts our analytical lens in view of the evaluation criteria on which a detailed Evaluation Framework has been developed. It defines the evaluation criteria of Relevance, Effectiveness, Efficiency, Results, and Sustainability in the context of the Anti-Human Trafficking Programme.

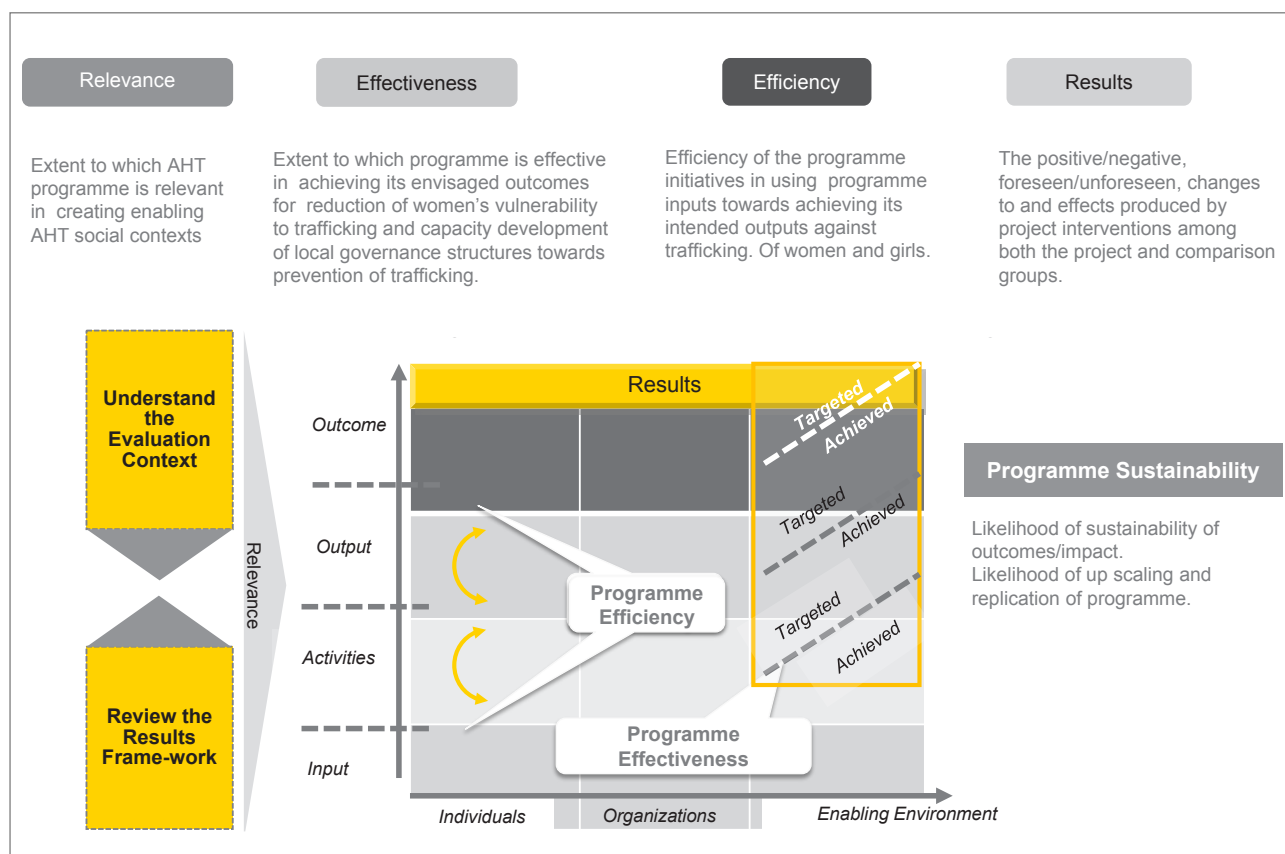


Figure 3 Evaluation Framework

A detailed Evaluation Framework based on this illustration is provided as Annexure 2 of this document. This framework narrows down the indicators, possible sources of information, key partners, and stakeholders to be interviewed; and possible tools to be used for collection of information on the indicators developed.

The baseline evaluation examines the current status on the stated outputs and outcomes of the Programme. The findings of the study will help to structure the interventions of the Programme and will be used in the mid-term and final evaluation of the same.

Based on this Evaluation Framework, the methodology for conducting the baseline study is elicited through a four-phased exercise, viz.:

1. Literature Review

The literature review was undertaken in order to gain a comprehensive understanding of the issue of human trafficking in India, as well as to understand the details of the assignment and the evaluation context. An initial set of documents were made available by UN Women that has been instrumental in the planning of the baseline development. These included:

- ▶ UN Women Programme Document
- ▶ Programme Proposals by three shortlisted NGOs
- ▶ Vulnerability Mapping Report

In addition to this, sources available on the public domain were referred to. Where found available and reliable, the data from these sources⁷ have been used for development of the Evaluation Framework indicators and study tools.

2. Sample Selection

For the baseline study, a Quasi-experimental Design was used for selecting the sample for the *panchayat* level data collection; wherein a project sample was identified and subsequently a smaller comparison sample was created. Sampled households in Project and Comparison sites were selected based on the same criteria.

- Project sample: belonging to the villages which will be/ have been exposed to the intervention.

- Comparison sample: A set of villages which will not be/ have not been exposed to the intervention.

The Project sample was setup to ensure that the results obtained are statistically significant at a 95 percent confidence level and maintain a 7.5 percent confidence interval. Similarly, the Comparison sample was setup to ensure that the results obtained are statistically significant at a 95 percent confidence level and maintain a 12.5 percent confidence interval. This is because statistically, comparison group is always smaller than the sample group. At a 12.5 percent interval, the Comparison sample data will only be used for benchmarking and a rough comparison with the Project sample. This is an internationally accepted trend with quasi experimental designs.

From the Project sample, a 20 percent sample was taken in order to collect more detailed information through in-depth interviews. Structured in-depth interviews were conducted with vulnerable women/ girls to provide a holistic understanding of the interviewees' point of view on the situation as the target beneficiary group of the Programme. Also, semi-structured interviews were conducted with community decision makers, PRIs, civil society, Government institutions, and other international organizations which were state specific and context specific and thus may have a differential approach.

Since sampling was an important aspect of the baseline, it has been explained in greater details, using the example of Bihar.

In a first step, the number of households in a particular village is estimated. Since the Census 2001 provides data up to *panchayat* level only, the number of households is derived by dividing the total number of households in a *panchayat* by the number of villages in the *panchayat*. Using the example of Wazirganj, we estimated a total number of approximately 192 households per village. As 11 villages were selected as project area in the given *panchayat*, the total number of households that are part of the Programme is approximately 2,110.

Given that the sample size already fulfills the criterion of being statistically large, the sample size is calculated using the formula '*n tends towards infinity*'. Therefore, any increase in the number of households since 2001 did not have an impact on the sample size.

⁷ References provided as Annexure 5 of this document.

Table 3 Sampling: Population Size Estimation

Population Size Estimation		
1	Number of Households in Wazirganj	26,474
2	Number of Villages in Wazirganj	138
3	Average Number of Households in a Village (1 Divided by 2)	192
4	Number of Villages Selected by NGO/Villages in the Selected <i>Panchayat</i>	11
5	Total Number of Households (3 Multiplied by 4)	2,110

The sample size was calculated using the total number of households in the 11 Project villages of at least 2,110. For a 7.5 percent interval for the Project group and a 12.5 percent interval for the Comparison group, the size of the sample is 158 and 60, respectively.

Table 4 Sampling: Confidence Intervals

	95% Confidence Level		
Project Group Sample Size	5 percent Interval	7.5 percent Interval	10 percent Interval
	325	158	92
Comparison Group Sample Size	7.5 percent Interval	10 percent Interval	12.5 percent Interval
	158	92	60

To estimate the number of households in one village, we then divide this number by those 11 (i.e. the number of villages in the panchayat). It must be taken into account that for this figure, it was assumed that the total number of households per village is approximately the same. Furthermore, the sample survey is conducted across a selection of the 11 villages.

For the purpose of this study we have conducted the survey in 30 percent of the project villages subjected to a maximum cap of 4 in every panchayat.

Table 5 Sampling: Village Level Sample Size Estimation

Village Level Sample Size Estimation		
1	Overall Sample Size	158
2	Number of Villages in the Sample (30percent subjected to a max. cap of 4)	4
3	Sample Size for each Village (1 Divided by 2)	Approx. 40

Given the Quasi-experimental design of the study and the fact that the study wishes to incorporate no biased notions when it comes to sample selections; the respondents to the questionnaire were selected randomly.

Apart from the households, the following stakeholders were included in the baseline development. In a joint meeting with the UN Women team, these stakeholders were decided to be the most significant given the context of the Programme. Since the Programme aims at working towards reducing women's vulnerability to trafficking, women and girls form a critical respondent group. Further, since the Programme looks at enhancing local governance and community capacities towards prevention of trafficking of women and girls; community representatives like PRI representatives, frontline workers, and decision-makers were considered a crucial group. Further, for a thorough understanding of vulnerability and prevention contexts in the Programme areas, NGOs, CBOs, academic and social development institutions, and institutions like the Police, Department of Women & Child Welfare, and Child Rights Committee etc. were deemed significant stakeholders. These were identified at the state, district and block level. Given the limited timeframe of the study, 3-4 stakeholders from this category were interviewed in each project area subject to availability.

The sample of vulnerable women/girls was taken as a percentage of the households covered in the household survey. The current study has been conducted using a mixed-methodology that draws inferences using both quantitative and qualitative responses. In this regard there is no hard and fast rule for the sample/number of qualitative responses that need to be used while developing the analysis plan. However, the thumb rule is that the number of qualitative responses is inversely related to the depth of knowledge/insights that the study seeks from the qualitative questionnaires. In studies similar to ours, the number of qualitative questionnaires usually varies from 6-24. In the context of the current Programme, data has been collected from an intervention group as well as from a control group. The sample size (quantitative) for both is 160 and 60 respectively. Because the number of quantitative samples varies between the intervention and control groups, it is advised that the number of qualitative samples should vary as well.

As a result, the qualitative sample size has been determined as a percentage of the quantitative sample size rather than being a random absolute number. This percentage has been affixed at 20 percent resulting in a qualitative sample size of 12 - 32; which is a range that is greater than that suggested in existing literature (6 - 24).

Table 6 Sampling: Other Stakeholders

Stakeholder	Proposed Sample
Vulnerable women /girls*	**20 percent in every panchayat
Community- Decision-makers, PRI Representatives/frontline workers	At least 3 - 4 in every panchayat
Civil Society- NGOs, CBOs, Academic and Social Development Institutions	3 - 4 in every district
Institutions- Police, Dept. of Women & Child Welfare, Child Rights Committee, others	Source Level- Police and state level representatives of the proposed departments
<p>* With vulnerable women/girls as stakeholders, the qualitative data was collected from a lady in the households with girls under the age of 18 years.</p> <p>** Sample justification: Qualitative samples were selected as 20percent of the sample population for the household surveys.</p>	

Accordingly, the table below illustrates the sample size covered for both qualitative and quantitative data collection for baseline development.

Table 7 Sampling: Quantitative and Qualitative Sample Size across respondents and study sites.

West Bengal	
Project panchayat	Gopalganj
Household Survey	159
In-depth Interviews	32
Group Discussion	0
PRI's	7
Comparison panchayat	Deulbari
Household Survey	60
In-depth Interviews	12
Group Discussion	0
PRI's	2
Andhra Pradesh	
Project panchayat	Piler
Household Survey	180
In-depth Interviews	19
Group Discussion	4
PRI's	2
Comparison panchayat	Thalpula
Household Survey	40
In-depth Interviews	6
Group Discussion	2
PRI's	1
Bihar	
Project panchayat	Jamuanwan
Household Survey	160
In-depth Interviews	20
Group Discussion	4
PRI's	6
Comparison panchayat	Kari
Household Survey	60
In-depth Interviews	8
Group Discussion	2
PRI's	2
Odisha	
Project panchayat	Ranpur
Household Survey	160
In-depth Interviews	20
Group Discussion	4
PRI's	5

Comparison panchayat	Narshimapur
Household Survey	60
In-depth Interviews	8
Group Discussion	2
PRI's	2
Rajasthan⁸	
Project panchayat	Kothgawda
Household Survey	91
In-depth Interviews	13
Group Discussion	1
PRI's	3
Comparison panchayat	Phagi
Household Survey	30
In-depth Interviews	4
Group Discussion	1
PRI's	1
Jharkhand	
Project panchayat	Hurua
Household Survey	160
In-depth Interviews	19
Group Discussion	4
PRI's	5
Comparison panchayat	Hardag
Household Survey	60
In-depth Interviews	80
Group Discussion	2
PRI's	2

Therefore, the baseline for UN Women's Anti-Human Trafficking Programme is developed with information from 891 households from the Project *panchayats*; and 330 households from the Comparison *panchayats* across states. Further, it includes responses from 123 women and 21 women groups from Project *Panchayats*; and 46 women and 9 women groups from Comparison *panchayats* across states.

In accordance with the above mentioned sample representation, baseline data was collected in each Programme site, by engaging with the relevant stakeholders. These included, individuals (women/girls at risk), household, community

(frontline workers, PRI representatives, decision makers), and stakeholders from the external environment (Civil society, institutions, national and state level bodies).

The baseline development needs to include all socio-cultural and eco-political factors and functions that may have an impact on Programme implementation, results, and impact. Thus, it was envisioned that primary data from such a cross-section of stakeholders will feed into evaluation criteria and indicators to provide a basis for the mid-term and final evaluation of the Programme; as well as to serve as a basis for monitoring progress towards results.

⁸ The intervention in Rajasthan is focused on a specific community i.e. the Nat community within a Panchayat area. This is unlike the other study states where the interventions are planned across the intervention Panchayat geography. The community comprised in all of 91 households which were all covered in the Survey. The case of Rajasthan is elaborated further in this section; and also Chapter 4 of this report.

3.1 Thematic Probe Areas and Tools used

In keeping with the Evaluation Framework and criteria as mentioned in the section above, the baseline data collection focused on specific themes corresponding to the Programme logical framework and the eventual evaluation criteria.

The table below illustrates a mapping of topics and probe points on which the data was collected in this phase, with the evaluation criteria as explained in the previous section.

Table 8 Topics and Probe Points in Baseline Data Collection

Evaluation Criteria	Topics	Probe Points
Relevance, concept and design	<ul style="list-style-type: none"> ▶ Priorities and needs of each state/<i>Panchayat</i> ▶ Expectations of stakeholders 	<ul style="list-style-type: none"> ▶ First-hand account of gender dimensions and norms, trafficking factors, processes and modalities ▶ Awareness on trafficking issues and attitudes ▶ Vulnerability assessment ▶ Existing interventions- challenges and opportunities ▶ Scope of public administration in prevention
Effectiveness	<ul style="list-style-type: none"> ▶ Programme objectives and outcomes as per the LFA ▶ Partnership choices ▶ Use of local capacities ▶ Soundness of Programme Theory of change 	<ul style="list-style-type: none"> ▶ Policy coverage and regulatory mechanism against trafficking of women and children ▶ Local level spread, challenges and opportunities ▶ Evidence of value addition to gender equality concern ▶ Flexibility in responding to changes in program environment ▶ Pathways and factors of change stand validated through data analysis.
Efficiency	<ul style="list-style-type: none"> ▶ Partnership choices ▶ Implementation structure 	<ul style="list-style-type: none"> ▶ Policy coverage and regulatory mechanism against trafficking of women and children- spread, challenges and opportunities ▶ Scope for Revival of Nyalaya Bill ▶ Identification of risk factors and risk mitigation during program formulation
Results	<ul style="list-style-type: none"> ▶ Achievement of objectives ▶ Stakeholder involvement ▶ Impact on poverty reduction and gender empowerment and sensitivity 	<ul style="list-style-type: none"> ▶ Impact on data & information availability on level of awareness on legal protections and rights ▶ First-hand account of gender dimensions and norms, trafficking factors, processes and modalities ▶ Awareness on trafficking issues and attitudes ▶ Vulnerability assessment ▶ Existing interventions- challenges and opportunities ▶ Scope of local level vigilance ▶ Scope of public administration in prevention ▶ Impact on wider agenda of gender equality and women's socio-economic empowerment.
Sustainability	<ul style="list-style-type: none"> ▶ Sustainability considerations during program formulation ▶ Adequacy of leadership and commitment for continuing or replicating Programme 	<ul style="list-style-type: none"> ▶ Existing approach of local, state and national stakeholders on Anti-Human trafficking ▶ Adaptive and management capacities of national partners- financial and technical capacity ▶ Adaptive and management capacities of local governance structures

Based on this table, guiding tools were developed for each stakeholder group as elicited above. These were based on:

Table 9 Tools used for Baseline Data Collection

Stakeholder	Probe Areas	Tools
Households/ Families	Level of awareness of risk factors, rights and legal protection against trafficking and unsafe migration. Factors perpetuating trafficking at source, Socio-economic determinants	Survey questionnaire
Vulnerable women/girls	Level of awareness regarding risk factors, rights and legal protection against trafficking and unsafe migration. First-hand account of gender dimensions, trafficking factors, processes and modalities	In-depth interview ⁹
Community- Decision-makers, PRI Representatives	Existing gender norms, awareness on trafficking issues and attitudes, scope of public administration in prevention	Semi-structured interview
Civil Society- NGOs, CBOs, Academic and Social Development Institutions	Trafficking; vulnerability assessment; interventions-challenges and opportunities; existing program interventions	Semi-structured interview
Institutions- Police, Dept. of Women & Child Welfare, Child Rights Committee, others	Policy coverage and regulatory mechanism against trafficking of women and children- Local level spread, challenges and opportunities	Semi-structured interview

The tools used for data collection are provided as Annexure 3 to this document.

3.2 Pilot Testing

Pilot testing of the tools was done at 24 South Parganas district of West Bengal, at Gopalganj *panchayat* (one of the six Programme sites). The visit was conducted between August 18, 2012 to August 24, 2012.

As per the sampling plan, data was collected from 3 *mouzas*¹⁰ of Project *panchayat* i.e. Gopalganj; and 1 *mouza* of Comparison *panchayat* i.e. Deulbari.

Other stakeholders covered were:

- PRI representatives:
- Frontline workers
- NGO representatives
- Opinion leaders
- Block Police Station, Officer In charge
- District Social Welfare Officer

- Assistant Director, State Social Welfare Department
- Officer In charge ,Anti-Human Trafficking Division, CID

Pilot testing of tools was insightful in modifying tools and data collection technique, given the sensitive nature of the probe areas. Key observations in this regard were:

- ▶ Need to make household Survey Questionnaire more comprehensive including objective information on log frame indicators.
- ▶ To focus on subjective information answering the 'why' and 'how' of the objective data collected in the household survey; in the in-depth interview guide for women respondents.
- ▶ Given the sensitivity around the topics discussed with the women respondents, it was felt requisite to include group discussions in the data collection methodology. This was in

⁹ *Indepth interviews – It is a qualitative method of analysis which the interviewer will use to elicit information on the holistic understanding of the interviewee's point of view or situation(retrieved from <http://www.leeds.ac.uk/educol/documents/000001172.htm> on 02.08.2012).*

¹⁰ *Mouzas are local administrative divisions within a Panchayat. The Intervention Panchayat was divided into 5 mouzas.*

- keeping with observations in the pilot testing where women were more comfortable in discussing the study issues in groups.

Accordingly, with the buy-in from UN Women SASRO, data collection tools were revised and used for data collection in Programme sites in Bihar, Andhra Pradesh, Jharkhand, Odisha, and Rajasthan.

3.3 The case of Rajasthan

Programme intervention in the state of Rajasthan is unique in the sense that the interventions are focused on a specific community i.e. the Nat community within a *panchayat* area. This is unlike the other study states where the interventions are planned across the Project *panchayat* geography. Since the community is concentrated in the *panchayat*, the *panchayat* was selected for the intervention.

The Nat community is concentrated in one village of the *panchayat* and comprises of 91 households. The community is culturally predisposed to making a living through bar dancing and commercial sex-work in cities like Mumbai and Delhi. The daughters of the community take up these as a means of livelihood with support from the families. The community's choice of means of livelihood renders them at a moral disagreement with the society and hence in social isolation.

This background of the study has had implication on the baseline study methodology in the state of Rajasthan. It has influenced the sample size, choice of comparison group, and probe points for data collection, which has been elaborated in Chapter 4 of this report. Because of this, the sample from Rajasthan is incomparable to the data from the other study states. Hence, the findings of the baseline data collection in Rajasthan have been noted in a separate chapter, i.e. Chapter 4 of this report.

4. Data Analysis and Report Writing

Quantitative data from Household Survey and PRI Interview Schedules was entered into SPSS and statistically analyzed for two purposes: First, to derive quantitative information on baseline indicators and develop correlations for holistic analysis with the qualitative data. Second, to populate the indicators set out in the Programme log frame.

Through the course of the report, baseline data from Project *panchayat*(s) have been compared against baseline data from Comparison *panchayat*(s). Any

differences observed during such a comparison have been examined for statistical significance using a difference of proportion Z-test. Wherever the difference is found to be statistically significant, the significance has been denoted by adding a sing star “*” at the end of the statement/line that mentions or builds upon the difference.

The Z-test assumes that the data is distributed under a normal curve and this assumption is expected to hold true for the data and information presented in this report.

The Z-test has been carried out under the following functional form:

Qualitative data has been subjected to interpretive thematic analysis methodology (Attride-Sterling 2001) to analyze the data corpus so obtained through the detailed interviews and group discussions with stakeholders. It was imperative to employ this method to map out a network of fine-tuned and threadbare the determinants of women and girls vulnerability to trafficking and preparedness of local governance systems to prevent the same.

Qualitative research analysis software- NVivo 10 has been used for assigning codes to reoccurring and significant features of the data. This was done after repeated and careful reading of the data corpus. Codes were initially assigned as closely as possible to the text (Flick, 1992), following which they were clustered to obtain basic themes. Basic themes highlighted the salient message that the codes delivered. From the basic themes, organizing themes were developed which were obtained from the two main outcomes of the Programme- ‘Women and girls’ vulnerability to trafficking reduced in the 6 project areas’; and ‘Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls’.

The findings deduced through the qualitative and quantitative analysis have been documented in this report.

Analysis of the Programme Theory of Change with respect to baseline observations on key Programme aspects is a critical contribution of this study to the Programme. This analysis has been derived through analysis of both the quantitative and qualitative data collected in the course of the study. It is through this mixed- methodology that key components of the three Programme aspects, viz. Individual level capacity development, local governance level capacity enhancement, and an enabling external

environment- have been classified as crucial (where intensive efforts would be required) and important.

Limitations of the Study

This study included a cross section of respondents from different socio-cultural predispositions, different geographies and was conducted over a timeframe of 4 months. Some of the limitations of the study were:

- ▶ Some probe points in the study were based on sensitive socio-cultural issues; like gender power relations, violence against women, and women's mobility and trafficking. In-depth information on the nuances of the same could not be elicited given the sensitivity around these issues. The study team exercised caution to not offend the sensibilities of the respondents or the communities by probing deeper if hesitance was noted in the responses to these issues.
- ▶ Trafficking is a crime under the Constitution of India. Therefore, it was difficult to elicit specific information from both the community respondents and the local governance and administration. Information on the same was guarded.
- ▶ The administrative set-up of the project areas in the states of West Bengal and Andhra Pradesh was different from that of the others. In West Bengal, the commonly understood division of the *panchayat* was a '*mouzha*'; which was essentially a regional demarcation of the *panchayat*. The Project *panchayat* in Andhra Pradesh was a town-*panchayat* and hence a peri-urban area. In both these contexts, it was not possible to select a sample on the basis of the number of villages. Hence, the '*mouzas*' and ward wise-residential colonies were taken as a sample unit in the cases of West Bengal and Andhra Pradesh respectively.

Chapter 3 - Baseline Findings

Findings of the baseline study have been organized in keeping with the two outcomes and their subsequent outputs. This chapter details these findings in order of the outcomes and outputs; which have been synthesized through analysis of primary data.

Outcome 1: Women and Girls' vulnerability to trafficking is reduced in the six project areas.

UN Women's Anti-Human Trafficking Programme has a specific agenda of preventing trafficking of

women and girls by addressing the root determinants of their vulnerability to the same. In this respect, the Programme aims at making women and girls in the Programme sites less exposed to trafficking risks. Therefore one of the outcomes of the intervention is reduction of vulnerability in the project areas.

Against this outcome, 5 outputs have been identified in the Programme log frame. Baseline data on these outputs was collected from all stakeholders. The key themes which emerged through the analysis of findings are given in the following table.

Table 10 Outcome 1: Analysis Themes

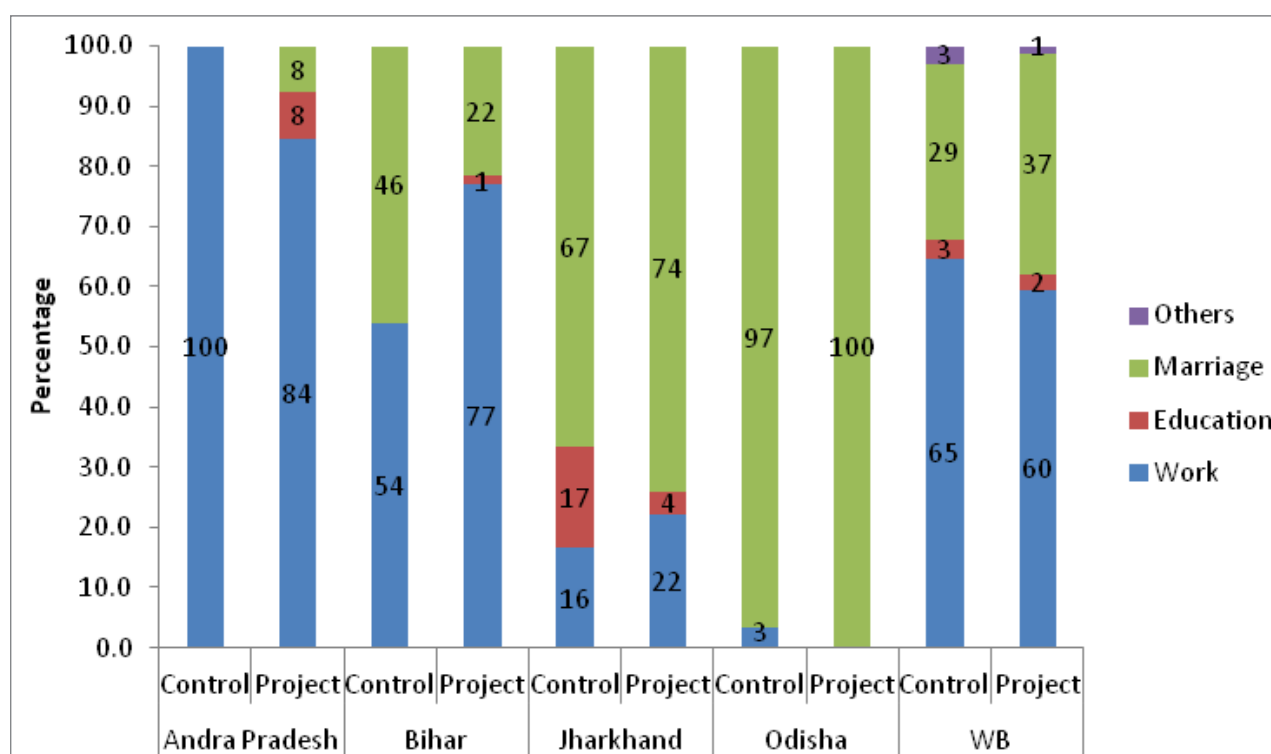
Outcome	Output	Analysis Themes
Women and girls' vulnerability to trafficking reduced in the 6 project areas	Enhanced awareness of community members on trafficking, VAW and the gender-power relations	<ul style="list-style-type: none"> • Trends in migration • Cases of missing people • Trafficking • Local governance
	Women and girls have shared learning and enhanced their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming	<ul style="list-style-type: none"> • Violence against women and Gender Power Relations • Decision making
	Livelihood opportunities provided to women and girls vulnerable to trafficking	<ul style="list-style-type: none"> • Self help groups • Trainings
	Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities	<ul style="list-style-type: none"> • No existing partnerships with Agricultural Universities • Key partnerships
	Vigilance committees established and functioning to prevent trafficking of women and girls	<ul style="list-style-type: none"> • Prevention • Support to victims • Monitoring

This section of the report provides analysis on each of the outputs. There is a lot of commonality in the indicators across different states. At the same time there are state variations, therefore, some of the indicators have been explained for the states separately.

Output 1.1: Enhanced awareness of community members on trafficking, VAW, and the

A. Trends in Migration

It was found that women migrate from their homes primarily for two reasons; it is either pursuit of employment or marriage. While in Andhra Pradesh, Bihar, and West Bengal, more women had migrated to seek employment, in Jharkhand and especially Odisha most women had moved out of their village after marriage. The trend was similar* in both the Comparison and Project *panchayats*.



gender-power relations.

Figure 4 Reasons for Women's Migration

Andhra Pradesh- women migrated primarily for employment

In Andhra Pradesh, it was noted that women migrated primarily for seeking employment and better livelihood opportunities. It was observed that many women migrated to Gulf countries to work as domestic helps; and they also reported risks and incidences of exploitation in the course of it.

It was reported that a majority of the working women worked as daily wage laborers within Project *panchayat*. Some women went to work at Tirupathi in brick kilns, and performed loading & unloading

work at construction sites for which they stayed in Tirupathi for 10-15 days.

Migration to Gulf countries like Bahrain, Dubai, Saudi Arabia, and Kuwait was high. While men primarily migrated as drivers, women migrated to work as domestic helps. Very few respondents worked in agriculture as it was not perceived as "proper employment".

The officials reported that there was a growing trend among women to go outside their village to work, and that they have become quite vulnerable since then. Large numbers of people were now opting for opportunities abroad in destinations like Muscat, Saudi, and Dubai etc. This has been leading to a different set of problems including some incidents

of HIV/AIDs. However, these cases were seldom reported because either people were not aware of contracting the virus or they hid it since HIV/AIDS is considered a taboo.

In Project *panchayat*, 8.3percent respondents reported that employment in the Gulf countries was facilitated by contractors who were mostly from outside the village, 20.8percent said that it was through a “*dala*” or an agent, and 8.3percent reported that the facilitation happened through members of the village who had migrated earlier. Contractors from Tirupathi gave money to families and took young boys to work at construction sites. 62.5percent reported that family members who had migrated before informed them about the work opportunity. A similar trend was observed in Comparison *panchayat*.

Migration patterns were such that when one migrated, others followed the path. It was reported by some that there was a proper agent in Tirupathi who was responsible for making all the arrangements for migration from booking the ticket to placing at a job. Further, these agents had a network right from source area to the destination area.

Respondents (of those who acknowledged migration through agents) reported that the agent charged them a sum between Rs 50,000 to Rs 80,000 which included the travel costs. Respondents from Comparison *panchayat* reported that the agents charged a fee ranging between Rs 20,000 to Rs 1, 00,000. Most of the women were reportedly aware of migration risks. Some of the risks reported were as follows:-

Long working hours that sometimes exceeded to up to 20 hours a day, and exploitation in other forms.

Sexual exploitation and severe beatings were also very common at the work place. In some cases it was reported that when unmarried girls who migrated for work reported difficulties in getting married, they ended up marrying very elderly men. Consequently people preferred sending married daughters for jobs than young unmarried daughters. *Financial exploitation, the salaries* the women were given were often less than the promised amount and the payment of salaries was also irregular.

Many people, who had faced problems while working in Kuwait and Bahrain, did not get much help when they lodged a complaint at the Indian Embassy. Women usually hesitated to discuss the problems they faced at the work place. Most of them reported *that they had heard about sexual exploitation in Arab*

countries. Although they found the remuneration lucrative, the employers did not treat them well. Most of the women (61.9percent respondents of Project *panchayat* and 47.5percent of Comparison *panchayat**) expressed that if employment opportunities existed in the village itself, they would not choose to migrate. However, 31.3 percent respondents of the Project *panchayat* and 49.2 percent in Comparison *panchayat** said that

My Daughter-in-law works in Kuwait. She went there in January but is not happy there. They make her work all the time and don't treat her well. I want to call her back but she doesn't have money to buy flight tickets. She calls us once a week and she keeps crying. They were supposed to pay her every month, but since January she has sent us only Rs.16, 000/- once. We were told they will pay her Rs.6000/- per month.

Yes, she went through an agent in Tirupati. Agent charged us Rs.40, 000/- .It included her flight tickets as well. The agent did all the arrangement. She went with him from Tirupati.

-- Respondent, Rajiv Nagar

I would like to send my son in the future, but not my daughter. I have heard rumors of bad things happening to girls who go outside to work and even cases of prostitution.

There are many risks. I don't know the names/ houses but around 20-25 girls in the past have got into trouble (prostitution) when they went to work outside. People are aware but no action was taken to help the girls who were pushed into illegal activities.

-- Respondent, Rajiv Nagar

I will never send my children to work outside. In Piler some people have gone missing but no complaints were ever made. We have heard of some cases but I do not know their names. Almost 60% women from the village are working abroad.

-- Respondent, Ermareddygutta

My real sister works in Kuwait as domestic help. She calls up every week and says she's being treated well. She gets paid Rs.5000 per month. Boys as young as 15 years of age are also going to Kuwait for work. Yes. Agents help people get jobs outside the country.

Respondent, Model Colony
Box 1 Risks in Migration A.1.1.

they would prefer to migrate since it was a more lucrative option.

Bihar- families migrated seasonally to work at brick kilns

It was noted that families migrated essentially for employment; wherein a whole household migrated to work in brick kilns in cities like Kolkata in West Bengal, Kanpur and other cities in UP, and Nawada in Bihar. This was a common phenomenon in both Project *panchayat* as well as Comparison *panchayat*. However, a discrepancy was noted between the actual situation of livelihood and migrations at the ground level and the official perspective on the same.

The Sub- Inspector of Police, Wazirganj block reported that most of the villagers migrated for work to Haryana, UP, Bengal, Gujarat, and Maharashtra. However the Deputy Collector of the district had a different opinion and reported that just about 5 percent of the villagers migrated to work at brick kilns; whereas others mostly worked in factories situated in other states or worked in agriculture. Similarly, the Deputy Labor Commissioner reported that about 80percent people worked in agriculture and only a few migrated for stone cutting work to cities like Jaipur, Delhi, Mysore, Bangalore, Haryana, Punjab, Kolkata, and Kanpur. He reported that in particular, the Gululia caste migrated frequently from place to place whereas the other castes migrated seasonally. In line with this, the MGNREGA Officer of Wazirganj Block reported that only about 2-3 percent of people migrated for work and that a majority of people were involved in agriculture work; with a few working as rickshaw pullers. Clearly, the official perspective on migration in Bihar was different from that reported by community members.

With regards to trends in women migration, 41 percent respondents out of Project *panchayat* stated that the women in their families have migrated. Of these, 76.9percent, 21.5percent, and 1.5percent respondents reported that the women migrated for employment purposes*, marriage purposes, and education purposes respectively. Whereas, in Comparison *panchayat*, 43percent respondents stated that the women in their families have migrated. Of these, 53.8percent and 46.2 percent respondents reported that the migration was for employment purposes* and marriage purposes respectively*. (Figure 3)

The period of migration was reported to be generally from October to July in both Project and Comparison *panchayats*. In Project *panchayat*, 43.8percent of

the total respondents whose member/s migrated for the purpose of employment reported that the employment was facilitated by a contractor who was mostly from outside the village, 3.8percent reported that the facilitation was through a “*dala*”^{**} or an agent, and 16.2percent reported that the facilitation was through members of the village who had migrated earlier. 28.6percent respondents reported that family members who had migrated earlier facilitated the employment whereas 7.6 percent people reported various other reasons. On the other hand, in Comparison *panchayat*, about 51.6percent respondents reported that employment was facilitated by the contractor who was mostly from outside the village, 19.4percent reported that it was through a “*dala*”^{**} or an Agent, and 6.5percent reported that the facilitation was through members of the village who had migrated earlier. 22.6percent respondents reported that family members who had migrated earlier facilitated the employment. *It is thus observed that facilitation for migration for employment through contractors and dalals/agents was higher in Comparison panchayat than in Project panchayat.*

Respondents from both Project and Comparison *panchayat* reported that the financial arrangement for migration was complex. In Project *panchayat*, 30 percent respondents reported that migration and/or employment of their family member/s was facilitated by a contractor or agent; whereas 32 percent respondents in Comparison *panchayat* reported that they were charged money by contractors for providing employment to their family member/s. The respondents in Comparison *panchayat* further reported that, the contractor, through his agents in the village, provided money in advance to the families whose member/s agreed to migrate for work. This advance was based on the demand by the families and went up to Rs. 20,000. For every 1000 bricks made, the amount to be paid for labour was between Rs. 250 to Rs. 450. However, the amount for labour was never paid to the worker and rather charged as repayment of the advance paid to the family. Further, a weekly sum of Rs. 100- 700 was paid as “*Khuraki*” (amount paid for ration) to the family. *The lowest “khuraki” was paid in Dhandhar and Khajuri villages (that of Rs. 100).* This amount (*khuraki*) was also added on to the lump sum amount paid in advance to the family. Consequently, the calculation of salary seemed quite complex for the respondents to understand. *Most respondents expressed that the loan never ended and that they were trapped in the cycle of debt. Some women expressed that even if they wanted to leave work, they could not. The*

contractor would come in to their house and verbally abuse them; forcing them to work.

Most of the women respondents were aware of migration risks. Some of the risks reported were as follows –

- The periods of migration were very long. Due to low income, one could only afford accommodation in rooms that were very small and dingy.
- The education of the children suffered; as they had to move out with their parent/s who were migrating. Although women respondents were willing to educate their children, they could not as they worked at brick kilns for most part of the year; hardly getting any time to engage their children in education.
- Working hours were at least up to 15-16 hours a day irrespective of extreme weather conditions.
- Even during pregnancy, the women had to work for long hours without a break.
- No provision of immunization for pregnant women at the work place.
- Sexual exploitation - The AWW of Beldari village reported that there have been many cases of adolescent girls being raped and incidents of illegal abortion. However, there were no reports lodged about these cases. The AWW further shared that if people were not able to repay their loan; the contractors/*dalal* forcefully took their girls and sexually exploited them.

The respondents expressed that there was lack of employment opportunities in the village due to which they/their family members had to migrate for work. Most of them did not have job cards whereas those

who did either did not get proper work or were unaware of the fact that they had to demand for work.

The MGNREGA Officer, Wazirganj block reported that the lists for job cards were made in Gram *sabha*. However the data on the contrary reveal that only 20.9 percent people attended Gram *sabhas* regularly from Project *panchayat*; and only 11.1 percent attended Gram *sabhas* from Comparison *panchayat*. This suggested why a lesser number of people eventually had job cards. The data reveal that only 9 percent of the respondents from Project *panchayat* reported that they had job cards*, whereas only 6 percent had availed work. On the other hand, in Comparison *panchayat*, 28 percent of the respondents reported that they had job cards* whereas only 15 percent had availed work. (Figure 4).

“There are small rooms, 15-16 hours of long stretch of work. We have to get up at 3 AM in the morning. Work in extreme heat & cold situations. In monthly problems we throw the cloth here and there. Due to lack of hygiene, irritation happens in private areas. There is so much of pain, still we work. They tease girls and exploit them. I am 8 months pregnant but I came back from work just 2 months ago. I kept working in this situation day and night. Haven’t taken any iron tablets, only one injection. AWW is there in the village but I have not gone. Lot of sexual abuse happens. Parents see but say nothing. Contractor and other people abuse. When the girl gets pregnant, abortion is done in a secretive manner. Girl agrees herself. She sees and gets influenced. And her character gets low.”

Respondent, Jamuawan Village, Jamuawan Panchayat

Box 2 Risks in Migration- Bihar

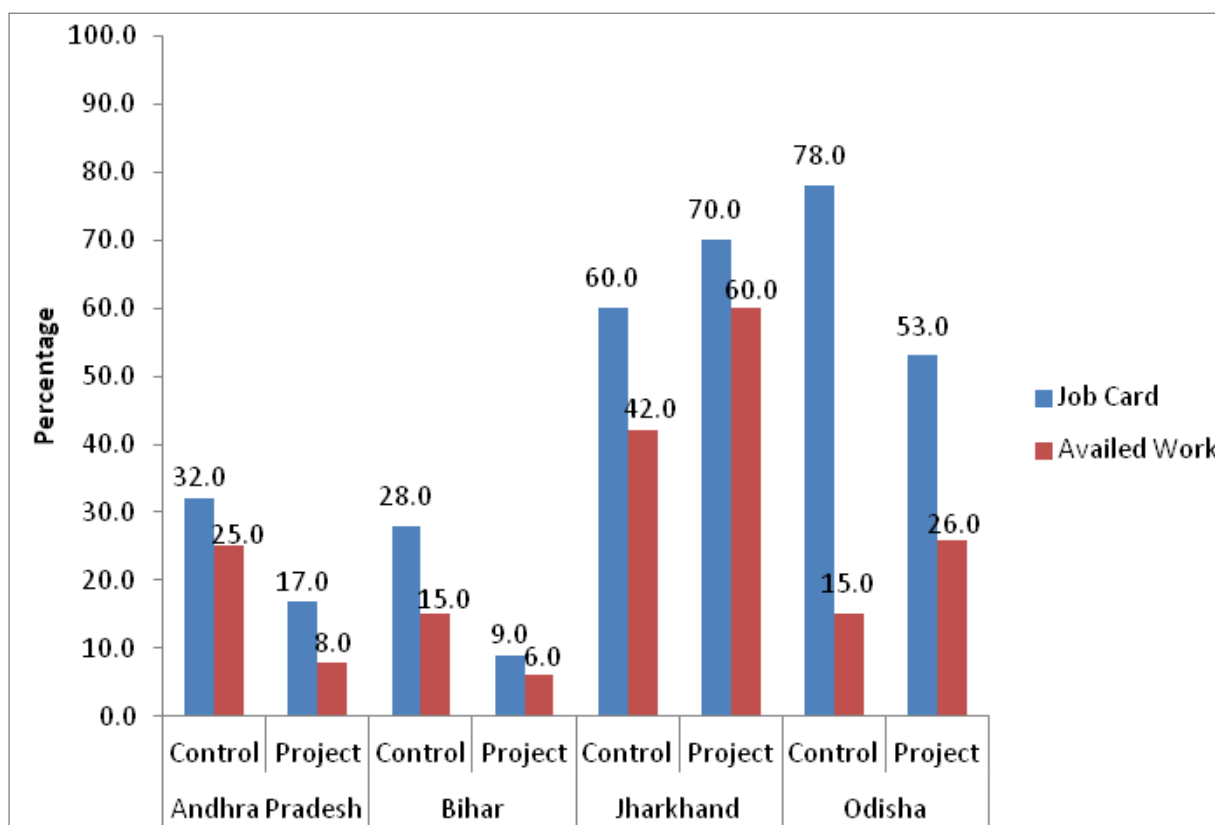


Figure 5 MGNREGA Job cards held and work availed

Thus, evidently there is a gross discrepancy between the actual situation with regards to livelihood opportunities and migrations at the ground level; and the official perspective on the same.

Most of the women expressed that if employment opportunities existed in their village, they would not choose to migrate. 92 percent respondents and 92.5 percent respondents from Project *panchayat* and Comparison *panchayat* respectively expressed this opinion. However, 2.2 percent and 5.8 percent respondents from Project *panchayat* and Comparison *panchayat* respectively preferred migration since they thought of it as a more gain worthy option.

Jharkhand- Largely women commuted on a daily basis outside their villages for employment; instances of migration of women to work as domestic helps were also reported.

Findings from Jharkhand suggest that while women largely did not migrate for work, most had to take up employment outside their villages by commuting daily to and back from work due to lack of livelihood opportunities within/near their village. The women reported long working and travelling hours. Consequently, even though these women had not migrated out of their village, they continued facing risks due to the need to work outside.

In Project *panchayat*, 2.4 percent respondents reported that the employment was facilitated by a contractor who was mostly from outside the village, 53.7 percent stated that it was through a “*dala*” or an agent, 17.1 percent reported that the facilitation was through members of the village who had migrated earlier, and 2.4 percent reported some other reasons. In Comparison *panchayat*, 5.6 percent respondents reported that the employment was facilitated by a contractor who was mostly from outside the village, 55.6 percent stated that it was through a “*dala*” or an agent, 27.8 percent reported that family member/s who had migrated earlier informed about the work, 5.6 percent reported that the facilitation was through members of the village who had migrated earlier, and 5.6 percent reported some other reasons.

Thus, the data suggests that mostly the employment (in nearby areas) was facilitated by dala/agents in both Project panchayat and Comparison panchayat. Majority of the women in the group discussions reported that the contractor charged commission but they were not sure of the amount charged. Moreover, they were oblivious of the exact wage they were supposed to get from their work.

The areas sampled for research were basically forest areas; hence the routes to commute were not

developed. Respondents reported that the villagers had no public or private facility of transport for general commuting. However, the women reported that the contractor/*dalal*/agent had made arrangements for transportation for daily commuting of the women from the village. They stated that the facility picked them as early as 7-8 am whereas dropped them as late as 11 pm after work.

Most women were aware of the risks involved in working outside the village. Some of the risks reported by them were as follows:-

- Working hours for women were at least 15-16 hours a day irrespective of extreme weather conditions.
- Even during pregnancy women had to work for long hours without a break.
- Women had to take their small children along with them as no caretaking facility for children existed in their village.
- The women reported that the arrangement for work, where they had to commute daily to the work area, was very hectic.

The Sub- Inspector of police, Namkum block, reported that the geographical division of Ranchi was half urban and half rural. He reported that people were very poor; and women generally had to work outside the village.

The respondents reported that there was lack of employment opportunities in the village due to which they had to go outside the village for work. However, the *Mukhiya* of the Project *panchayat* reasoned that since *under the MGNREGA scheme, the wage was around Rs. 122 for labour work in rural areas whereas it was around Rs.200-250 for males and Rs. 180-200 for females in urban areas, people from the villages preferred to work in urban areas.* MGNREGA Officer, Namkum Block reported that 19,954 cards had been issued until now. The Officer further reported that delays in the Government system made it difficult to implement the scheme. As a result, fewer people were demanding work under the scheme.

It was observed at the Project *panchayats* that most people who got a job card did seek employment. In the Project *panchayat*, 69.5 percent of the respondents reported that they had job cards, out of which 59.8 percent had availed employment,* whereas in Comparison *panchayat* 59.6 percent of the respondents reported that they had job cards,

out of which 42.1 percent had availed employment*. (Figure 4) *Thus, the data suggests that more than 50 percent respondents had availed employment under MGNREGA scheme in both Project and Comparison panchayat.*

However, since MGNREGA offers short and irregular employment depending upon the schemes passed under it; although the respondents availed the scheme, it was considered a temporary source of employment.

Most of the women reported that they *would not like to send their children* outside for work. * 76.8 percent respondents in Project *panchayat* and 73.7 percent respondents in Comparison *panchayat* *(diff. is Insignificant) *did not prefer migration* (Figure 5).

Odisha- women migrated largely for marriage

In both the Project and Comparison *panchayats*, respondents reported that the *men* usually worked in agriculture or migrated to different states like, Kerala, Mumbai, Bangalore, Pune, Gujarat, Andhra Pradesh, Jammu & Kashmir, and Assam etc. to work as daily wage laborers. The period of migration generally ranged from about 6-9 months to up to more than a year. It was reported that *young boys also migrated for work as they dropped out of school.*

The respondents in both Project and Comparison panchayats maintained that the girls did not migrate in search of work. The women reported that they were mostly home makers and were not allowed to go outside of their homes to work. Among respondents, few women belonging to Scheduled Caste stated that they worked in fields, sold forestwood, and made baskets. Some women were also involved in income generation activity through SHGs. It was reported that *women migrated essentially for marriage.*

Most of the respondents reported that there once used to be an agent who facilitated migration for work. *News of migration and employment opportunities usually travelled to the villagers through those who had migrated earlier.* It was reported that boys who had dropped out of school migrated for work as they had “nothing else to do”.

In Project *panchayat*, about 9.1 percent respondents reported that employment was facilitated by a contractor who was mostly from outside the village, 12.7 percent said that it was through a “*dala*” or an agent, 18.2 percent reported that the facilitation was through members of the village* who had migrated earlier, 28.6 percent reported that it was through family members who had migrated*, and 36.4 percent reported other assorted mechanisms. In Comparison *panchayat*, none of the respondents mentioned a contractor as facilitating migration,

6.3 percent respondents said that the migration was facilitated through a “Dala” or an agent, 56.3 percent reported that the facilitation was through members of the village* who had migrated earlier, 12.5 percent reported that it was through family members* who had migrated, and 25 percent reported other assorted mechanisms. Just about 0.8 percent respondents from Project *panchayat* reported that they were charged money for providing them with employment.

Evidently and as data suggests, the facilitation of migration was primarily through family members or through villagers who had migrated earlier.

The DLO, Nayagarh district, opined that people migrated for better income, regular wage, and better working conditions. He stated that there was a mindset that people would have more respect if they worked outside their district. He reported that only young boys and men migrated. He further mentioned that the facilitation of work was at times through a licensed contractor; but that the migration was mostly facilitated by self (people who have migrated earlier shared about the work). He reported that the department maintained a list of licensed contractors. The contractors registered as they had to take the workers outside. However, most of the migration facilitated by a contractor was not registered as the contractors did not get themselves registered.

Since mostly men migrated for employment, the migration risks reported by the respondents were as follows:-

- Males who migrated for employment had problems getting proper food.
- Employment conditions were very tough and demanding.
- Around 5-6 people had to stay in one small room.
- Women were left alone and had to manage the household by themselves. They had to take care of the children alone.
- Women reported that they felt an emotional gap.

The Chairperson, DWCD, reported that prominent districts with high migration rate were Sundergarh, Raigarh, Balasore, Bhadrak, and Kendrapara- these were not part of the project district.

In Project *panchayat*, 52.8 percent respondents reported that they had job cards*, out of which only 25.5 percent had availed work. Whereas, in Comparison *panchayat*, 78 percent respondents reported that they had job cards*, out of which an even lower percentage (15.3 percent) had availed work (Figure 4).

The women expressed that there was lack of employment opportunities in the village due to which their husbands had to migrate for work. Most

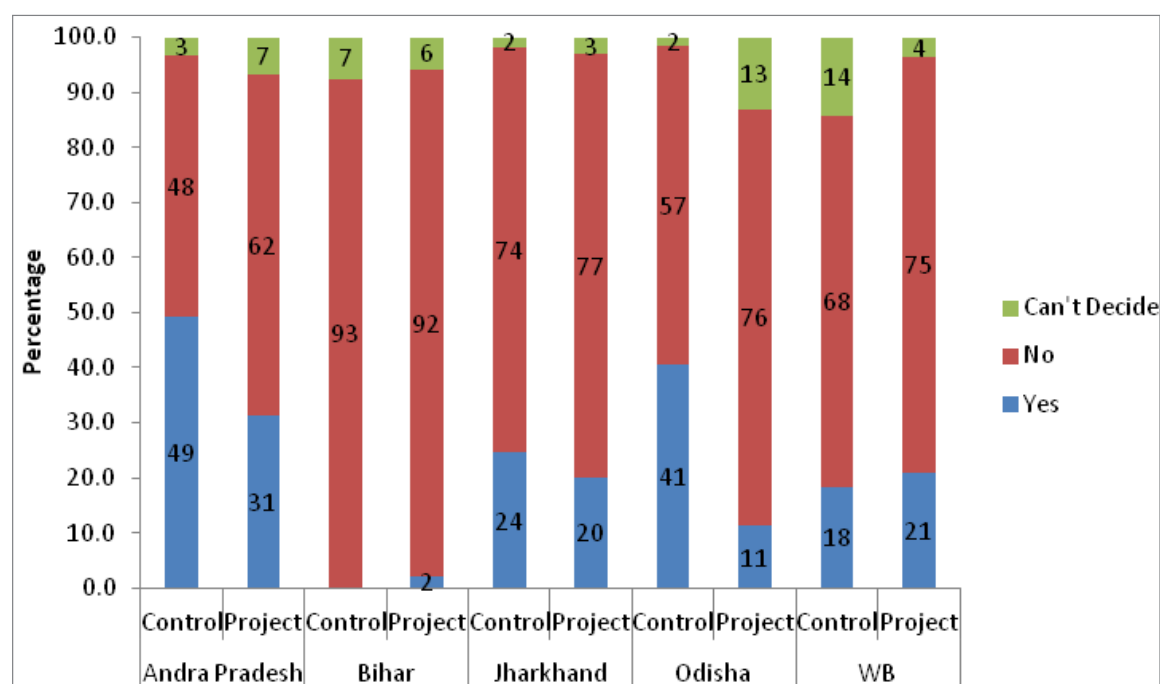


Figure 6 Respondent's preference for migration if given a choice

of them had job cards but were not aware that they had to demand for work. Further, some opined that the wage was only Rs. 120 for unskilled labor under MGNREGA scheme, whereas a higher wage of Rs. 250-Rs.300 could be earned outside of the village. Consequently, they preferred migrating for employment. Only about 100 people had availed work under MGNREGA scheme.

75.6 percent respondents from Project *panchayat** and 57.6 percent respondents from Comparison *panchayat** reported that if employment opportunities existed in the village itself, they would not choose to migrate. However, 11.3 percent respondents from Project *panchayat** and 40.7 percent respondents from Comparison *panchayat** said they would prefer migration since it was a more gain worthy option. 13.1 percent respondents of Project *panchayat* and 1.7 percent of Comparison *panchayat* expressed that they could not decide whether they preferred to migrate or not (Figure 5).

Thus, data suggests that more respondents chose to migrate for employment in Comparison panchayat than in Project panchayat.

MGNREGA Officer, Ranpur block (covering the Project *panchayat*), reported that 30,021 job cards had been issued in Ranpur block; out of which just about 201 had availed work. He further reported that migration was preferred as people earned more money than they did through work given under MGNREGA¹¹ scheme. The Officer also reported that the payment process was slow under MGNREGA scheme.

West Bengal- in-depth interactions suggested that women migrated for both marriage and employment

Most of the respondents reported that men migrated to work in brick kilns, fisheries or worked as daily wage laborers or earth fillers in states like UP, Bihar, Tamil Nadu, West Bengal, Kashmir, Delhi, and Maharashtra. While it was reported that most women were involved in agriculture in the village, it was revealed during in-depth interactions with women respondents that there were instances of women migrating for work and marriage.

With regards to trends in women migration, 19 percent respondents stated that women in their

families had migrated. Of these, 59 percent, 3 percent, and 37 percent respondents from Project *panchayat* reported the women migrated for purposes of employment, education, and marriage respectively. In Comparison *panchayat*, a higher percentage of women (32 percent) respondents stated that the women in their families had migrated. The reasons cited by them were similar to the ones mentioned by respondents from Project *panchayat*. (Figure 2)

Most of the respondents reported during in-depth interactions that people from outside the village/ panchayat took girls promising them work or marriage but instead sold them. With respect to marriage it was especially reported that no thorough background checks of prospective grooms hailing from outside the village/panchayat were conducted by the family members. This was primarily because these grooms did not demand a dowry. Living in extreme poverty, as long as the groom did not demand dowry; it was not especially a cause of concern for parents as to where the daughter was going to be after the marriage.

Thus, the data suggests that more women were reported to be migrating for employment in Comparison panchayat than in Project panchayat.

Most of the respondents reported that the decision to migrate was taken by the males of the household. They reported that migration was mostly facilitated by a “*dalal*” who was from outside the village whereas some were facilitated by contractors. The financial arrangement/ commission varied drastically from Rs. 30- 500. Some respondents reported that 30 percent of the earnings were deducted as repayment of commission.

In Project *panchayat*, about 52.7 percent respondents reported that employment was facilitated by a contractor who was mostly from outside the village, 6.6 percent reported that the facilitation happened through members of the village who had migrated earlier, 17.6 percent reported that family members who had migrated earlier shared about the work, and 23.1 percent reported some other reasons. In Comparison *panchayat*, 53.6 percent respondents reported that employment was facilitated by a contractor who was mostly from outside the village, none reported that the facilitation happened through a “*dalal*” or an agent, 14.3 percent reported that the

¹¹ It maybe noted that MGNREGA is a scheme to provide employment when there is no work. It should not be seen as an alternative for regular employment.

facilitation happened through members of the village who had migrated earlier, 7.1 percent reported that family members who had migrated earlier shared about the work, and 25 percent reported some other reasons for migration.

Women respondents were aware of the migration risks. Some of the risks cited were as follows:-

- Financial exploitation when people migrated for work.
- Working conditions were very poor.
- Women reported that there was fear of being trafficked and/or getting exploited as they had heard of incidents of trafficking that had happened in the villages.

Most of the respondents reported that they would not prefer migration if employment opportunities existed in the village itself; or want their children to leave village for work (Figure 5). 75.5 percent respondents from Project *panchayat* and 67.3 percent from Comparison *panchayat* expressed this opinion. However, 20.9 percent and 18.4 percent respondents from Project *panchayat* and Comparison *panchayat* respectively stated they would prefer migration since it was a more gain worthy option. 3.6 percent and 14.3 percent respondents from Project *panchayat* and Comparison *panchayat* respectively expressed that they could not decide whether they would prefer to migrate or not. Moreover, it was found that most respondents had job cards but had not received any employment.

Thus, the data suggests that majority of the respondents in both Project and Comparison panchayat did not prefer migration.

B. Cases of Missing People

It is important to state here that the line of distinction between migration and trafficking is very thin. Many times people may start with willful migration, but end up getting trafficked. In this light, respondents were probed about cases of missing people in the villages and/or communities. In some states, such as Andhra Pradesh and Bihar there was very little awareness about missing people. In other states, while there was greater awareness about missing people, a much lower number of people had any knowledge of the action taken.

Andhra Pradesh- no cases of missing people reported

Largely, respondents in Project or Comparison *panchayat* did not report any cases of missing people. However, one respondent reported that some people from Piler went missing but no case was ever reported.

Bihar- of the few cases of missing people reported, a majority were women and children

Overall, knowledge of people who had gone missing was low in Bihar. However, respondents who reported incidents of missing people in Project *panchayat* said that mostly children and women went missing. Upon further prodding, respondents failed to elicit substantial information on how these people went missing or the action taken on them.

Just about 3 percent respondents of both Project and Comparison *panchayat* reported that there were people who had gone missing from the village. However, only 1.3 percent respondents in Project *panchayat* and 1.7 percent in Comparison *panchayat* reported any kind of action taken on the missing people. Overall, more than 90 percent of the respondents from both the *panchayats* were not aware of any action taken.

In Project *panchayat*, 40 percent of the respondents who recalled cases of missing people, reported that children went missing, 40 percent stated that females went missing, and the remaining reported that males went missing*. On the other hand, all the respondents from Comparison *panchayat* reported that males went missing*. However, nothing concrete was reported by the respondents on how the people went missing. Further, the Sub-Inspector of Police reported that no cases of missing people had been complained to him. This shows that respondents knew about missing people but seldom reported the same to the police.

Jharkhand- of the cases of missing people reported, a majority were of women

14 percent and 19 percent respondents from Project *panchayat* and Comparison *panchayat* respectively reported that there were cases of missing people in the village. Out of these, only 1.2 percent respondents in Project *panchayat* and 1.8 percent in Comparison *panchayat* reported any kind of action taken regarding missing people. About 50 percent respondents from Project *panchayat* and 49.1 percent respondents from Comparison *panchayat*

reported that there was no action taken regarding missing people. However, more than 48 percent respondents from both Project and Comparison *panchayat* were not aware of any action taken.

17 percent and 9 percent respondents from Project *panchayat* and Comparison *panchayat* respectively reported that children had gone missing, 52 percent and 45 percent respondents from Project *panchayat* and Comparison *panchayat* respectively stated that females had gone missing, and 30 percent and 45 percent respondents from Project *panchayat* and Comparison *panchayat* respectively reported that males had gone missing. Nothing concrete was reported on how the people went missing. In this regard, the IG Police reported that although there was no data management system, he estimated that around 200 children had gone missing from the state.

Odisha- of the cases of missing people reported, a majority were of women

Just about 25 percent respondents from Project *panchayat** and 5 percent respondents from Comparison *panchayat** reported that there were cases of missing people in the village. However, a majority of the respondents from Project *panchayat* and from Comparison *panchayat* did not report recalling any kind of action taken regarding the missing people.

About 16.8 percent respondents from Project *panchayat** and 1.7 percent respondents from Comparison *panchayat** stated they were not aware of any action taken on the missing people. Further, 83.2 percent and 98.3 percent respondents from Project *panchayat** and Comparison *panchayat** respectively reported that there was no action taken regarding the missing people. 18 percent, 55 percent, and 28 percent respondents from Project *panchayat* reported that children, females, and males respectively had gone missing. On the other hand, 67 percent and 33 percent respondents from Comparison *panchayat* reported that females and males respectively had gone missing. However, nothing concrete was reported on how the people went missing.

West Bengal- cases of missing women and girls in the course of migration, were reported in in-depth interactions

The in-depth interactions with respondents facilitated getting further information that a number of girls went missing from the village and that many were also trafficked.

Most of the cases were not reported. 31 percent and 23 percent respondents from Project *panchayat*

Out of four of her (respondent's) daughters, Sita was married at the age of 20-22 years. The boy was from Delhi. He had come to the village and expressed his desire to marry Sita. He told them that he was a businessman. The family did not check the background of the groom and married Sita. She came once to visit after marriage after a year or so. However, since then she has neither come back nor communicated. It has been around 8-9 years. The matter was not reported to the police and it was not probed further as they felt that the family had got rid of one sister.*

Respondent- West Bengal

*Name changed

and Comparison *panchayat* respectively reported that there were cases of missing people in the village. Out of these, only 12.7 percent and 8.3 percent respondents from Project *panchayat* and Comparison *panchayat* respectively reported being aware of any kind of action taken regarding the missing people. Overall, about 75 percent respondents from both Project and Comparison *panchayat* were not aware of any action taken.

12.1 percent respondents from Project *panchayat* and 15 percent respondents from Comparison *panchayat* reported that there was no action taken regarding missing people. While 11 percent, 47 percent, and 42 percent respondents from Project *panchayat* reported that children, females, and males respectively went missing; 36 percent and 64 percent respondents from Comparison *panchayat* reported that children* and females respectively went missing*.

It was reported that people from outside the state took girls claiming to either marry them or get them employed. However, some of these girls, lured with the prospects of marriage or employment, never returned to the state.

C. Trafficking

Although the respondents were aware of some pockets where trafficking was more common, a general hesitation was observed among the respondents in acknowledging that there was a problem of trafficking that existed in their states. This trend was observed across the states. There were also perceptions that certain communities encouraged trafficking of individuals. In this regard, the issue of trafficking is made all the more complex by interplay of human and social attitudes, and cultural variables thereby making any attempts to control trafficking an uphill task.

Andhra Pradesh- trafficking was not reported

None of the respondents reported or acknowledged any cases of trafficking implicitly or explicitly. Some respondents reported that there were families that married their daughters off to Sheikhs from Gulf countries through facilitation of agents. These cases can be considered as an implicit form of trafficking although no missing cases were reported by any of the respondents.

Bihar- Government officials reported prevalence of trafficking of children and women

Majority of the respondents did not report or acknowledge any cases of trafficking implicitly or explicitly.

The Sub- Inspector of Wazirganj block reported that “*dalals*” took children and sold them off. He claimed that the parents of children knew about it and gave their consent. Further, the Additional Director, Social Security reported that areas like Imamganj block had a large number of trafficking cases. According to him, about 10-15 cases were reported on an average per year in the Gaya district (A Programme district in the Study). The Deputy Labour Commissioner reported that child trafficking was relatively common especially in Muslim and Musahar communities. Cases of trafficking were reported mostly in Wazirganj, Guraro, and Paraiya blocks. Some pockets like Supaul, Saharsa, Chand Chaura and Imamganj were more vulnerable to trafficking. According to the DLC, women were trafficked in relatively large numbers from Kishanganj, Katihar and Sitamarhi, Saharsa, and Madhubani districts, as well as from Bangladesh. There were also incidents of girls being trafficked from North East region. He reported a trafficking incident where about 100 girls were taken to Goa once and the Department was aware of it, however, it was not reported.

The IG, Police stated that most cases of trafficking were reported from Supaul district due to lack of livelihood opportunities. The Chairperson, Women Commission Department also mentioned that most of the trafficking cases were reported from Supaul and Saharsa districts. These districts, however, are currently not part of the Programme districts for UN Women at this stage.

Thus, it is seen that overall while the community did not report or even acknowledge cases of trafficking, there was recognition of the problem at the administrative level. Some of the frontline workers reported that the migration trend in Bihar was such that the whole household migrated for

“People from outside come and take girls for work. Parents who have 4-5 daughters send their daughters for work. Some people took 5 girls to Delhi for work. They came back after a year. Who knows what happens to them? They might have been exploited. Parents said they got money, now they say that the children have gone to work.”

-- Respondent, Saheda Village, Hurua Panchayat

employment; this put the girls in the families at risks of sexual exploitation, rape, and abortion. The data suggests that very few respondents acknowledged that people were missing. However, the officials at the administrative level acknowledged that there were cases of girls taken by *dalals* and sold off; and sometimes parents gave their consent for this. They stated that even if the children went missing, their parents did not report about it. Consequently, incidents of sexual exploitation, rape, and abortion related to migration trends and trafficking seemed to be hushed up by the community.

Jharkhand- Officials reported cases of trafficking which were largely in the course of migration for work

It was noted that cases of trafficking were seldom reported. It was found that some families did send their girls to work as domestic labor outside the state through agents.

It was observed that people *who had more number of girl children* preferred to send the girls outside the village to work as domestic help. Respondents reported that the migration for working as a domestic help was facilitated by agents/relatives in the village. Upon probing further, *respondents reported that they sent their girls to work through relatives/ agents as they trusted them*. Mostly the girls migrated to Delhi to work as domestic helps.

“We sent 2 of our sister-in-laws to work outside, may be Delhi. Some people from the village told us that there is work outside. We sent them because we are very poor. It has been 6 yrs. that they have been missing. One is aged 20yrs and the other 15 yrs. We trusted those people who took them. We have however not complained. We are waiting that they will come back. People who took them are saying that they will bring them back.”

-- Respondent, Jharkhand

Box 3 Prevalence of Trafficking- Bihar

Although some respondents reported that they communicated regularly with their children who had migrated for work, others reported that there were some cases where the girls did not return to their village nor had any communication or contact with their families concerning their whereabouts. The situation was made worse when the families did not report the matter to anybody. Further, some respondents also reported that there were incidents of parents taking money for sending their children outside the village for work.

Thus the respondents had information about trafficking and they also acknowledged the issue sometimes.

The *Mukhiya* of Hurua *panchayat* stated that it was very difficult to check as to when the girls were taken out of the village and trafficked. He also stated that there were agents in the village who facilitated migration of girls for domestic labour. *The “dalal” was generally a relative of the girl’s family and so that made it all the more difficult to check as to when the dalal took the girl outside the village.*

The Inspector General of Police and the Sub-Inspector, Namkum block stated that there were few cases of trafficking that were reported. They claimed that 5-6 cases of trafficking were reported in the last one year. Other cases of violence like dowry and rape were reported more frequently than trafficking. The BDO, Namkum block and the DSW, Ranchi district, stated a similar opinion. They opined that the cases of trafficking were reported mostly when an extreme form of exploitation had already taken place. The girls were mostly taken for domestic labour to Delhi and for marriage to Haryana. According to the Chairperson, WCD the problem was much grave. She mentioned that every year about 1000 persons including women and children, were being trafficked out of which 15-25 percent of the cases were not tracked. She reported that the major reasons for trafficking were lack of awareness, poverty, and unsafe migration.

It is observed that trafficking took place mostly implicitly, wherein families sent their girl children for work through agents/ relatives from the village itself. About 14 percent respondents acknowledged that there were people that had gone missing from the community. A major cause of concern appears to be that when children migrated for work and stopped communicating about their whereabouts, their families did not report it. Upon probing further some of the respondents reported that they were waiting for their children to return. It was found that there were cases where some of the respondents

reported to be waiting for their children to return since years.

Odisha – trafficking was not acknowledged in the community despite heavy migration of women to Gulf countries

No explicit cases of trafficking were reported by the respondents. Few women reminisced about an old case where some people had come from outside the village and taken 10-15 children (males) for work. However, subjected to poor working conditions and non-payment, these children returned to the village. Most of the respondents who were interviewed were not aware of trafficking as they had no knowledge of any cases of Trafficking that happened. The *Mukhiya*, from both Project *panchayat* and Comparison *panchayat* reported that there were no cases of trafficking. Moreover, the Sub Inspector reported that cases of trafficking had never been reported. The DSW of the district also had no idea about trafficking in that area.

West Bengal- cases of trafficking on the pretext of marriage or providing employment, were cited in in-depth interactions with women

It was noted that the respondents had prior information about trafficking and acknowledged such cases during in-depth interactions. They reported that poverty led to trafficking. With high amounts of dowry being demanded, parents were resorting to marrying their daughters into families outside West Bengal, many times without even checking the groom’s background. Consequently, many young girls were being forced into sex trade and other work related violence. Most of the respondents acknowledged the issue of trafficking and had full information about the same. A significant number of respondents (31 percent) reported that people went missing from their village.

The DSW reported that incidents of trafficking did take place in the area and that most of the girls were being trafficked to Uttar Pradesh. He further reported that blocks like Vasanti, Patarpratibha, Kulfi, Mandira Bazaar, Canning 1 and Canning 2, Koshaba, and Baroipur were the blocks most vulnerable to trafficking. He reported that poverty, lack of education, and lack of awareness, were some of the factors forcing the girl child/ woman into the vicious circle of trafficking. Sometimes, when potential grooms from outside came with prospects of marrying the girls for free, the people were not able to refuse the offer. Hence, it was reported that many girls were being trafficked with the promise of marriage or employment as domestic helps. People married their daughters off to people from outside

the village without checking their backgrounds. Some incidents were reported where prospective grooms even paid the families for marrying their daughters.

Cases of second-generation trafficking were also reported. In some cases, non- acceptance of a trafficked survivor by the community led to re- trafficking. Many a times when girls went missing, there were no reports lodged. The Inspector at the block level reported that even when the girls were rescued; they did not disclose anything to be able to implicate the trafficker. Consequently, in absence of reporting; it was difficult to charge the trafficker.

Problems of poverty and existing gender constructs in the society made the girls all the more vulnerable to trafficking. It was also reported that the respondents were aware of the “agents” who trafficked girls. However, fear of risking the lives of other girls who were trafficked, fear of reporting to police, and sometimes the intention of “getting rid of the burden” contributed to the increasing figures of missing girls. Evidently, respondents had information and even acknowledged cases of trafficking.

D. Violence against women and Gender Power Relations

Gender power relations heavily rely on roles and responsibilities assigned for both men and women in a patriarchal society. In the baseline study, women were identified as home makers; however their role was not limited to home alone. In all the six states surveyed, women were found to be contributing almost equally to the household in terms of an extra earning hand. However, findings of the study indicate a stark contradiction between available opportunities to the women and their limiting role in decision making in the household due to patriarchal set up of the society.

It was noted that household income strongly affects women’s access to resources and to a large extent- the role they play in the household or within the community. Since men have traditionally been the ‘bread winners’, the in-depth interview findings indicate a strong male child preference. In-depth interactions with women revealed that they would prefer their first child to be a male. The preference

for a male child was more pronounced also because male children were regarded as harbingers of the family name. While on the other hand, girls were considered a ‘burden’ to family, as they are given away in marriage and supposedly do not contribute to the household income. High demand for dowry was also stated by women as another factor leading to early marriages. Although the respondents did not reveal giving any preferential treatment to the boys in terms of access to basic resources like education, food, clothing etc; roles defined on the basis of gender were reported, e.g. ‘Girls take care of household chores’ and ‘boys go to work’.

Presence of traditionally defined gender roles for both boys and girls along with the changing dynamics within the society and household, led to conflicting demands for women for playing the role of a home maker as well as a bread earner.

The findings indicate an increased inclination towards educating the Girl child. The baseline study also reflects that poor education levels amongst girls cannot be attributed to poverty alone. Highest education levels across six states were mostly limited to secondary level. Although the respondents expressed willingness to educate their daughters, it was noted that socio cultural barriers against the Girl child hinder the education of the Girl child.

In the project villages, 77.4 percent respondents in Andhra Pradesh sent their girls to school. The figures were 62.8 percent, 47.6 percent, 81.2 percent, and 42 percent for Bihar, Jharkhand, Odisha, and Rajasthan respectively. It was noted that in Andhra Pradesh and Odisha, the women respondents had completed higher levels of education than the respondents in other states. This could contribute to a higher percentage of the respondents’ daughters going to school for the two states. The study also indicates a declining trend in the dropout rate amongst girls. Rajasthan reported the highest dropout rate at 14.8 percent, followed by that of Jharkhand at 8.5 percent, Odisha at 4.5 percent, Bihar at 4.2 percent, and Andhra Pradesh at 4.1 percent.

The chart below enumerates reasons shared by the respondents; for the girls being irregular to school and dropping out of school.

Table 11 Reasons for girls being irregular/dropping out of school

Reasons for irregularity /Dropout	Andhra Pradesh		Bihar		Jharkhand		Odisha	
	Comparison (in %)	Project (in %)	Comparison	Project	Comparison	Project	Comparison	Project
Lack of interest	66.7*	20.0*	12.5*	27.6percent*	0.0	11.2	21.1	16.1
Poor accessibility	0.0*	30.0*	37.5*	0.0*	75.0	75.3	68.4	64.5
Domestic responsibility	0.0*	20.0*	37.5	27.6	4.2	6.7	0.0	0.0
Economic restraints	33.3	20.0	0.0	6.9	4.2	3.4	10.5	12.9
Others	0.0	10.0	12.5*	37.9*	16.7*	3.4*	0.0	6.5

The table above indicates poor accessibility as one of the major reasons for girls being irregular to school or dropping out of school. Jharkhand and Odisha indicate the highest percentage of girls dropping out or being irregular to school due to poor accessibility.

Respondents shared that early marriage is another major reason for dropping out of school. Upon further analysis, respondent's education and the age at marriage were found to be correlated. In all the six states, one of the main reasons cited for early marriage was 'dowry'. The respondents stated that the demand for dowry was less for younger girls, hence early marriages were preferred. Also, younger girls were preferred for marriage based on perceptions like they were 'more beautiful' and 'can bear more children'. Early marriage bears strong correlation to the dropout rate forcing girls to drop out of school.

During in-depth interviews, women from Andhra Pradesh shared that girls were generally married off between 17-18 years of age. They reported that due to increased awareness on education of girls and improved accessibility to schools and colleges, families now focus on better education for girls.

In contrast, within Muslim community in Andhra Pradesh, girls were generally married off by 16 years of age. The community cited that it was hard to find suitable grooms for older girls as the demand for dowry was high for older girls. They also suggested

"If I as an AWW tell them to marry girls late they immediately say "will you give our dowry, you do marriage of your children late. If you have studied and become a AWW don't act smart". It happens in 100% houses. Women have also committed suicide because of domestic violence. People take money from contractors as advance and get into the cycle of debt, since they are not educated they don't even know how much loan have they given back to contractor. Children also have to go. If they say that they will not go they are beaten up. Sometimes people don't even have money to come back. There are many cases of rape of adolescent girls but they are not reported at all including abortion. If people are not able to pay the loan, they take their girls for raping. But they still take advance from the contractor."

AWW, Bihar

that younger girls were 'more beautiful' compared to older girls. Early marriage within Muslim community was reported across all the six states. In Bihar, the reported age of a girl at marriage is as low as 7-8. The trend of early marriage of the girls was reported across all the surveys of households as well as the in-depth interviews with women in the Muslim communities. As part of custom of the Girl child marriage, girls were sent to their in-laws' (also known as 'gauna') house once they attained age of 12-14.

In addition to the issue of dowry, concern for safety of unmarried girls surfaced commonly across all states. In Jharkhand, West Bengal, and Odisha, the respondents expressed concern over safety of girls. Reportedly, women were not permitted to step outside after dark. The girls and women moved out in groups for performing regular chores outside the house e.g. shopping, attending school etc. Incidence of eve teasing and concerns over rape of young girls were also reported. As an example, in the state of West Bengal, early marriage for girls was preferred due to the fear of girls being raped if they were unmarried. There were also concerns raised over love affairs which were reported to be common in schools. Patterns pertaining to decision making were found to be similar across all states. Results from the study indicate that men exercise significant influence on household decision making. It was noted that association to a patriarchal social set up limits women's autonomous decision making capacity. Although, it was found that women's contribution to family increased (majority of the respondent families had at least one or more female members earning) over time, no significant correlation was found between women's contribution to families and increased participation of women in decision making. Significant gender orientation was captured in all the six states during interaction with women in group discussions. Issues pertaining to marriage, education of children, decision making for

migration, domestic violence, collective effort, and participation in governance were discussed with the respondents.

Some respondents shared that sometimes even though unwilling; they had to work because of the poor economic conditions of the families. In West Bengal, Andhra Pradesh, Jharkhand, and Bihar, the respondents shared that young women were forcefully sent to work outside of the village despite their unwillingness to do so. Generally the decision to migrate was taken by the male members of the family without involvement of the female members.

Respondents from Andhra Pradesh expressed that with an increased demand for female domestic helps in countries like Saudi Arabia, Muscat, and Dubai etc. families were collectively sending their daughter-in-laws to work abroad. In-depth interviews with the women who had worked abroad in the past revealed that poverty & lack of employment opportunities forced a family to send the woman to work abroad with the prospect of earning a higher income.

In Bihar & Jharkhand, both men and women migrated for work. However, decision making on migration was limited to men only with no role for women. The respondents from Odisha reported lower migration by women since women were not allowed to work outside their village.

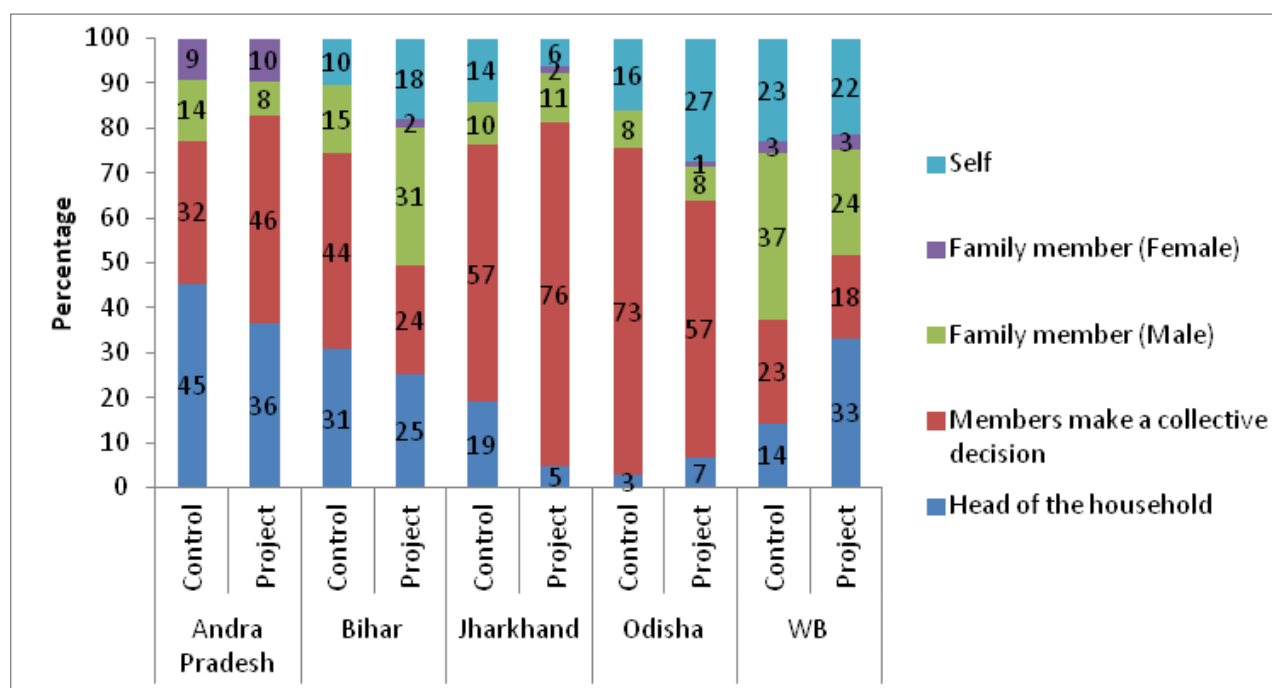


Figure 7 Decision Making for Migration

E. Local Governance

Mainstreaming women's empowerment requires greater participation from women in decision making as well as strengthening their role in local governance. Alongside, widening the scope for participation of women in Panchayati Raj Institutions (PRIs); and affirmative action are vital to encourage women's participation in the same. The study indicates major gaps between participation of women and women's acknowledgement of these platforms. Issues which surfaced during group discussions and interviews presented an array of missing links between governance, and women in governance:

- Lack of awareness amongst women regarding Gram Sabha & village development plan
- Poor participation of women in Gram Sabha
- Gram Sabhas not being organised regularly or the community not being informed of the same
- No platform for discussing women issues
- Women do not decide their vote
- No established safety nets to safeguard women from trafficking / illegal migration

Women's participation in Gram Sabha was found limited across all states. Women respondents stated 'poor inclusion' of women and 'Gram Sabhas not being organised' as the main reasons for low participation. There were other reasons mentioned by women for low participation. For e.g., in Bihar and Jharkhand, women reported they felt shy to sit in open meetings. Some also reported that women are not permitted to sit along with men; in Andhra Pradesh, only SHG members participated in Gram Sabhas as the sabhas discussed only SHG related issues not relevant for other women not part of an SHG

The data indicate that 33.8 percent, 26.5 percent, 48.2 percent, 44.6 percent, 12.7 percent, and 1.1 percent women participated in Gram Sabha in Andhra Pradesh, Bihar, Jharkhand, Odisha, West Bengal, and Rajasthan respectively.

It was noted that the governance platforms of Panchayati Raj Institutions and local *Jati panch* (caste leaders) fared poorly at addressing issues

pertaining to women. Upon further prodding, the respondents elicited no incidents in which PRIs or *Jati panch* extended support to women in distress. In West Bengal and Andhra Pradesh, women stated that illegal migration or trafficking could be controlled if PRIs took strict initiatives to monitor migration of women. It was reported that agents and "dalals" contact village level leaders for sourcing girls and young women; therefore the risk level was especially high within the village.

Similarly, lack of safety nets and awareness can be attributed to presence of few or no village level committees. Through household surveys, it was found that a majority of respondents were not aware of any village level committees. 52.5 percent respondents in Andhra Pradesh, 73.9 percent respondents in Bihar, 79.3 percent respondents in Jharkhand, 35.4 percent respondents in Odisha, and 85.6 percent respondents in Rajasthan denied presence of any village level committee.

It was further noted that voting power of women posed a questionable stance in their participation in local governance. The respondents stated that although they cast their vote, the decision making on casting the vote was either done by the family or by the community. Absence of autonomous decision making with the women was noted during in-depth interviews. For e.g., in Andhra Pradesh, women cast their vote in accordance with the community's decision. Similarly in Bihar and Jharkhand, some of the women respondents shared that candidates bought the votes of the community by paying them money.

Output 1.2: Women and girls have shared learning and enhanced their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defence skills, soft skills and personal grooming.

Information with regard to this output was gathered through in-depth interviews with women at the household level and through group discussions. The key finding is that there are currently no opportunities for women to enhance their awareness about trafficking and facilitate their self-development; aspects that are intended to be achieved through this output.

The only forums to which women have access are the SHGs. SHGs were established to achieve a wider goal of empowerment of women – personal, social and economic. However, during the baseline study it was observed that participation of women in SHG activities was limited to intra group loaning. That too found limited success for a variety of reasons such as poor financial management, poor

literacy levels, improper channeling of benefits, and limited outreach and so on. It has been recognized that SHGs can play a crucial role in collectivizing women. Some respondents shared that SHG meetings and subsequent interaction among women during such meetings led to greater awareness amongst women.

In the international development parlance, the impact of SHGs has brought about invariable changes in the lives of rural women. It has generally changed gender dynamics and provided women with financial independence. SHGs have acted as platforms for sharing personal problems and seeking support. However, the study has brought forth some key areas that need to be addressed in order to strengthen the SHGs in the study sites to help establish a greater impact on the lives of the women.

Women's empowerment greatly relies on capacity building. The outcome of SHGs and vocational trainings can suffer due to negligence by implementation agencies as well as poor follow up on completion of such trainings. The respondents did not find trainings offered in the past useful since either the training venue was far or it did not suit their needs.

In Andhra Pradesh, a DRDA official shared that trainings and workshops are organized for women through the department's various programs. Within the gender program of DRDA, 20 percent-30 percent funds have been allocated specifically for programs related to adolescent girls aged between 13-18 years. The scheme is known as "*Kishore balika*" scheme. Under this, the DRDA conducts workshops on personal hygiene, health, and sex education for students in 6-10 Grades in Government schools. Students are also provided with free sanitary napkins across schools to promote self hygiene.

In Odisha, respondents from both Project and Comparison *panchayats* reported health based trainings being organised on *Mamta Divas*. AWW and ASHA have conducted awareness trainings with women on safe motherhood, pre and post natal care, and immunization. Women shared that they found these trainings very helpful.

Output 1.3:- Livelihood opportunities provided to women and girls vulnerable to trafficking

In the baseline survey findings, it was noted that due to economic pressures women are burdened with various roles and they are also an extra hand in the family to earn money. Despite making financial contributions, they are not regarded as "bread earners" within the societal structure. As a result, their role becomes invisible and remains unremunerated for

the household or agricultural work they perform within their family. In all the six states which were surveyed for the baseline, women did not consider working on their own agricultural land or rearing cattle as a means of livelihood opportunity since they were not remunerated for the same.

It was also noted that people from the surveyed households were accruing benefits under some or the other social security scheme. However, a majority of respondents shared that the amount of benefit they received was very small and did not support sustenance. Irregularity in payments, small amount being offered under schemes like widow pension or old age pension, and paper work required for availing benefits etc. created more obstacles for recipients than benefitting them.

"MNREGA offers very less wage. It is Rs.120 for unskilled labor. Women get more money as daily wage laborers in other work. So they don't take this scheme."

MNREGA Officer, Jharkhand

It was found that SHGs were playing an important role in helping the women for income generation. In Andhra Pradesh, 41.4 percent respondents acknowledged some form of income generation being facilitated by an SHG; this was followed by 19.2 percent in Odisha, 18.2 percent in Bihar, 15.2 percent in Jharkhand, and 6.4 percent in West Bengal. The role played by SHGs has been discussed in greater detail in this section.

Andhra Pradesh- Velugu SHGs are popular among the community; women engaged in home-based agricultural, handicraft and animal husbandry activities; and largely women from Muslim households migrated to Gulf countries for employment.

In Andhra Pradesh, the households being surveyed are located in a peri-urban settlement. Therefore, existing livelihood opportunities vary from the other states being surveyed. Women participate in agricultural activities like paddy, groundnut sowing, tomato plantation, poultry, and goat rearing; creative activities like embroidery work on saris, making garlands; and activities like coolie work at brick kilns and construction sites. Young women work in shops and as domestic helps.

Amongst Muslim families, it was noted that due to limited options and poor household income, both men and women migrate to other countries viz. Muscat, Dubai, Kuwait, and Qatar to work as drivers

and domestic helps. Muslim women also performed embroidery work on saris. They harbored aspirations to learn skills that are perceived as gender specific by the society e.g. technical trainings like mobile and machinery repair.

Women in Andhra Pradesh receive benefits under various social security schemes such as widow pension scheme, old age pension scheme, and incentives for girls' education. Some women hold a "Matsyajeevi" card (fisheries) whereby they can receive aid for fisheries work. However, no such initiative was reportedly undertaken by any of the respondents.

Under the MGNREGA scheme, 16.9 percent respondents from Project *panchayats* had a job card* whereas only 7.5 percent had availed work*. In Comparison *panchayats*, 31.7 percent respondents had a job card* whereas 25 percent had availed work*. In one Project *panchayat*, drainage work was undertaken wherein 50-60 percent families had availed work. However, the women reported that no work has been undertaken by them under MGNREGA for over a year now. In the Comparison *panchayat*, mango plantation, pond digging, and pit digging work was undertaken by 30-40 percent families.

The DRDA was reported to have a very strong livelihood program with several opportunities for women. One of them being the SHG program—currently there are 58,000 SHGs in the district extending financial support to more than 700,000 women. These women take up activities like handicrafts, poultry, floriculture, rice business, and various other forms of tertiary activities. One of the most popular activities is the Chittoor Bulk Milk Chilling centre. Women across 165 SHGs are currently running these centres and selling milk. The activity fetches each centre almost Rs.45, 000 per month, over and above their savings from SHGs.

The DRDA's approach is to cover as many women as possible within their various Programmes. In order to provide livelihood opportunities for educated youth, the DRDA hosts job fairs every three months where companies from cities like Hyderabad, Bengaluru, and Chennai recruit educated youth for jobs.

DRDA, which implements centrally sponsored schemes for removal of poverty, has been actively implementing its flagship program VELUGU (Anti-poverty Programme) across the state. The

programme has collectivized women into SHGs which now help women gain financial independence.

Respondents in the Project and Comparison *panchayats* reported active participation in SHGs. Velugu has organised women into *Dokra* groups across all the colonies being surveyed in Project *panchayat* and Comparison *panchayat*. However, one of the colonies, i.e. Model colony was reported to be a new settlement, hence no SHGs had formed there yet. SHGs have been promoting loans at a very low interest rate encouraging members to take up loans for various personal purposes.

As for the income generation agenda of SHGs, 41.4 percent respondents stated that SHGs are promoting income generating activities. However, many respondents availed loans mostly for personal expenses. Monthly meetings are being organized where women contribute up to Rs.200 per month and discuss loan repayments. However, SHGs do not discuss income generating activities. SHGs provide linkages with banks through village development committees but no income generating activities are being undertaken. In both Project *panchayat* as well as Comparison *panchayat*, women have availed loans ranging between Rs.30, 000 to Rs.50, 000 for purposes like medical treatment, setting up brick kiln, education, purchasing cattle, and marriage etc.

In addition, various trainings and livelihood opportunities are available to women through the SERP¹² program of DRDA. Most of the women were aware of trainings being organized but were unable to attend since the training venue was reportedly very far. Moreover, since financial support to begin small business and purchase raw material is not offered in such trainings women do not find much use to attend the training programmes.

In the Project *panchayat*, 15.6 percent respondents stated that trainings focusing on generation of livelihood opportunities have been organized for women and/or girls. Of the trainings held, 2.5 percent were health related and 10.6 percent were vocation related. Only 13.2 percent women attended such trainings, 69 percent stated they were not interested in the trainings, whereas 31 percent reported lack of time as a major reason for not attending the trainings.

Bihar- women feel the need for guidance, training and resources to undertake income generation activities within their villages.

¹² SERP is an autonomous society registered under the Societies Act, and implements the project through District Rural Development Agencies (DRDAs) at the District level.

In Bihar, lack of livelihood opportunities in the villages led women to migrate for work. Agriculture related income generation options were also limited since most of the respondents interviewed, along with the data from household survey, reported small land-holding size or tilling other's lands. Income generated from agricultural activities was also very low. As an example, the women reported being given 1-2 kgs of rice or wheat as remuneration instead of monetary payment.

Some respondents were involved in *agarbatti*¹³ making. The remaining mostly worked in brick kilns in Kolkata, UP, or villages within the state. In the Project *panchayats*, 55 percent respondents were income earners to their families wherein one woman from the family was working, 15 percent respondents had two women working from the family, 3.1 percent had three women working from the family, and 2.5 percent had more than three women working from the family. These statistics are significant to highlight women's growing role in the economics of the households in Bihar. It also highlights that livelihood opportunities in the villages are limited due to which women have to migrate.

Women also shared that if given proper guidance and constant support within the village, they could participate in various income generating activities. Most of the respondents felt that deprivation of financial support was a hindrance to livelihood opportunities despite receiving trainings or workshops for the same. The respondents suggested they would gain from these activities if they were held within the village, so that they could easily participate in such activities.

The following activities have the potential for income generation for the women: *Papad* making, bangles, tailoring and embroidery, *masala* packing, and *agarbatti* business. The income generation activities should be structured in order for the women to be able to reap higher incomes. Within agricultural activities, rice mill/paddy related farming techniques, nursery, and seed bank activities have the potential for livelihood generation.

The household surveyed reported following percentage of beneficiaries under various schemes: 6.5 percent women are beneficiaries of widow pension in Project *panchayats* as compared to 0 percent in Comparison *panchayat*; 15.8 percent are beneficiaries of Education related schemes; 18.6 percent are beneficiaries of food security scheme, 2.9 percent are beneficiaries of old age pension

scheme, and 30.2 percent are beneficiaries of other social security schemes.

9.4 percent respondents hold a job card* in the Project *panchayats* as compared to 28.3 percent in Comparison *panchayats**. Moreover, 5.6 percent and 15 percent had availed work in Project *panchayats* and Comparison *panchayats* respectively. One of the common issues reported during in-depth interviews was unavailability of work despite people having a job card. For example, in Khajeri village people had availed work for only one week; whereas in Beldari, Dhandhar, Jamunavan and Sundervan no work was availed. Overall 74.5 percent respondents from the Project *panchayat* acknowledged presence of SHGs in their villages. However, of these only 31.8 percent were members of the SHGs wherein at least one of their family members was part of the SHG. On the other hand, in Comparison *panchayats*, SHGs have been operating since 2-3 years; wherein women saved Rs.30 per month. However, there was no income generation activity being undertaken by any group. During in-depth interviews it was also noted that the respondents were not aware of routine procedures of SHGs.

Of all the Project *panchayats*, the women from Dhandhar were not involved in any kind of income generating activities. However, some of them had applied for a loan from a bank through the SHGs for such activities as animal rearing. In Beldari, women worked in groups in animal rearing. However, since some women members of the SHG migrated to other cities for work, the group dynamics were reportedly affected in terms of participation of women in routine activities and timely payment of monthly contribution. As a result, the SHG initiative became dysfunctional. Moreover, some women left the SHG group as they were either not given a loan or they failed to contribute the monthly amount to the SHG. 79.6 percent respondents reported "no idea/direction" as one of the main reasons for SHGs lacking in income generation activities.

In Bihar, just about 5.1 percent respondents reported that there were some kind of trainings being organized for the women and girls. Also, the block headquarter- Wazirganj, was reported to have a training centre but women were unable to participate as the venue of trainings was very far. Other reason being mentioned was migration of women for work. In all, 52.6 percent respondents quoted lack of time and 47.4 percent quoted mobility restriction as the main reasons for not attending the trainings.

¹³ *Incense sticks*

Reportedly, there is a provision for vocational training of Computer typing available to 14-18 years old girls under 'Sabla' programme. However, the programme has not been implemented yet. One of the main reasons quoted for the delay in implementation was no market linkages. The Deputy Labour Commissioner shared that SHGs across the states are being offered economic development trainings by District Administration. As part of this, women were given trainings on making *agarbatti*; but incomes for the activity have been negligible due to poor marketing structure. The need for the sector then is to develop a good marketing channel.

Jharkhand- poor livelihood opportunities for women within the village; and women showed interest in participating in home-based income-generation activities.

In Jharkhand, the livelihood trends do not vary much from that of Bihar. The women from the state migrated for work frequently. About 54.9 percent, 9.8 percent, 2.4 percent, and 0.6 percent households had one woman, two women, three women, and more than three women respectively earning in the family.

The women mostly worked as daily wage labourer or agricultural labourer. Some others were reported to be working at stone cutting factories and construction sites in Ranchi and Dorondo. Women from Nichitpur and Hazam worked at the Parle-G factory in the outskirts. During the in-depth interviews it was reported that women often migrated unwillingly as they did not have any employment opportunities available in the village. Although SHGs undertake small scale activities, they do not provide permanent options of livelihood.

The respondents shared that they would be interested in receiving training for the following: Tailoring/stitching, candle making, pattal making, weaving mats, pickles, and agarbatti making. However, they shared that trainings should be organized within the village as otherwise participation in the trainings organized outside the village was difficult. One of the preferred locations shared in the interview was Samudayik Bhavan"¹⁴

Across the Project panchayats, maximum respondents (69.1 percent) availed food security benefits. About 19.1 percent reported availing

education related benefits, 5.9 percent availed widow pension benefit, 4.4 percent availed old age pension benefit, and 8.1 percent availed other social security benefits.

From the survey results, it was noted that Jharkhand had the highest number of MGNREGA job card holders compared to other states surveyed i.e. 69.5 percent respondents from the Project *panchayat* had a job card; of which 59.8 percent availed work.

During in-depth interviews it was noted that more women migrate for work compared to men. This affects collectivizing women into SHGs as it becomes difficult to engage them in day to day processes of SHGs like collecting monthly contributions, meetings, and preparing for income generation activities.

Although some women reported that SHGs did exist and that they were willing to participate in them, the SHGs usually became dysfunctional due to poor guidance and no clarity about their functions. Moreover, since most women migrated, they were seldom available to interact with other members of the SHG. This in turn affected the unity of the group.

Overall, across Project *panchayats*, SHGs were engaged in some or the other form of income generation activities. For example, in Nichitpur, one SHG is successfully undertaking a business of renting and pitching of tents. The SHG has been offering services to people in the village for functions and marriages. In general, SHGs have helped build awareness amongst women which in turn helped build unity amongst women. However, it was reported that loans from SHGs were only provided for emergency medical purposes. In Harua, SHGs have been undertaking collective farming of rice. Since it is a collective effort, physical burden of rice farming has reduced and women have been able to save more money through collective farming. Other than these, no examples of income generating activity was reported in the village. In Hazam and Saheda villages, no SHG reported any activity on income generation being undertaken. Women also shared their lack of education as an important limitation for successful operation of SHGs. Being uneducated; they could not understand the processes/benefits of an SHG. In Comparison *panchayats* of Hardag and Siladon, conflict amongst women was reported to be a major hindrance in successful running of SHGs.

¹⁴ Utensils made of dry leaves.

¹⁵ Community Center

Other reason quoted for disintegration of SHGs was untimely payment of monthly contribution. In some cases where the women had migrated, she failed to pay her contribution to the SHG every month. Some women shared they were keen to purchase a sewing machine as a source of income generation but could not afford to buy one due to poor economic condition and lack of direction in terms of availing loans. It was also noted that women's understanding of bank related procedure was poor. Consequently, they lacked confidence for approaching banks for financial support.

Several examples were cited for different skills being imparted to select target groups. For example in village Harua, an NGO imparted training on making soap, bangles, and pickles. However, the trainings were conducted only for SHG members and not others who were not part of SHGs. As a result, the outreach of the trainings was limited. Moreover, those women who participated did not find these trainings useful since no follow up training was conducted after the first session. They also reported that the training lasted 3-4 hours; not a sufficient time to be able to apply the learnings from training.

In Project *panchayats* Harua and Saheda, vocational trainings and health based trainings have been organized in the past. However, only one respondent could recall having attended the training and finding it useful.

At the block level, the BDO reported that trainings in floriculture, sericulture, and vegetable plantation were being given to women. Women were also involved in silk work at Jharcraft.¹⁶ *DSWO reported the following income generation activities being undertaken at the village level:*

Swadhar Pariyojana (to be started): For women who are widowed, abandoned, and/or orphaned. It has several components including vocational training and rehabilitation.

Sabla Yojana for 16-18 year old girls: Trainings are being imparted on such activities as jewellery making, tailoring, and beauty management in the 7 districts of Jharkhand at 2835 AWW. Some SHGs which are active are also undertaking activities like agriculture, collective farming and goatry.

The DWCD official at the state level reported that training programmes were being organized for rescued girls in areas like security, housekeeping, and CRPF.

Odisha- though women largely do not migrate for work, they feel the need for training and resources to engage in income generation activities within their villages.

In Odisha, women are generally home makers. During the in-depth interviews and household survey, it was noted that migration was not a trend among women. Only men migrated for work. The respondents shared that it was common for women from SC to work. These women worked as agricultural labourer or sold forest wood, and made baskets etc. In project villages, 10.6 percent, 1.9 percent, and 0.6 percent households had one, two, and three women respectively working from the family. Some women reported that common livelihood activities were undertaken through SHGs; apart from SHGs women did not have further livelihood options available in the village.

Since most of the women were home makers, they preferred village based activities. Some of the activities that the women were interested in were: mushroom farming, vegetable cultivation, embroidery, candle making, *papad* making, goat rearing, and agriculture related activity.

Under social security schemes, beneficiary percentage for widow pension was 13.9 percent; the percentage of beneficiaries for education, food security, old age pension, and varied other social schemes were 56.3 percent, 93 percent, 12 percent, and 2.5 percent respectively. Moreover, out of 52.8 percent respondents who had a job card, 25.5 percent had availed work. In the villages of Brajbalpur, Ranpur, and Karapalli; women reported no work being undertaken through MGNREGA. However, the respondents in Subhadrapur reported having availed just about 30 days of work.

The survey findings show active participation of women in SHGs. In Project *panchayats*, women were involved in SHGs and undertaking income-generation activities. The respondents from Brajbalpur village shared that there are 9 SHGs in the village engaged in poultry rearing, *agarbatti*

¹⁶ *Jharkhand Silk Textile and Handicraft Development Corporation Limited*

making, tailoring, mushroom farming, and making *badi & papad*. For poultry farming, a group of SHG had taken a loan of Rs.3,50,000/-. However, due to low scale production and lack of guidance, the initiative failed resulting in breaking up of the SHG. In other examples of initiatives undertaken through SHGs, some women reported that mushroom farming was a successful SHG venture; however when the farming structure broke they had to sell some produce and consume the remaining.

Other respondents shared that SHGs have been doing the business of agarbatti making since two years. They had taken a loan worth Rs.2, 50,000 to purchase raw materials. The women sold agarbatti to the agents in Ranpur at Rs.52 per kg. The agarbatti was sold in raw form to the agents without incense or packaging. The women had received trainings for agarbatti making in Gramsahi and Bhapur villages. In the past, the women from Ranpur were once involved in agarbatti making in collaboration with a large corporate house. However, the women discontinued the operation as the profit margin offered was very low. Among other activities undertaken by SHGs, papad making is quite common as well but it is a seasonal activity.

In Comparison panchayats, SHGs in Narshimpur village imparted training in making agarbatti. Only one SHG was doing business in the village. Moreover, no SHGs were reported in Karadpalli village. During in-depth interviews, women of the village shared that promotion of income generation activities was required to collectivize women.

In Project villages, women from Brajbalpur reported having received residential trainings in the past for vegetable cultivation. However, the learnings from trainings could not be implemented since there was water shortage in the village and cultivation could not be done without proper irrigation.

Trainings on agarbatti making, vegetable cultivation, poultry, and mushroom farming have been given to women. However, no follow-up trainings had been provided. Awareness about these income generation activities among different government officials was found to be limited.

During interactions with panchayat level opinion leaders, it was reported that SHGs in the villages were doing good business. They reported women were engaged in poultry, agriculture, agarbatti, and papad making activities. The ward member and

teacher from Subhadrapur and Brajbalpur village confirmed that 40-60 percent women had received vocational and health & nutrition trainings.

This implies that SHGs have lent financial independence to women and also brought about awareness among them over time.

West Bengal- women elicited a need of training and guidance to undertake income-generation activities within their villages

In West Bengal, it was noted that villages did not have opportunities to engage women in income generation activities. Any available opportunities were segregated on the basis of caste i.e. Muslim women were noted to do zari work, whereas Hindu women were involved in agricultural activities, net weaving and crab catching. Apart from this, women worked as daily wage labourer in brick kilns, and construction site, made bidis, or migrated to other cities to work as domestic helps.

Women were generally engaged in domestic chores and agricultural activities like rice sowing and fisheries. Not many respondents were part of SHGs. The survey findings show a very small presence of SHGs in both Project and Comparison panchayats. Very few SHGs were operating in project villages. For example, in Gopalganj village, an SHG has been active since one year. The women prepare mid day meals at school which has helped them save money and reap good returns. The women elicited the need for guidance as they were not aware of the benefits of being part of an SHG; and of the income generating activities which could be taken up in the future. Respondents reported poor banking infrastructure in the village. The women approached Sagar Gramin Bank for a loan but it was declined. The women had no information about the basis on which their request was declined. In deprivation of financial resources, the women have been unable to start any income generation activity. They also shared that since most of the women were uneducated; they shied away from approaching banks for financial support. This led to various financial accountability discrepancies.

Output 1.4: Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.

With regards to opportunities provided for women

¹⁷ Embroidery work done with silver or gold wires

¹⁸ Thin, locally made Indian cigarette

through cooperation between UN Women and agricultural universities, it was noted that there were no existing partnerships with agricultural universities in the country for livelihood promotion and vulnerability reduction of women and girls.

Two key partnerships have been initiated by UN Women. These are with the State Institute of Rural Development, Odisha; and the State Commission for Women, Jharkhand. Details of this partnership are as under:

□ **State Institute of Rural Development, Odisha:** UN Women have partnered with SIRD, Odisha with the following two objectives:

- To promote a gender and human rights based understanding of the complexities and multiple dimensions of trafficking of women and girls;
- To develop community based preventive mechanisms through convergence of varied stakeholders, governmental and non-governmental, to deal with human trafficking including its nexus with HIV/AIDs.

Following are the details and the status of the activities under the partnership:

A training module on leadership has already been developed by SIRD, Odisha. A session on combating trafficking of women and girls was developed by UN Women and incorporated into the SIRD's leadership module. Additionally, a session on Health and Nutrition was developed and incorporated by SIRD, Odisha. Training programs on these comprehensive modules will be conducted initially for the EWRs at *zilla panchayat* (ZP) level, *panchayat samiti* (PS) level, and the *sarpanches* of specified districts along with four designated districts under the leadership program. The districts vulnerable to human trafficking include Sundargarh, Nayagarh, Jagatsinghpur, Kendrapara, Jajpur, Nuapada, Sonapur, Bolangir, Nawarangpur and Ganjam. The training programs will be conducted at the field level in a PPP mode through empanelled Collaborating Partner Organizations (CPOs) at the district level. The training will also be provided to the officials and other representatives from civil societies from the specific districts at SIRD level.

Further, a module on combating trafficking of women and girls has been integrated into the State Institute for Rural Development's (SIRD) curriculum.

Also, one Training of Trainers (ToT) on the module on combating trafficking of women and girls to

select group of trainers (30 participants) has been undertaken in December 2012.

A training (total of 60 trainings) of selected Elected Women Representatives (EWRs) at *zilla Panchayat* (ZP) level, *panchayat samiti* (PS) level, and the *sarpanches* on the module on combating trafficking of women and girls in 14 designated districts of Odisha has been currently going on.

A training (total of 4 programmes) of selected officials and civil society organisations on the module on combating trafficking of women and girls has also been going on.

Under the Programme, IEC materials including posters, cards, flip books, and AV documents are currently being developed.

Monitoring of trainings and development of assessment reports has been going on.

□ **State Commission for Women, Jharkhand**

One Training of Trainers (ToT) on the module on 'Combating Trafficking of Women and Girls' to a select group of trainers (24 participants) had been organized in the month of September 2012.

One-day training of select Elected Women Representatives (EWRs) (30 participants) in 24 districts on preventing trafficking of women and girls is ongoing and nearing completion.

Multi-stakeholder consultation to prevent trafficking of women and girls has been scheduled.

Development of IEC materials including posters, cards, flip books, and AV documents under this Programme is ongoing and nearing completion.

Output 1.5: Vigilance committees established and functioning to prevent trafficking of women and girls.

A. Preventive

As shared in the previous section, awareness about trafficking was found to be low even among the respondents working in the government at various levels including the frontline workers and other officers who are in charge of addressing the problem. Even those who were aware about the issue were not clear about the legalities, how to address the problem, and projects being undertaken.

No *panchayat* level record keeping or monitoring was being done at any place. In West Bengal, an official from the Department of Social Welfare mentioned that even though the Government of India

has an Immoral Traffic Prevention Act, the police officials were not well aware of it. The department was planning to conduct a training programme for the police officials of South 24 'Paraganas' to create awareness about the Act. However, such initiatives across the states are sporadic.

B. Support for victims

Anti Human Trafficking Units

Anti Human Trafficking Units (AHTUs), mandated to address the problem of human trafficking, have been set up in– Bihar, Andhra Pradesh, and Jharkhand. In Bihar, it was set up in the year 2008 and is better structured. The unit comprises of officials from various departments like Social Welfare Department, Police Department, Labor Department, Women's Commission Department, ICDS, Bihar State AIDS Control Society, and Health department etc. Through AHTUs, a formal set-up has been established for the first time for prevention of trafficking; and officials from various departments are members of it. Structurally, its main components are State Level Anti-Human Trafficking Co-ordination Committee with Principal Secretary, Bihar as its Chairperson, District Level Human Trafficking Committee with the District Magistrate as its Chairperson, Anti Human Trafficking Task Force, Anti- Human Trafficking Prosecution Monitoring Committee, and Community based Vigilance Mechanisms etc. Regarding the outlook of the AHTU, the Inspector General of Police informed that AHTUs were conceptualized to address the problem of kidnapping and child labor whereas addressing the problem of trafficking required a much more comprehensive approach.

Although the AHTUs had been established, it was shared that they were not fully functional. None of the officers had clear idea as to how many cases of trafficking were reported and which areas were most vulnerable to trafficking. The SI informed that the cases were not registered. There were no concrete mechanisms to protect girls. The Deputy Labor Commissioner stated that the issue of trafficking was a responsibility of the Department of Social Welfare and their concern was only Child labour. This is seen as a gap in implementation as the Labor Department was a prominent member of AHTU.

In Jharkhand, an AHTU had been established with the Inspector General as its Nodal Officer. At the Department of Women and Child Development, there are schemes like Swadhar Pariyojana; Sabla Yojana; Mukhya Mantri Kanyadan Yojana, and Mukhya Mantri Lakshmi Ladli Yojana through which

The problem is that cases are not being reported. So we are devising some strategy of non-police reporting system. People do not to lodge FIR because of the fear of police and lack of accessibility to police stations. Preparatory forms have been sent to the PRIs and thanas."

IG Police, Jharkhand

women and girls are supported. The department had once also organized a Training of Trainers in collaboration with UN Women.

In West Bengal, although the AHTU is yet to be formed, the Department of Social Welfare has taken up few initiatives. It conducts studies regarding trafficking; and on the recommendation and action of the department the rescued girls are sent back to their homes. Further, it also monitors the functioning of the Shelter Homes. The DSW Officer was also designated as the Anti-Human Trafficking Officer; and the department looks after the rescue and rehabilitation of girls. The DSW mentioned that most of the girls were trafficked to Uttar Pradesh; and that blocks like Vasanti, Patarpratibha, Kulfi, Mandira Bazaar, Canning 1 and Canning 2, Koshaba, Baroipur were most vulnerable to trafficking. The trafficked cases were dealt under the three fold process of Rescue- Rehabilitation- Repatriation. When repatriation was not a possibility then vocational trainings were given. However, these processes suffered from lack of funding/resources and political will. DSW shared that the District Child Protection Scheme (DCPS) which is under the Integrated Child Protection Scheme (ICPS) had not been implemented in the district as human resources in the form of staff are yet to be posted in the designated areas. The scheme also suffered from acute shortage of staff. The aim of the scheme is to start 'After Care Home' for girls who are older than 18 years and have been rejected by their community. It also plans to provide them with training. This will reduce the risk of getting re- trafficked.

In Odisha, the human resource assigned to work with the trafficked persons was inadequate. Reportedly, there is only one Labor Officer in the district and none at block and *panchayat* level.

Shelter homes

Although some initiatives have been taken, lack of proper shelter homes remained a major concern. As an example, family counseling centres were opened in Andhra Pradesh about a year ago. These centres are being run by SHG members. Of the targeted 65 centres across Chittoor district, only 22 centres have been opened so far (no centre in Piler).

Since the inception of the centres, 240 cases have been registered. The centre aims to address issues like domestic violence, abandonment, and dowry as well as provide support to women in distress.

It was shared that in Bihar, shelter homes which have been established to provide support to the victims were very limited in number. Moreover, the existing ones are in a very poor condition. Similarly, in Jharkhand there was only one shelter home being run by Action Against Trafficking and Sexual Exploitation of Children (ASTECS).¹⁹ ASTECS was also reported to be in a much depleted condition.

Because of a paucity of shelter homes, the police sometimes had to send children to stay at homes of lady constables or at the police station. The situation was relatively better in West Bengal. The Department of Social Welfare shared that it monitors 6 Swadhar homes (which houses residents for up to three years), 6 short stay homes (which houses residents from 6 months – 1 year), and 1 *Ujjala* home (which houses residents for up to 3 months). These homes act as shelter homes and vocational training institutes where girls can stay after Government permission has been granted. Other than this there were 3 Justice Juvenile homes for girls less than 18 years of age. There are other options like 'Working women hostels' as well. Rescued girls can stay in the *Swadhar*, Short stay, or *Ujjala* homes, where they are given vocational training also. Minor girls are sent to Justice juvenile homes, where they can stay until they turn 18 years old.

C. Information Management

The importance of maintaining up-to-date information about the trafficked/migrants cannot be undermined. However, it was found to be weak across the states.

In Andhra Pradesh, where migration is common, a DRDA official shared that the office does not

maintain any data about women who migrated; or about those who migrated solely for work. They did not have any focused programmes addressing issues related to migration or human trafficking.

Although few programmes existed to help women in distress which in turn covers women who were either migrating or have faced any problems during migration. The only data on migration is maintained by *Sanghamitra*- a community member who is responsible for a group of SHGs in her area of operation. She maintained data and kept track of mobility of members to help check on repayment of loans. This record aims to track women who have taken loans and are seasonal/long term migrants for work.

In Jharkhand too there was no data management system. However, they have adopted an innovative way to encourage people to report cases of trafficking. The police department has sent preparatory forms to the PRIs so that people are able to lodge their complaints with them rather than come to police stations; and file an FIR so that they do not hesitate to file a complaint due to apprehension of approaching the police station.

In West Bengal also, which otherwise has a better support system, the Social Welfare Department does not have a system to maintain the statistics/ records of the reported cases of trafficking. The information lies only with the police department.

Thus, overall the information management system is weak in all the states.

Conclusions:

In light of the envisaged outcome of the Programme to reduce the vulnerabilities of women and girls against trafficking, it may be noted that:

¹⁹ ATSEC, an international network started in Dhaka, Bangladesh. Presently it is being implemented in different countries of South East Asia like India, Nepal, Bangladesh, Pakistan, Afghanistan and Sri Lanka. The office of national chapter of ATSEC for India is situated at Kolkata. Retrieved from <http://www.atsecbihar.org/aboutus.php> on December 6, 2012.

Table 12 Conclusions- Outcome 1

Output	Conclusions
Output 1.1: Enhanced awareness of community members on trafficking, VAW and gender power relations.	<ul style="list-style-type: none"> • There is awareness about trafficking as a substantial risk but no control over the problem both from a societal and systemic point of view. • There is awareness of migration risks including trafficking, but because of desperate economic situations people are ready to take the risks. • Missing cases are not talked about. There is little awareness on the problem and action taken. • Gender differences in terms of gender power equations on decision making, education, VAW and marriage exist among the respondent generation. Respondents however, emphasized that they were attempting to change this in the lives of their children by educating their daughters and not getting them married before the age of 18.
Output 1.2: Women and girls have shared learning and enhanced their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.	<ul style="list-style-type: none"> • Women's participation in local governance is extremely limited and women's issues not discussed at the <i>panchayat</i> level. • Limited role of women in decision making in the household and community because of inequitable social construct. • There is greater awareness about educating girls • The only platforms available for women for shared learning are SHGs, wherever operational. However, realistically SHGs function only as a platform for savings and money lending.

Output 1.3: Livelihood opportunities provided to women and girls vulnerable to trafficking.	<ul style="list-style-type: none"> • Migration among women is primarily because of poverty, marriage and better employment opportunities. • If better livelihood and employment options are available within the <i>panchayat</i>, people will prefer not to migrate. • Safety nets like MGNREGA are available but not adequate. • SHGs, wherever active- involved primarily in money lending and not income generation activities. • Limited capacities of women to undertake income generation activities given their domestic responsibilities and restrictive social norms. • Trainings on alternative employment options are few and not consistent. • There is a need to institutionalize need based vocational trainings for women and girls within their given social set up.
Output 1.4: Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.	<ul style="list-style-type: none"> • No existing partnerships with agricultural universities in the country for livelihood promotion and vulnerability reduction of women and girls. • UN Women has formalized partnership with State Institute of Rural Development, Odisha, State Commission for Women, Jharkhand.
Output 1.5: Vigilance committees established and functioning to prevent trafficking of women and girls.	<ul style="list-style-type: none"> • No vigilance mechanism available at the local level against trafficking. • Prevention of trafficking is considered as a responsibility of the police department, which has its own constraints in dealing with this highly organized and deep rooted crime network.

Outcome 2: Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls.

UN Women's Anti-Human Trafficking Programme envisions that through Programme projects and activities, an attempt will be made to enhance the capacities of local governance and justice systems towards an enabling environment that prevents trafficking of women and girls.

In this respect, four Programme outputs have been defined:

1. The capacity of the PRI leadership improved to understand Gender Responsive

Budgeting through gender analysis of programmes.

2. Capacities of the six *panchayats* for integrating gender and trafficking concerns in their accountability systems enhanced.
3. Capacities of justice systems to address gender based violence and trafficking enhanced.
4. Lessons learned and community based projects documented and shared at the local, national and regional level.

The findings on the above mentioned Outputs come from careful analysis of responses on related indicators from all stakeholders of the study viz. households, women and girls, frontline workers and PRI representative; and block and district level officials.

The findings on the aforesaid outputs reflect the following themes as indicated in the table below:

Table 13 Analysis Themes: Outcome 2

Outcome	Output	Analysis Themes
Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls.	The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through Gender analysis of programmes.	<ul style="list-style-type: none"> Gender analysis and awareness of gender- based concerns in the communities. Allocation of funds for women's issues and Gender Responsive Budgeting.
	Capacities of the six <i>panchayats</i> for integrating gender and trafficking concerns in their accountability systems enhanced.	<ul style="list-style-type: none"> Domestic Violence. Migration and mobility patterns.
	Capacities of justice systems to address gender based violence and trafficking enhanced.	<ul style="list-style-type: none"> Capacities of Government departments at the block, district and state levels. Capacities of law enforcement agencies. Gaps in implementation.
	Lessons learned and community based interventions documented and shared at the local, national and regional level.	Not Applicable

Baseline study findings on each of these outputs are as follows:

Output 2.1: The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through Gender analysis of Programs.

Representatives of PRIs and frontline workers across Project and Comparison *panchayats* highlighted gender differences. These primarily were inequalities in social roles, access to resources, mobility constraints, and decision- making among others.

From an institutional point of view, PRI representatives and front line workers constitute the most important link at the source level in order to prevent trafficking. However, in the course of the study very limited role for PRI representatives and frontline workers was highlighted in addressing gender inequities and vulnerabilities to trafficking.

PRI representatives across the states, except Odisha, acknowledged the presence of high

migration and mobility of women as a vulnerability factor. Exploitation during the process of migration was elicited as a big problem. Women's vulnerability to trafficking was seen to be inter linked with mobility of women; greater the mobility, higher the risk of trafficking and exploitation of women.

Trafficking cases across states were noted to be ill reported because of societal taboos. Some common reasons reported across all states were '*it would bring shame to family*', '*nobody would marry the victim*', and so on and so forth. PRI representatives, being a part of the community, exhibited a similar psyche on the issue.

Further, from a gender analysis perspective, it was noted that PRI representatives were aware of and openly shared concerns that affect the lives of women. Health, education, domestic violence, and lack of sanitation were the most common concerns stated during interviews across all states. In Andhra Pradesh, the issues reported were health, abandonment, and domestic violence. Similarly

in Jharkhand & Bihar, these were health, poor education, lack of sanitation facilities, domestic violence, and hard working conditions. In Odisha, health, early marriage, and domestic violence were reported as the most pressing concerns for women.

Despite the awareness, it was evident that gender sensitive and responsive planning was missing at the *panchayat* level. It was noted that the positioning of PRIs be made as the first level of local governance; and that their roles and responsibilities be strengthened to enhance prevention of trafficking of women and girls. The missing link here was the lack of sensitization and a gender perspective to panchayat level planning and decision-making among the PRI representatives and the community. Only in the state of Jharkhand, specific trainings on the issue of human trafficking had been conducted for PRI representatives. Therefore limited sensitization and capacities of PRI representatives to issues of women and girls were apparent. Across the six states surveyed for the baseline study, panchayats did not report any existing vigilance mechanisms to prevent trafficking and other gender related inequities.

At the *panchayat* level, the PRI representatives elicited limited execution of gender specific policies. They failed to mention any gender specific programmes and/or fund allocation structure. In West Bengal, Andhra Pradesh, and Odisha, few respondents roughly stated 20-30 percent funds have been allocated towards the benefit of poor & marginalized women. However the respondents were not aware of the details of such allocation and the purposes for which it could be used. In Bihar & Jharkhand, no fund allocation related data was shared. In terms of Government schemes, PRI reported SGSY²⁰ as the most popular women centric programme across all the states.

Overall, PRI respondents were of the opinion that strengthening of existing interventions of the panchayat and capacity enhancement of PRI representatives is critical for local governance to actively contribute towards preventive action on human trafficking and gender inequities.

Output 2.2: Capacities of the six panchayats for integrating gender and trafficking concerns in their accountability systems enhanced.

This output has been explored through analysis of data on gender concerns & migration and trafficking issues handled at *panchayat* level. Findings elicit:

A. Domestic violence

Gender concerns like Domestic Violence were noted to be prevalent across all the study states. Respondents from all *panchayats* covered under the study, women, PRI representatives and frontline workers acknowledged that domestic violence is commonly prevalent. It was however considered a personal problem and kept within the family and/or couple. Evidently, there was also little awareness on the support extended by Government or other sources for victims of domestic violence.

Andhra Pradesh- domestic violence was common but considered a personal problem and not addressed openly.

In Andhra Pradesh, women respondents reported that domestic violence was very common; but women never shared such incidents because it was considered a taboo to talk about. Therefore, women never discussed it openly or sought help.

The DRDA informed that a family counseling centre had been opened at the district level. These centers were being run by SHG members and addressed issues like domestic violence, abandonment, and dowry as well as provided support to women in distress.

Bihar- addressing the problem of domestic violence on a public platform was not seen as a need by women.

Domestic Violence was reported to be prevalent in Bihar in both the Project and Comparison *panchayats*.

Women respondents reported that domestic violence was a common phenomenon and many a times also happened publicly. They further shared that if other people intervened then they were also abused, as it was perceived as a “personal” issue. However, women did not raise their voice against it and some of them stated that “if they did something wrong, they deserved to be beaten”. This was found to be a deep rooted mentality. It was also found that consumption of alcohol and domestic violence were inter- related wherein women reported that domestic violence increased with increase in consumption of alcohol. However, no cases were reported to the *panchayat* even in case of extreme domestic violence. The respondents did not consider the *panchayat* as a platform for redressal of their domestic problems.

²⁰ Swarnajayanti Gram Swarozgar Yojana

An official from the WCD Department reported that a Women's Helpline for domestic violence and sexual abuse had been established at district level.

However, none of the PRIs, frontline workers or the respondents was aware of any such platform or grievance cell. The Mukhiya of the Project panchayat did not acknowledge any incidence of domestic violence in his panchayat.

Jharkhand- domestic violence was reportedly prevalent but no formal/informal platforms to address the issue were known to women.

In Jharkhand, women respondents reported that domestic violence was very prevalent in both Project and Comparison *panchayat*. Here also, women reported that incidence of domestic violence increased with consumption of alcohol. However, mostly cases were not reported.

An official from the WCD Department reported that in Jharkhand too, a Women's Helpline at the district level had been established.

However, neither the PRI representatives nor the Frontline workers or the respondents were aware of any Women's helpline; or any other formal structure where they could go and report their grievances relating to domestic violence.

The difference here was that the *Mukhiya* of the Project *panchayat* reported that there were many incidences of domestic violence. However, he tried to resolve the matter in *Gram Sabhas* at the *panchayat* level itself.

Odisha- even though prevalent, domestic violence was not seen as a problem by the panchayat representatives.

In Odisha, the respondents reported that domestic violence was highly prevalent and frequent. They further shared that it increased with an increase in alcoholism. The only resort for most women was to return to their parental home but no formal redress was sought.

The district level WCD Department official reported that there was a women helpline and 55 cases had been reported in the last year. Awareness about the same is made through leaflets, hoardings, and posters at the village level.

However, the PRI of Project *panchayat* reported that just about 5-10 percent women faced domestic violence; and that whenever such issues were brought up, they were resolved at the *panchayat*

level itself. The PRI representatives of Comparison *panchayat*, however, denied any incidence of domestic violence.

None of the PRI representatives, frontline workers or the respondents was aware of any such helpline.

West Bengal- domestic violence was considered a family issue and not discussed openly.

In West Bengal, domestic violence was prevalent but women shared that it was treated as a "personal" matter, if somebody tried to intervene.

No formal structure to address the issue of domestic violence was reported at the *panchayat* level. PRI representatives at both the Project and Comparison *panchayats* were of the opinion that it was a family issue and not a *panchayat* level concern to be dealt with openly.

B. Migration and Mobility Patterns

The previous outcome explains the inter-linkage of migration with trafficking as a risk associated with unsafe migration. In this view, capacities of the *panchayat* were explored in the light of migration trends and the monitoring mechanisms therein. It was noted that in all states except for Odisha, women did migrate either seasonally or for long term. PRI representatives and frontline workers were also noted to be aware of migration trends in their *panchayats* and the risks associated with it. However, it was a glaring disconnect that there was no *panchayat* level monitoring mechanism for migration. It was understood to be a process of socio-economic sustenance and not treated as a potential human rights risk requiring monitoring.

Andhra Pradesh- high migration to Gulf countries but no structure or process defined to ensure safe migration at the panchayat level.

In Andhra Pradesh, it was found that a majority of Muslim men and women migrated to Gulf countries like Kuwait, Bahrain, Saudi Arabia, and Dubai for work. While men primarily migrated as drivers, women migrated as domestic helps. This migration was highly organized among the agents who were well placed both within India and in the Gulf countries.

Reportedly, in such course of migration, women had to be placed in a foreign country for considerable lengths of time. Financial and sexual exploitation and poor working conditions were reported by

respondents. Also, reportedly an amount in the range of INR 80,000/- to 1,50,000/- was charged by the agents to place migrants in the Gulf countries. Despite charging such huge sums, the agents took responsibility of only placing the migrants on the flight to the destination countries. Responsibility of placement was of another agent on the other end. Once the placement was done, the migrant woman/ girl was supposed to be on her own in a foreign country.

Despite this being a common migration trend, there was no structure or process defined to ensure safe migration at the *panchayat* level.

Bihar- no existing mechanism/ structure at panchayat level was reported to ensure safe migration.

With respect to migration, in Bihar, no existing mechanism/ structure at *panchayat* level was reported to ensure safe migration. Despite the fact that seasonal migration was very common, there was no process of registration of people who migrated for work nor was any list of contractors who facilitated migration of people maintained.

The *Mukhiya* of Project *panchayat* was reportedly unaware of any problems that people faced in their course of migration. Thus, there was no regulatory mechanism for the amounts charged by agents and the payment made by contractors; rendering people vulnerable to financial exploitation. The *Mukhiya* reported that safe migration awareness and regulation was not a component of *panchayat* level planning hence no fund allocation was made in this respect.

In Bihar, none of the respondents reported or acknowledged any cases of trafficking implicitly or explicitly. However, the AWW of one Project *panchayat* reported that a lot of trafficking incidents had happened but that they have not been reported.²¹ Some frontline workers also reported sexual exploitation, rape, and abortion incidences at work place during the course of migration.

However, clearly at the *panchayat* level there was little visibility on the issue of unsafe migration and trafficking and hence no structures to deal with the same.

Thus trafficking was a little acknowledged concern in the area; and hence not a panchayat level priority. Even the Mukhiya was unaware of the migration mechanisms or of any other migration risks that

people were subjected to.

Jharkhand- no existing mechanisms to check migration especially of under-18 girls who migrated for work as domestic labour

In Jharkhand, the respondents reported that men mostly worked in agriculture in the village while women went out to work as daily wage laborers at construction sites, Parle G biscuit factory or cut stones, etc. There were some families with daughters who migrated outside the state to work as domestic helps. It was observed that people who had more girl children preferred sending their children to work as domestic helps.

No existing mechanism or structure to check migration, especially of under-18 girls who migrated for work as domestic help was reported. No record keeping of the girls or men who migrated was being done. The *Mukhiya* of Project *panchayat* acknowledged that there were incidences of trafficking. However, he stated that it was difficult to check. He reported that there were agents in the village who facilitated migration of girls for domestic labour.

He further shared that the administration was weak and there were no existing interventions at the *panchayat* level being undertaken related to promotion of gender empowerment and to curb trafficking. Lack of education and livelihood were the major causes for trafficking.

The frontline workers and the PRIs also reported that they were not aware of any existing interventions related to gender empowerment and trafficking that had been undertaken by the Government or NGOs apart from basic service delivery.

The Women and Child Development Department at the state level reported that they had planned to conduct trainings regarding trafficking for the PRIs at the source level. It was reported that a single training of trainers in collaboration with UN Women had been undertaken so far.

An Anti Human Trafficking Unit was reported to be established in Jharkhand. However, none of the *PRIs* representatives or frontline workers was aware about it.

Odisha- no system of registration of people who migrate, at the panchayat level.

In Odisha, it was men who primarily migrated outside

²¹ Beldari

the village/state for work.

Although only licensed contractors, registered with the District Labour Officer, reportedly contracted labor from the Project area, most of the men migrated out of their own will and it was very difficult to keep track of them. The District Labour Officer reported that there was no human resource/ persons designated for registration of people who migrated for employment outside the state. He also confirmed that there was no system of registration of people who migrate at the *panchayat* level.

"We have list of licensed contractors. They register when they take workers outside. However most of the migration apart from this is not registered as contractors are not registered."

DLO, Nayagarh District, Odhisha

West Bengal- no formal structure or process was reported to ensure safe migration or tracking of prospective employers and/or grooms.

In West Bengal, the Project district i.e. South 24 Parganas, is infamous for human trafficking. The Officer-in-charge CID- AHTU and the officer from the Department of Social Welfare acceded to this fact.

Most of the respondents reported that mostly men migrated for work whereas women stayed at home. *They added further that people from outside came into their village and took girls for work and marriage purposes but instead ended up selling them off.*

However, no formal structure or process was reported to ensure safe migration or tracking of prospective employers and/or grooms to prevent this implicit form of trafficking.

Output 2.3: Capacities of justice systems to address gender based violence and trafficking enhanced.

Trafficking trends noted across the six states are varied in their nature. Under this output, the capacities of the institutional set up, viz. Government departments and law enforcement agencies need to be built to address the issue of trafficking effectively. Since the intervention is based at the source level, it was imperative to explore the capacities of these departments which are at the first level of interface with respect to the development and protection of

"There is no convergence between departments; as a result there isn't a collective effort."

Respondent, State Social Welfare Department, West Bengal

women and girls; rather than the judiciary which has a role to play post-rescue of trafficked women and girls.

Interactions at the State & District level highlighted existing loopholes in the institutional set up to deal with the issue of trafficking at the source level. Additionally, it was significant to note that this issue was not prioritized as a serious social problem. The study indicates weak preparedness of institutional set up to tackle the issue of trafficking.

It was reported by most of the officials across the Police, Social Welfare, Women and Child Development and District Administration set-ups, in all the six states that in order to combat trafficking, fund allocation and infrastructural facilities are very critical. At present, the process of repatriation and rescue of the victims have been actively undertaken by various Government agencies as well as NGOs. However, the missing link is the post rescue process, where paucity of funds, manpower, and infrastructural inadequacies render the efforts to rescue these children & women as insufficient. Post rescue, due to little or no availability of counselors and vocational training options, rescued victims find it very difficult to merge back into the mainstream.

Similarly, it was noted, that community subscribes to traditional mindset and orthodox notions towards trafficked victims. This situation creates barriers for victims for their self-development.

Andhra Pradesh- integrated and focused protection intervention is deemed necessary by officials to curb trafficking.

In Andhra Pradesh, an IPS Officer at Hyderabad stated that "trafficking has two facets to itself; one being forced labour (servitude/forced labour) and the other being sex work. Human smuggling is sometimes done willingly as well". Girls and women are being trafficked across border, thus the quantum of this nexus is very large and highly organized.

In Gulf countries, women from Andhra Pradesh are sometimes forced by agents into prostitution. Women opt to go to Gulf countries to work as domestic

helps. In this process of migration, family members are also involved, thereby rendering the women highly vulnerable to migration risks including being forced into prostitution or working as domestic helps in unpleasant circumstances. In the state, some specific communities and pockets were reported to have highest number of trafficking incidences- such as women of Sugali community, Banjari community from Chittoor, Kadappa, and Anandpur districts where women end up working in brothels in Delhi, Mumbai, Pune, Bangalore, and Chennai.

The IPS Officer noted that in other parts of Andhra Pradesh, besides the Project *panchayat*, trafficking cases have been reported in the areas of Rayalseema, coastal Andhra Pradesh, and Mangalore as well. The transit cities were noted to be Hyderabad, Vijaywada, and Guntakal. Reportedly, in such cases the nexus also involved *panchayat* members from *Mandals*²² like Thalpula and Kadri. In Kadri and Anandpur cases of trafficking were high, closely followed by Madanpalli, Raichoti, Galibidu, and Kadappa. No particular reason was attributed for this trend.

The IPS officer opined that in order to help victims, psychosocial interventions and change is a critical measure for the victims to accept a dignified lifestyle. He stated further that since second generation trafficking, where relatives and families themselves traffick young girls, is a bigger problem; preventive awareness and action is required at school level itself.

In order to curb trafficking, integrated and focused protection intervention is necessary, for a period ranging from 4-5 years. It should include skills & lifestyle change, financial awareness and management, and English speaking etc. DRDA officials reported that no anti-trafficking focused vocational training, gender empowerment trainings, or workshops have been being organized in Chittoor District as yet. They stated that since women often migrate for work willingly; it is difficult to monitor them. Also, as the reported number of trafficking cases was comparatively very low, DRDA has not taken issue specific measures until now.

Bihar- existing interventions primarily focus on rescue and rehabilitation.

In Bihar, the Inspector General of Police elicited poverty and limited livelihood opportunities as the main reasons for trafficking. Families are mostly

aware of the repercussions of sending their young daughters outside for work. However, due to extreme poverty, families tend to sell their daughters off as they are considered a “burden”. As per the Nodal Officer of AHTU, an AHTU has been established in the area but it was not fully functional yet. The AHTU works in convergence with the Social Welfare Department to rehabilitate rescued women and girls. It also maintains a record of trafficking cases. Also, a Training of Trainers of Deputy Superintendents of Police has been conducted on trafficking.

At the district level, an official from the Social Welfare Department reported that the AHTU registered 30 cases of missing children last year. They reported that funds were allocated at the block level for rehabilitation of the rescued children and women. Moreover, railway stations were being regularly checked to rescue any trafficked and/or abandoned women or children.

Similarly the Deputy Collector stated that the Social Welfare Department’s shelter home- “*Alpagriha*” provides shelter to the children and women for up to 6 months. Rescue Junction- an NGO, has been actively working on repatriation and runs a shelter home. A Helpline for redressal of domestic violence, established in Patna in September 1999 as part of a crisis intervention center for women in distress by Women Development Corporation, is also active.

Jharkhand- lack of convergence of interventions by different Government departments towards prevention of trafficking.

In Jharkhand, the IG Police reported that even though a large number of women and girls migrate to Delhi and Haryana to work as domestic helps, there is no data management system to track the migration or the persons that go missing. He shared that a large number of agencies operational in Delhi source girls from the state. He reflected that even though there are shelter homes in the state, the living conditions they offer are poor. More importantly, human trafficking is yet to be made a priority in terms of funding and infrastructural facilities. Since there are very limited shelter facilities, rescued girls often had to stay with lady constables.

The IG also stated that reporting of trafficking cases is rare and people report such cases only when they get very critical. However, the official from the Women and Child Department shared that a high number of women and children were being trafficked every

²² Administrative division equivalent to Tehsil

year from the state. The Department had conducted Training of Trainers of PRI representatives in collaboration with UN women with the objective to generate awareness among grass root level leaders, and for preparing them to help curb trafficking. The official also stated that some helplines also operate for the benefit of trafficked women and girls but could not elaborate further on the same, thereby highlighting a disconnect and lack of convergence of interventions towards the same cause.

Odisha- trafficking issues were regarded primarily as a law enforcement problem.

In Odisha, it was noted that not many women migrated. Also since the social structure did not permit or prefer the girls to work, girls & women were mostly home makers. Although officials at the state & district level acknowledged instances of trafficking, these were not regarded as a major state level concern. An official from the Women and Child Welfare Department stated that the focal areas of work of the department were women in distress and gender issues like domestic violence. Presently, there are 13 *Ujjwala*²³ *Ghar* for Women victims of trafficking and 45 *Swadhar Ghar* in the state for women in distress. The official, however, could not share the specificities entailed in the program curriculum for *Ujjwala*.

“Trafficking issue is police department's job. They handle it. Not our job”

Respondent, Department of Social Welfare,
Odisha

Similar responses were recorded from the district Social Welfare Department. It was noted that trafficking issues were regarded as a law enforcement problem and hence a responsibility of the police. The Social Welfare Department official was also unaware of trafficking related legal provisions.

West Bengal- trafficking acknowledged as a serious problem by officials but lack of human resource, limited budget, poor convergence and post rescue assistance were reported as main hindrances against prevention.

In West Bengal, CID-AHTU and Social Welfare Department officials were interviewed. The state presently has one of the largest trafficking nexus in the country. With trafficking and illegal migration of the girls & women from Bangladesh and Nepal, the quantum of issues is reportedly much larger than the available institutional set up to combat it.

Reportedly, the Social Welfare Department of the state conducts research studies on the issue of trafficking. Also, its primary course of intervention is the rehabilitation and repatriation of the women and girls who are rescued from trafficking. Further, it also monitors the functioning of the shelter homes. Presently, the following number of shelter homes are operating in West Bengal: Six *Swadhar Homes* (that houses residents for up to three years), six short stay homes (that houses residents from 6 months – 1 year), and one *Ujjala home* (that houses residents for up to 3 months). These homes act as shelter homes and vocational training institutes where girls can stay after Government permission has been granted. Other than this, there are three Justice juvenile homes for girls less than 18 years of age.

The officials reported that although Government of India has the Immoral Traffic (Prevention) Act; the police officials were not well sensitized and informed about the same. In view of this fact, the department had planned to conduct a training on the Act shortly with the Superintendent of police and police officials of South 24 Paraganas.

The official from the Social Welfare Department opined that for holistic rehabilitation of trafficked women and girls, a convergent approach from different departments including but not limited to education, rural development, health, and social welfare is required. The Social Welfare Department presently does not have any system to maintain the statistics/ records of the reported cases of trafficking.

The Officer In-charge of CID- AHTU expressed concern over insufficient provisions for the department. Lack of human resource, limited budget, poor convergence and post rescue assistance were reported as main hindrances for the department to function successfully. It was also reported that recently various Government departments have initiated dialogue on convergence (health, rural, information, education etc). This was due to the realization of significant duplication of efforts required towards post-rescue interventions from the Government departments.

²³ Comprehensive scheme of Ministry of Women & Child development for prevention of trafficking and rescue, rehabilitation and re-integration of victims of trafficking.

Common challenges faced by AHTU are cooperation from rescued victims in helping the unit in tracking and implicating agents and traffickers. AHTU also reported lack of cooperation from other agencies who were involved in filing procedures for e.g. medical checkup of the victim, and settling the victim in shelter home etc. Due to untimely action being undertaken by other agencies, AHTU had to handle the victim until all the formalities were completed.

Output 2.4: Lessons learned and community based interventions documented and shared at the local, National and regional level.

UN Women has undertaken two key activities with regards to documentation of community based interventions and lessons learnt.

- **Research by Dr. Mondira Dutta²⁵**

Dr. Mondira Dutta has just completed the report on her research study and documentation of the best practices towards preventive measures that have been implemented in the vulnerable source areas, both by the Government and NGOs through participative focused group discussions. She studied the successful Community Based Models as strategic initiative adopted by partner organizations such as the NGOs and CSOs. The same was done through field based research and a detailed focused group discussion with a few identified NGOs who were actively involved in preventing trafficking of women and girls.

The report is in the draft stage.

- **The Communication Hub²⁶**

The Communication Hub has been contracted to document different existing models of community based prevention to:

- (1) build on and strengthen the existing efforts and;
- (2) to identify examples of good practices that are replicable.

This documentation will also be used for capacity development of vulnerable populations and their communities as well as for donors, partners, and UN Agencies.

So far the partner has submitted their work plan and concept note. They are now working on the story board for shooting and capturing the community based best practices to prevent Anti-Human Trafficking. In the last week of December 2012, the team visited the chosen areas of Kolkata, Odisha, and Andhra Pradesh for a recce visit. The final shoot was scheduled for January 2013.

Conclusions:

In light of the envisaged outcome of the Programme to enhance the capacities of local governance and justice systems for prevention of trafficking, it may be noted that:

²⁴ Dr. Mondira Dutta is Associate Professor, Centre for South, Central, Southeast Asian and Southwest Pacific Studies, Jawaharlal Nehru University, New Delhi.

²⁵ The Communication Hub is a development communication firm.

Table 14 Conclusions- Outcome 2

Output	Conclusion
2.1. The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through gender analysis of programmes.	<ul style="list-style-type: none"> As a part of the community, PRI representatives were aware of both gender inequitable social norms and migration related issues of women. However, use of this awareness in the gender analysis of <i>panchayat</i> level interventions was missing. No instances of Gender Responsive Budgeting were reported; however respondents from West Bengal, Andhra Pradesh and Odisha stated vaguely that 20- 30 percent of <i>panchayat</i> funds were allocated for economically disadvantaged women.
2.2. Capacities of the six <i>panchayats</i> for integrating gender and trafficking concerns in their accountability systems enhanced.	<ul style="list-style-type: none"> PRI representatives and frontline workers were not well sensitized to identify; and were not well equipped to help combat illegal migration and trafficking. PRIs were reportedly aware of risks associated with migration, but absence of a holistic approach in cooperation with the community was noted to be the main factor against protecting the rights of women and girls. More so, the women's vulnerability is high within the village, since no tracking mechanisms have been set up. Lack of specific responsibility at the <i>panchayat</i> level to address the issue of trafficking, led to the onus of the same being passed on to other departments like the Police and Social Welfare Department. It is important that trafficking prevention be mandated at the <i>panchayat</i> level and the role of all departments in the prevention of trafficking, be clearly defined for greater accountability.
2.3. Capacities of justice systems to address gender based violence and trafficking enhanced.	<ul style="list-style-type: none"> Across all the states, officials from varied departments provided insights on issues related to trafficking and combat mechanisms for the same. But no streamlined approach was noted during the interaction. Despite the presence of AHTUs (Anti-Human trafficking unit) in all states, no active preparedness was noticed either at the policy level or at the department level. Reportedly, legislations like the Immoral Trafficking (Prevention) Act, 1986 exist in the country, and interventions exist to help prevent trafficking like setting up of AHTUs. However, poor implementation of the same, lack of convergence among state level departments and absence of vision has come in the way of prevention of trafficking.
2.4: Lessons learned and community based interventions documented and shared at the local, national and regional level.	<ul style="list-style-type: none"> The Programme sites have been selected on the basis of a vulnerability mapping study conducted by Dr. Mondira Dutta. An agency has been contracted for the video documentation of different existing models of community based prevention.

Chapter 4: Baseline Findings: Rajasthan

UN Women's Anti-Human Trafficking Programme interventions in the state of Rajasthan are targeted towards the Nat community in the Kothkhawada *panchayat* of Jaipur district. While the selection of the project area is Kothkhawada *panchayat*, interventions within the *panchayat* are focused on the Nat community. The case of Rajasthan is unique in the context of this study. Hence it has been dealt within this separate chapter. The choice of *panchayat* in this case is directed by the fact that this particular *panchayat*, and particularly the Kothkhawada village in the *panchayat*, is one of the largest concentrations of Nat community households in the area.

It is imperative here to understand the background of the Nat community to set context of data collection methods and limitations in this case.

The Nat are a vagrant gypsy tribe, which were traditionally engaged in the occupations of rope dancing, acrobatics jugglery, traditional plays, and shows in which women played a major role.²⁶ The Nat population lived a nomadic life historically, and the women performed the rope dance and acrobatics for the entertainment of people. Nat women have replaced these performances with commercial sex and today are migrating to Mumbai and other major cities to work as bar dancers and sex workers.²⁷

Given this context, the intervention in Rajasthan has been introduced to the Nat community with the premise that it will work on livelihood options for the community. Peer educators from the community have been inducted into the Programme on the same premise. In this light, information on trafficking and migration linkages; and exploitation of women and girls was extremely sensitive to obtain. Hence there are a few important points to note about the Rajasthan case:

- ▶ The study findings depend largely on basic household level information from the Nat households. Being a community-centric intervention, the Programme covers 91 households of the Nat community in the

panchayat. The number being considerably lesser than the sample from Project *panchayats* in other study sites, it was decided to cover all 91 households in the household survey.

- ▶ In-depth interactions with women of the community could not be held on the same probe points as the other project sites, given the sensitive premise of the socio-cultural characteristics of the community. Major areas with respect to women that could not be probed were marriage, work, and migration.
- ▶ The women interviewed within Project *panchayat* were primarily daughters-in-law of the community who largely belonged to other caste groups themselves. Thus experiences of gender-power relations in the context of unsafe migration and trafficking which could be elicited by daughters of the community who culturally took to bar dancing and commercial sex-work; could not be covered.
- ▶ The comparison group in this case was Nat community in another *panchayat*, viz. Phagi; so chosen because it had one of the largest settlements of the Nat community in the districts. The study team was informed that the number of households in this *panchayat* were 35.²⁸ 30 households were covered in the household survey, 4 in in-depth interviews undertaken with women, and 1 in Group discussion held with the women in this community.
- ▶ The context of the Comparison Group was different in the respect that while the daughters of the Project *panchayat* who earned a living as bar-dancers and commercial sex workers were not permanent

²⁶ Swarankar, R.C., *Ethnographic Study of Community-based sex work among Nats*; in 2008; Sahni R, Shankar V, Apte H; "Prostitution and Beyond: An Analysis of Sex Work in India."; Sage Publications; retrieved from <http://books.google.co.in/books?hl=en&lr=&id=iQgiLxbifjkC&oi=fnd&pg=PP1&dq=percent27Nat+Community+percent2B+Rajasthanpercent27&ots=3OO5mzLOG-&sig=nZYJ4oEpsgvBu9nybYgVNje7sEQ#v=onepage&q='Natpercent20Communitypercent20percent2Bpercent20Rajasthan'&f=false> on December 4, 2012.

²⁷ Ibid.

²⁸ Which was later found to be 58. But as predecided on the count of 35, 30 households were covered in the household survey for this comparison group.

residents of the study community; , those in the Comparison *panchayat* were noted to be living in the community and undertaking commercial sex-work there itself.

Due to these factors, baseline findings from Rajasthan could not be compared with the findings from other project sites. Therefore, these findings are elicited as outcome and output wise in this chapter.

Outcome 1: Women and girls have reduced vulnerability to trafficking in the 6 project areas.

Output 1.1: Enhanced awareness of community members on trafficking, VAW and the gender-power relations.

It was noted that people in the community were wary of talking about issues of trafficking, VAW, gender-power relations, and migration trends.

A. Mobility Patterns of Women

Quantitative data reveals that agriculture and casual labour were reported to be the most common occupation of respondents. In Project *panchayat*, 73.3 percent people were engaged in agriculture* compared to 6.7 percent in Comparison village*. 37.8 percent and 66.7 percent respondents in Project *panchayat* and Comparison *panchayat* respectively were working as casual labour*. In the survey result, most of the respondents were reportedly discreet about women's migration patterns.

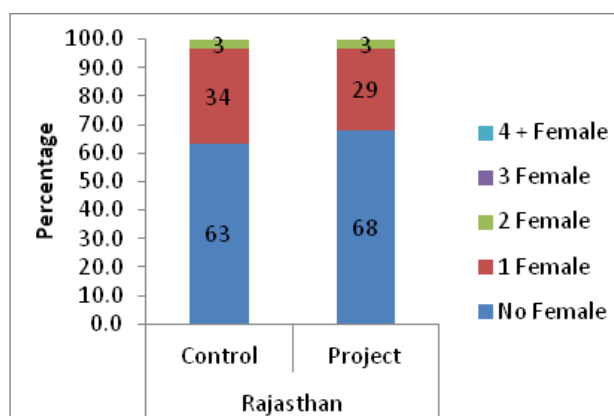


Figure 8 Number of Earners (female)

It is important to note that 32.2 percent households in Project *panchayat*, and 36.6 percent households in Comparison *panchayat* reported to have more than one female member earning in the family. Further interestingly, when seen in conjunction with the socio-cultural profile of the community this leads us to deduce that women from Nat households who

had mostly migrated for work were consequently contributing to the household income.

It came forth in the group discussion with women in the Project *panchayat* that women from the community did migrate to work as bar dancers in cities like Mumbai and Delhi. As reported by 57.8 percent respondents in Project *panchayat* and 66.7 percent respondents in Comparison *panchayat*, migration was facilitated by family members who had migrated earlier.

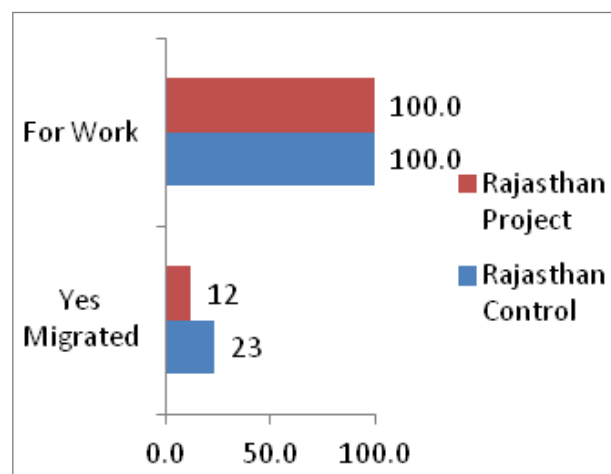


Figure 9 Women's Migration and Reasons

However, it is significant to note that in 12.2 percent of the households in Project *Panchayat* and 23.3 percent in Comparison *panchayat* reported that the women from their families had migrated for work. Along the same lines, it was noted that a significant 66.3 percent respondents in Project *panchayat* and 57.7 percent in Comparison *panchayat* reported that if given a choice, they would not choose to migrate. Further, it was noted that most women respondents of the in-depth interviews with daughters above 12 years of age, had sent their daughters to live with their aunts in Mumbai. The reason cited for this was better education.

Block level and state level officials reported that social stigma was attached to the Nat community and that the community was based in the periphery of the village, away from the households of other communities. Little or no interaction was noted among the Nat community and others in the *panchayats*. It was noted through the Deputy In-charge of the Police Station at the block level, that the stigma was so high that even the Census enumerators might not go to the homes of the Nat community. This was further exacerbated by the fact that even the men of the community were regarded to be willingly sending their daughters and sisters into commercial sex-work.

As contextualized earlier, probe on the community's acknowledgement and awareness on trafficking was not possible given the cultural predisposition of the community to commercial sex-work. Hence, the above inferences have been drawn through the data collected on migration.

B. Gender-Power Relations

Limited aspects of gender-power relations were probed in the course of the study. No data on violence against women in the community could be collected in the Project and Comparison *panchayats*.

In terms of the socio-cultural gender dynamics, interactions with state and block level officials revealed that daughters of the family were sent into bar-dancing and commercial sex-work while the men took to agriculture or other occupations. Also, daughters were usually not married off unless they decided to get married in the course of leading the life of a bar girl or commercial sex-worker. Men, on the other hand, were married to women from other SC communities like the *Kanjar* community.

Women respondents did elicit that they would definitely like to have at least one male child to carry on the family name, but were particular to state that they treated both, female and male children equally.

With respect to education, it was noted through in-depth interactions that most of the respondents in both the Project and Comparison *panchayats* were uneducated themselves. However, about 82.1 percent respondents in Project *panchayat* and 77.8 percent respondents in Comparison *panchayat*, were sending their daughters to school regularly. 31.3 percent* respondents in Project *panchayat* mentioned that education was important for their daughters in order for them to support themselves; whereas 17.2 percent mentioned that daughters should have improved social standing. In Comparison *panchayats*, this was 51.6 percent* and 16.1 percent respectively. Respondents added that there was no difference in the kind of up-bringing they provided to the female and male child.

In terms of decision- making, 50 percent respondents in Project *panchayat* and 59.1 percent in Comparison *panchayat* reported that migration related decisions were largely taken by the head of the household (mostly male). However, the women respondents who were interviewed shared that with regards to household matters and children's upbringing, the couple took decisions together.

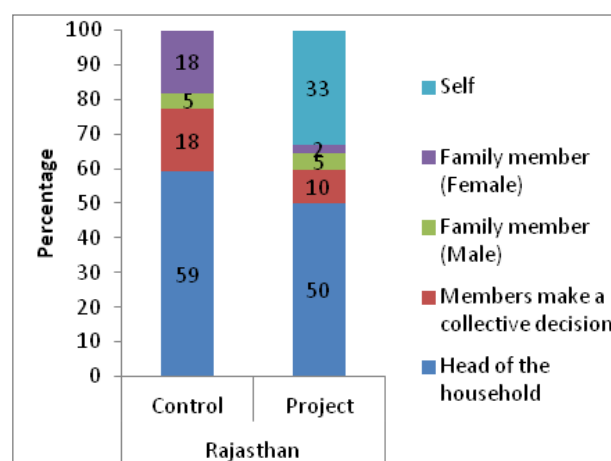


Figure 11 Decision Making for Migration

Participation of the community in the Gram Sabha was low. In Project *panchayat*, 6.7 percent men and 1.1 percent women participated in Gram Sabhas. In Comparison *panchayat*, this was 16.7 percent and 10 percent respectively. Overall, women's mobility was constrained in both Project and Comparison *panchayats*. Though the women preferred to move in groups and maintained 'purdah', they were comfortable to step out of the house, interact with women from other families in the community, and go to the local markets on their own.

Output 1.2:- Women and girls have shared learning and enhanced their awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming.

This output was yet again explored through the limited probe areas of the household survey. Probe was made to ascertain the available platforms for women and girls, to interact, and avail and share knowledge and information.

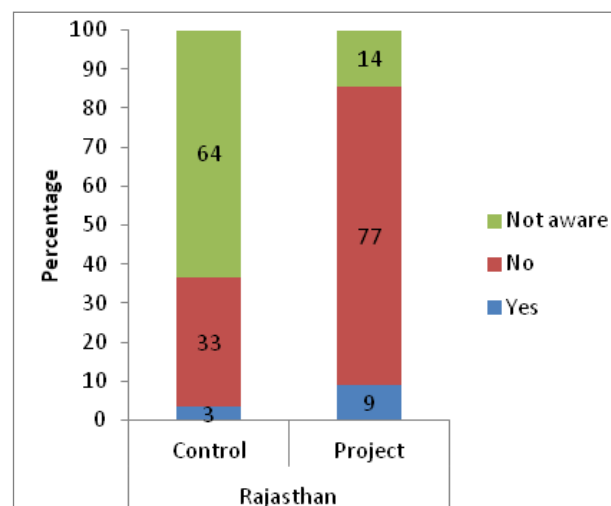


Figure 12 SHGs in villages

In terms of formal platforms for interaction, it was noted that just about 8.9 percent respondents from Project *panchayat* and 3.3 percent from Comparison *panchayat* reported having SHGs in their villages. 76.7 percent from Project *panchayat** and 33.3 percent from the Comparison *panchayat** responded in negative; whereas others were unaware about the same. It is imperative to note here that SHGs in Project *panchayat* had been set-up under the aegis of UN Women's Anti-Human Trafficking Programme. Since these had been recently set-up at the time of the study; most respondents were not aware of these SHGs.

In terms of information dissemination and training, only 2.2 percent respondents from Project *panchayat* reported that awareness programmes on Health were conducted in their village and that the women had attended the same. In Comparison *panchayat*, no such trainings or awareness programmes were reported. Thereby signifying that as a baseline, no avenues for awareness of trafficking in the forums of law, self-awareness, sexuality, self-defense skills, soft skills and personal grooming were available to the women and girls in both Project and Comparison *panchayats*.

Output 1.3:- Livelihood opportunities provided to women and girls vulnerable to trafficking.

Livelihood and employment patterns among women and girls could not be probed upon given the knowledge that daughters from the community largely depended on bar dancing and commercial sex-work for livelihood.

This understanding however, was confirmed through group discussions with women in both Project and Comparison *panchayats*, where women acknowledged the fact that women from their community did migrate to work as bar dancers. In Project *panchayat*, they were discreet about acknowledging women's involvement in commercial sex-work; but in Comparison *panchayat* women were open enough to acknowledge that they did practice commercial sex-work within the village.

Also, through in-depth interactions with the women respondents who were largely the daughters-in-law of the families, it was noted that women's roles were limited to domestic chores. If at all, women were reported to support their husbands in agricultural activities.

When probed about whether they would like to be involved in any alternative livelihood activities, it

was noted that women were wary of going outside of the house to work but were eager to be trained in handicrafts like sewing and embroidery which they could work on from home. Some respondents also reportedly wished to learn how to manage shops and small businesses within the community.

Output 1.4: Livelihood opportunities provided for women through cooperation between UN Women and agricultural universities.

As of now, UN Women has formalized partnership with State Institute of Rural Development, Odisha and State Commission for Women, Jharkhand. Details of these partnerships have been elaborated in the previous section.

Output 1.5:- Vigilance committees established and functioning to prevent trafficking of women and girls.

The aspect of community vigilance against trafficking of women and girls can be considered redundant at this level given the fact that bar- dancing and commercial sex-work are traditional ways of livelihood for people from the Nat community.

The Ward member at the Project *panchayat* from the Nat community conceded to this observation and stated that since it was a cultural norm within the community, women's induction and involvement in bar dancing and commercial sex-work were not considered as a problem in the community. Their migration to cities like Mumbai and Delhi for the same was facilitated by family members, relatives, and others from the community. In this light, it was not considered a matter to keep vigil against.

From the law enforcement point of view, the Deputy In-charge of the Police Station at the block level reported that not a single case of trafficking was reported in the area. He as well largely attributed this to the cultural predisposition of the Nat community towards commercial sex-work and bar dancing. Further, the Head- AHTU at the state level reported that 19 AHTU were sanctioned for the state of Rajasthan of which 12 were already functional including that of the project district i.e. Jaipur. However, cases among the Nat community were difficult to track given the fact that women and girls relocation to cities for commercial sex-work happened with their consent and under the protective cover of families and relatives.

With the view of community action against any issue of common concern, most women responded

that they have never needed to collectivize to address any issue. However, many women reported facing common issues like poor and limited water availability and sub-standard quality of teaching in the local schools. One may infer here that women in the community did not articulate these as problems that they can attempt to address through collective action.

Outcome 2: Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls.

It is imperative yet again to highlight the fact that all stakeholders from government departments at the block, district and state levels; and the PRI representatives and frontline workers at the local level; gave information on the premise that the Nat community was culturally predisposed to bar dancing and commercial sex-work. Hence, responses on prevention of trafficking in that respect were laced with the bias that since it was an accepted norm in the community, prevention was a farfetched idea.

Output 2.1: The capacity of the PRI leadership improved to understand Gender Responsive Budgeting through Gender analysis of Programs.

The *Sarpanch* of Project *panchayat* was a lady. The community reported that this was a case of the husband of the *Sarpanch* usurping the role of the *Sarpanch*.

Nevertheless, interactions with the husband of the *Sarpanch* revealed little or no gender issues were discussed at the *panchayat* level. He said that one of the biggest problems that women in that area faced was poor quality and availability of water. He was non-responsive about handling any other gender equity concern and repeatedly emphasized on the point that funds were allocated as per the project proposals passed by the District *panchayat*-and at their level, they put in proposals for issues as decided in the Gram *sabha*.

Significantly, it was shared that people from the Nat community seldom attended Gram *sabhas* despite the fact that one of the *panchayat* members belonged to their community. It was reiterated in the interactions with the *Sarpanch* and the *panchayat* member from the Nat community that there is a need to strengthen inclusion of the community into the mainstream activities of the Gram *sabha* and the *panchayat*. It only added to the disconnect that no particular gender analysis or Gender Responsive Budgeting was being undertaken at the *panchayat*

level, specifically in particular interest of the women of the Nat community.

Output 2.2: Capacities of the six panchayats for integrating gender and trafficking concerns in their accountability systems enhanced.

As discussed above, with respect to accountability on gender and trafficking concerns, the *panchayat* members elicited no insight on the issue of trafficking among the Nat community. It was observed to be a taboo topic to be discussed openly, thereby losing the platform for it being addressed at the *panchayat* level.

Since migration among the Nat community had cultural bearings and was supported by families and other members of the community; the PRI representative and the local police were of the opinion that they had little role to play in monitoring the same to ensure that no woman or girl is trafficked.

It was obvious that accountability for the concerns of the women and girls of the communities particularly the Nat community were not a priority for the *panchayat*. It functioned primarily on the basic needs of the area viz. infrastructure, water availability etc. Capacities of local governance on gender responsiveness and sensitivity were noted to be minimal and hence are needed to be addressed through Programme interventions to achieve this output of the Programme.

Output 2.3: Capacities of justice systems to address gender based violence and trafficking enhanced.

As in the previous sections on this output, the capacities for justice systems were necessarily explored through the existing roles of Government departments and law enforcement agencies to address the issues of gender based violence and trafficking. This was because the Programme being based at the source level, these departments would be at the forefront of systemic interventions in the prevention of the same.

From the point of view of the Additional Block Development Officer, the Nat community was one of the most backward communities in the region. He explained that despite this, the community households in Project *panchayat* were economically better off than those in the other areas of the district. However, because of ideological and moral differences with respect to their cultural livelihood patterns (women and girls being involved in bar

dancing and commercial sex-work); this community was largely isolated from the other communities of the region.

Even though the Nat community fell into the SC category, there are many government schemes for this category like scholarships in schools which this community is unable to benefit from due to isolation and migration. It was noted that largely respondents from the Nat community sent their children to private schools and not government schools. The PRI representative had added that they had taken applications for MGNREGA job cards at the Gram *sabha* but since the Nats rarely attended these meetings, they had missed out on this opportunity. Nor were any specific efforts made to reach to this community. Further, as explained by the Project Extension Officer of the block, the Nat community refrained from public discussions, Gram *sabhas* and ward meetings thereby refraining themselves from the mainstream. This, in conjunction with the biases among the society against the Nats, led to the deepening of the divide and further isolation of the Nats; consequently furthering the interests of the women and girls from the community against prevention from gender based violence and trafficking- from possible interventions.

The CDPO at the block level was unable to provide any specific information on the Nat community; however she did mention that across the blocks, sex selection, early marriages and domestic violence were a problem. The Department of Women and Child Development at the State level reiterated this fact. While the Department tries to reach out to the community on these issues through its Adolescent Reproductive and Sexual Health Programme and the SABLA scheme, she was not certain if they could reach the Nat community in particular given the high rates of migration of women and girls. The Project Extension Officer added that though domestic violence was prevalent, it was considered a personal problem and not reported to the police.

The Deputy In-charge of the Police Station at the block level conceded to this observation and stated that cases of domestic violence were not reported to them. If at all, they were directly taken to the Sub-divisional Magistrate's court.

It was an underlying theme to the responses from all government departments that their interventions were severely constricted in the case of the Nat community because of their unique positioning in the society based on their cultural predisposition. The lacuna was seen from both ends where the government departments and the society did not make an attempt to especially reach out to this community. The community too preferred to stay distant from the mainstream in light of the biases against it.

Output 2.4: Lessons learned and community based interventions documented and shared at the local, National and regional level.

As elaborated in the previous section, UN Women has two key initiatives towards documentation of community based interventions and lessons learnt. These are:

- ▶ Research on Dr. Mondira Dutta: A research study and documentation of the best practices towards preventive measures that have been implemented in the vulnerable source areas, both by the Government and NGOs is nearing finalization.
- ▶ Video documentation by The Communication Hub: The agency has been contracted to document different existing models of community based prevention. This is scheduled for January 2013.

Chapter 5: Baseline Data Analysis and the Theory of Change

The Theory of Change of this Programme forms essential linkages between three aspects of the Programme, viz.:

Table 15 Programme Aspects related to Theory of Change

Programme Aspects			Change
Enhanced Capacities of Women and Girls with respect to livelihoods, empowerment and awareness of trafficking risks.	Enhanced capacities of Local Governance Structures to strengthen Civil Registration Systems and support groups of women and girls to take on substantial income generation activities.	Enhanced capacities of Government to ensure comprehensive protections to women and girls against trafficking through convergence of local level government programmes, establishment of centres of Action with existing government resources against trafficking, and advocacy on up-scaling of preventive Anti-trafficking measures in Programme implementation.	Decrease in the rate of trafficked women and girls from Programme regions.

It is envisaged that through the implementation of this Programme, women and girls will have an increased understanding of potential vulnerabilities and better protections resultant of local governments, legal and community level changes. The resultant change will be a decrease in the rate of trafficked women and girls from this region.

Although the Programme timeframe limits interventions to 19 months, the baseline study sought to analyze the Programme aspects in keeping with the Theory of Change on which the Programme is based (as elicited in Chapter 2 of this report). The analysis below presents the status as

is, under key areas under each Programme aspect as depicted above.

It may be noted here that this representation is for the Programme sites of West Bengal, Bihar, Jharkhand, Andhra Pradesh and Odisha. Since the case of Rajasthan is not comparable to the other states (as explained in Chapter 4 of this report), the analysis for Rajasthan is done in a separate section.

Findings relevant to the Theory of Change

Interventions under this Programme are planned at three levels – girls and women within the communities; local governance or the PRI level and at the State/Central Government level.

Table 16 Findings Relevant to Theory of Change

Hypotheses of the Theory of Change	Observations through baseline
<p>When women and girls in the targeted communities have</p> <p>(a) sustainable livelihood options,</p> <p>(b) a strong sense of empowerment,</p> <p>(c) the capacity to assess their trafficking risks through self awareness and knowledge, they will be better equipped to avoid becoming victims of trafficking.</p>	<ul style="list-style-type: none"> ▶ Poverty and lack of education are recognized as the key reasons for migration ▶ While the issue of migration is discussed, when it comes to trafficking, there is less openness about it. There is social stigma attached to it ▶ There is general awareness about the risks involved but not so much about its mitigation ▶ Decision making is still largely done by the men in the household ▶ Given an option, women would prefer to take up employment closer to their home ▶ There is limited capacity among girls and women to pursue livelihood options. SHGs, wherever existing, focus on lending rather than income generating activities. The training programmes organized for them are not found useful
<p>When the local governments have developed increased:</p> <p>capacity and structures to strengthen the CRSs, and when they have the ability to</p> <p>support groups of young women to generate substantial incomes, the systemic reasons for trafficking activities will be diminished</p>	<ul style="list-style-type: none"> ▶ There is awareness about the issues related to migration and trafficking but not sufficient proactive action ▶ Tracking individuals who migrate or are trafficked is not done at the <i>panchayat</i> level ▶ Issues related to gender are not a priority in gram <i>sabhas</i> ▶ No income generation activities are being supported at the <i>panchayat</i> level ▶ The focus of PRIs is more on basic services and not to address the issue
<p>Governments will be better equipped to ensure that women and girls have comprehensive protections by</p> <p>(a) promoting the convergence of government programmes by building the capacities of local government functionaries,</p> <p>(b) using existing government resources to create COAs to prevent trafficking in the source areas, and</p> <p>(c) advocating for up-scaling the model of trafficking prevention by engaging with policy makers and planners at various stages of Programme implementation.</p>	<ul style="list-style-type: none"> ▶ There is general awareness about issues related to trafficking and migration but limited capacity to address the issue ▶ Different government departments have schemes and programmes for women but there was no evidence of convergence among the departments ▶ There are limited resources – human and financial to support victims of trafficking – AHTUs have not been set up in all the states; the number of shelter homes is inadequate and the existing ones are in a poor condition

The following section provides observations about the key Programme components on which discussions were organized with different stakeholders. This has been done for all the three levels – individual, local governance and government. Although each of the sub components are important, the team has further categorized the sub components as Crucial (where intensive efforts would be required) and Important.

Crucial	
Important	

Table 17 Individual Level Observations on Programme Aspects

A. Individual Level Capacity Enhancement: Women and Girls			
Programme Aspect	Sub Component	Effort Re-quired	Observations
Livelihoods	Economic Condition		Poor economic conditions of households were noted to be a significant facet of women and girl's vulnerability.
	SHGs		SHGs existed in Programme sites but except for Andhra Pradesh, women were not involved in income generation activities through SHGs. They were primarily treated as platforms for saving and money lending.
	Alternative Livelihood Options		Alternative livelihood options were limited in all Programme sites. Majority of women respondents were keen to take up alternative livelihood options like handicrafts and small local businesses for improved livelihoods.
	Vocational Trainings		Largely women expressed the need to be trained in home based vocations like sewing, embroidery, beautician course and likewise.
Sense of Empowerment	Violence against women		Domestic violence against women is rampant but considered as a personal issue and largely accepted by the women, consequently goes unreported.
	Decision Making		Household decision making was largely reported to be mutual between the husband and wife.
	Participation in Governance		Women participated sparingly in gram <i>sabhas</i> and decision making on voting was largely made by husbands. Women's agency to collectivize to address common concerns was also limited.
	Gender Norms- education, mobility and marriage		While the respondent generation was largely uneducated and married before 18 years of age, changes in mindset were noted across sites, wherein people wished to educate their girl children and marry them off only after 18. Mobility restrictions were noted with respect to safety of girls.
	Platforms available for psycho-social development and empowerment		No platforms were available to women and girls for their psychosocial development and/or empowerment. In Andhra Pradesh, SHGs were however working on these aspects somewhat.

A. Individual Level Capacity Enhancement: Women and Girls			
Programme Aspect	Sub Component	Effort Re-quired	Observations
Awareness of Trafficking Risks	Awareness of migration risks		Women were largely aware of migration risks. Financial exploitation, poor working conditions and sexual exploitation were cited as the common risks.
	Control over migration decisions		Migration decisions were largely controlled by the head of the household and/or the males in the household.
	Acknowledgement of Trafficking instances		Trafficking was not acknowledged as a social problem per se. Instances of trafficking were cited but it was regarded as incidental to mobility and also a taboo to openly acknowledge and deal with.
	Cases of Missing People		Missing people were reported in all Programme sites but most cases were not necessarily attributed to trafficking. Possibly, until communities were knowledgeable of a missing case to be of trafficking, it was attributed to other anecdotal reasons.

Under the Programme aspect focusing on capacity enhancement of local governance, primary observations are:

Table 18 Local Governance Level Observations on Programme Aspects

B. Local Level Capacity Enhancement: Local Governance			
Programme Aspect	Sub Components	Effort Re-quired	Observations
Civil Registration Systems	Migration among women and girls		Migration among women was prevalent in all study sites except for Odisha. <i>Panchayat</i> representatives and local level functionaries were aware of this trend.
	Awareness of Migration Risks		Information on migration risks was seen with the local governance functionaries however, it wasn't considered as a priority concern requiring urgent attention.
	Cases of Missing People		Cases of missing were reported but not attributed to trafficking.
	Acknowledgement of Trafficking		Instances of trafficking were acknowledged in the Programme sites by local level functionaries but not seen as a priority issue requiring urgent attention.
	Monitoring mechanisms		No monitoring mechanisms on migration and civil registration existed.

B. Local Level Capacity Enhancement: Local Governance			
Programme Aspect	Sub Components	Effort Re-quired	Observations
Livelihood Promotion for Women and Girls	Gender analysis for <i>panchayat</i> level planning		While local functionaries were aware of issues faced by women and girls, these were not regarded as priority area to work on through existing <i>panchayat</i> interventions.
	Gender Responsive Budgeting		No evidence of gender responsive budgeting and/or special allocation of funds on gender issues was noted.
	Support to SHGs		<i>Panchayats</i> supported SHGs but largely as savings and money lending platforms.
	Alternative livelihood options		No alternative livelihood options were provided at the <i>panchayat</i> level. Government schemes like SGSY worked towards training on self-employment but no evidence for reaching the target population of the Programme were noted. Also, these trainings were mostly sporadic with little or no follow ups.
	Vocational Trainings		No regular vocational training opportunities were reported to be available for the target population of the Programme.

Under the Programme aspect focusing on influencing the external environment and Government measures, primary observations are:

Table 19 External Environment Level Observations on Programme Aspects

C. External Environment: Government			
Programme Aspect	Sub Components	Effort Re-quired	Observations
Convergence of Government Programmes at local level	Existing schemes for vulnerability reduction for women and girls		Schemes for the development of women and girls are instituted through various government departments like the Women and Child Development, Social Welfare Department and the Rural Development Department.
	Acknowledgement of Trafficking of women and girls as a problem area		Trafficking is regarded as a problem but seen largely as a law and order concern. The Social Welfare Department focuses on rescue and rehabilitation.
	Convergence of efforts		Convergence of efforts was seen as a pressing need.
Setting up of centres of Action through existing government resources	Existing community level forums addressing issues of Trafficking		No existing community level forums to address trafficking related issues.
	Partnerships with Agricultural Universities		No existing involvement of Agricultural Universities towards focused interventions for better livelihood options for the target populations.

C. External Environment: Government			
Programme Aspect	Sub Components	Effort Re-quired	Observations
Advocacy for up-scaling of models for prevention of trafficking	Preventive models of trafficking		None at this stage.
	Documentation of Programme Intervention		To be undertaken by UN Women.
	Monitoring and Evaluation of Programme		Underway.
	Dissemination of Programme successes and leanings among relevant government stakeholders		Required for advocacy efforts with the view of an enabling environment against trafficking of women and girls in the Programme sites.

As explained in Chapter 4 of this report, the case of Rajasthan is unique given that the interventions focus on a specific community group i.e. the Nat community and not a geographic region. In this respect, the key observations viz. a viz. the Programme Theory of Change are:

► **Individual Level Capacity Enhancement: Women and Girls**

- In the Nat community, traditionally, the daughters of the families take up livelihood options like bar dancing and commercial sex-work. Hence, in the intervention areas, it was seen that mostly the daughters had migrated. Even teenage daughters of the respondent generation were reported to be living with their aunts in cities like Mumbai for education.
- Since the Theory of Change looks at raising awareness and developing capacities of vulnerable women and girls, the Programme interventions will need to devise a strategy to reach out to the daughters of the households who have been predisposed to taking up bar dancing and/or commercial sex-work as the only available livelihood option.
- Bar dancing and commercial sex-work are an accepted means of livelihood for the communities and households

particularly in the Project *panchayat*, a relatively economically better off area. The Programme therefore will have to look at a long term psychosocial change and sense of empowerment among the respondent generation to have better decision making powers on the lives of their daughters. This is with the view of women and girls to have more avenues for earning livelihoods than just their traditional means.

► **Local Level Capacity Enhancement: Local Governance**

- The Nat community, because of the social stigma attached to their means of livelihood, was reported to be socially isolated from most Government schemes as well as Programmes and platforms of local self governance.
- Theory of Change looks at developing capacities of local governance structures to set up mobility monitoring and civil registration mechanisms; and support substantial income generation activities for women and girls. In this light, the Programme interventions for the state of Rajasthan will need to focus heavily on changing the psychosocial processes of communities- of both the Nats and others- for their inclusion into the mainstream. Merely setting up of

structures and processes for civil registration and supporting women groups may not be enough.

► **External Environment: Government**

- Advocacy efforts with the Government of Rajasthan could be pivotal in breaking the barriers against inclusion of the Nat community.
- The intervention with the Nat community, if successful can be a significant model of change for other similarly excluded and tabooed communities in the country.

Chapter 6: Summary of Findings

The key findings of the study may be summarized as follows:

Outcome 1: Women and Girls's vulnerability to trafficking is reduced in the 6 project sites.

- ▶ Migration of women and girls is common place in all study sites except for Odisha. Largely migration was for reasons of employment and marriage. Seasonal migration was reported in Bihar where women moved from households to work at brick kilns. In other states, migration was long term to work as domestic helps, construction labour etc. Respondents identified major migration risks as financial exploitation and poor working conditions. Sexual exploitation and trafficking was also cited as migration related risks. Poor economic condition may be a significant reason for women's exposure to potential migration risks including trafficking. Migration was mostly facilitated by either agents or relatives who had previously migrated.
- ▶ Missing people were reported in all study sites, but these instances were not necessarily attributed to trafficking/migration. No instances of focused action through legal channels were reported in case of missing people.
- ▶ Across the states, there was a general hesitation in acknowledging that there was a problem of trafficking although there was awareness about some pockets where trafficking was more common, like West Bengal. Largely, even when people acknowledged trafficking, it was not in reference to their own community or village- but was passed off as happening in a neighboring village or some other community. In most instances cited, trafficking was observed to happen implicitly, wherein people sent their girl children for work through agents/ relatives from village itself. Therefore, it was closely linked to the phenomenon of migration. Only in the states of West Bengal and Bihar, the study sites were reported to have reported cases of trafficking with the local administration or Police. In the other states, while the Police identified specific districts/ blocks where trafficking was reported, these did not include the project sites.
- ▶ Women and girls were noted to have minimal awareness and participation in local governance. A majority of them did not attend gram *sabhas*. They relied upon their husbands for making voting decisions.
- ▶ The Male child was regarded as the harbingers of the family's name; hence preference for Male child was noted in all study sites.
- ▶ In all study sites an increasing awareness on girls' education was noted. Respondents wanted to educate their girls. However, ease in finding a suitable marriage propositions when a girl was younger was noted to be a reason for early marriages.
- ▶ It was noted that most respondents across study locations were aware that 18 years was the legal marriageable age for girls. Despite this, early marriages were reported to be prevalent. In all the six states the main reason quoted for early marriage was 'dowry'. Women stated the demand was less for young girls. Young girls are reportedly also preferred as they were 'more beautiful' and 'can bear more children'.
- ▶ Domestic Violence was noted to be prevalent across the study states. It was however, considered a personal problem and kept within the family and/or couple.
- ▶ Patterns pertaining to decision making were found to be similar across all states. Even though many respondents reported that husband and wife together make decisions in the households, results from the study indicate that men exercised significant influence on household decision making.
- ▶ SHGs were active in all study sites except for Rajasthan where they had been recently introduced through the project interventions. However, these were primarily saving and money lending platforms. Even though some income generating activities were reported at SHGs in Andhra Pradesh and Jharkhand, these were not

reported to be enough. Except for in Andhra Pradesh, SHGs did not serve as platforms for women's collectivization, psychosocial exchange, and sharing.

- ▶ Trainings were minimal. Health related trainings were reported sparingly at *Aanganwadi* centres by some respondents. Majority of the respondents did not report any vocational training imparted, or identify a probable source for availing such trainings. Most respondents expressed a desire to be provided vocational trainings for handicrafts, sewing, embroidery etc which could be undertaken from home. It was reported that they would prefer trainings to be held within the village so that they do not have to neglect household responsibilities.
- ▶ Awareness about trafficking was found to be low even among the respondents working in the Government at various levels including the frontline workers and other officers who are required to address the problem. Even those who were aware about the issue were not aware about the legalities, how to address the problem, and interventions being undertaken. No *panchayat* level record keeping or monitoring was being done at any place.
- ▶ Anti-Human Trafficking Units (AHTUs), which are mandated to address the problem, have been set up in Andhra Pradesh, Bihar, Rajasthan, and Jharkhand. However, no vigilance mechanism is available at the local level against trafficking. Prevention of trafficking is considered as a responsibility of the Police department, which has its own constraints in dealing with this highly organized and deep rooted crime network.
- ▶ Government interventions through the Social Welfare Departments are primarily concentrated on rescue and rehabilitation; and no focus was reported from any respondent department on prevention of women's vulnerability to trafficking.

Outcome 2: Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls.

- ▶ Representatives of PRIs and frontline workers across the Project and Comparison

panchayats highlighted gender differences. These primarily were inequalities in social roles, access to resources, mobility constraints, and decision- making among others.

- ▶ PRI representatives were aware and openly shared concerns that affect the lives of women. Despite the awareness, it was evident that gender sensitive and responsive planning was missing at the *panchayat* level. They failed to elicit any gender specific programs and/or fund allocation structure.
- ▶ Trafficking cases across states were noted to be ill reported because of societal taboos. Some common reasons reported across all states were 'it would bring shame to family', 'nobody would marry the victim', and so on and so forth. PRI representatives, being a part of the community, exhibited a similar perspective on the issue.
- ▶ PRI representatives and frontline workers; acknowledged that domestic violence is prevalent commonly. It was however considered a personal problem and kept within the family and/or couple. Evidently, there was also little awareness on the support extended by Government or other sources for victims of domestic violence.
- ▶ PRI representatives and frontline workers were noted to be aware of migration trends in their *panchayats* and the risks associated with it. However, it was a glaring disconnect that there was no *panchayat* level monitoring mechanism of migration. It was understood to be a process of socio-economic sustenance and not treated as a potential Human Rights risk requiring monitoring.
- ▶ It was reported in all the six states by most of the officials across the Police, Social Welfare, Women and Child Development, and District Administration set-ups that in order to combat 'trafficking' fund allocation and infrastructural facilities are very critical.
- ▶ At present, the process of repatriation and rescue of the victims has been actively undertaken by various government agencies as well as NGOs. However the missing link is the post rescue process, where paucity

of funds, manpower and infrastructural inadequacies render the efforts to rescue these children & women insufficient.

- ▶ It was noted that trafficking issues were regarded as a law enforcement problem and hence relegated largely as responsibility of the Police.
- ▶ Across all the states, officials from varied departments provided insights on issues related to trafficking and combat mechanisms for the same. However, no

streamlined approach was noted.

- ▶ No preventive interventions/measures focused against trafficking were reported. Though legislations like the Immoral Trafficking (Prevention) Act, 1986 exist in the country, and interventions exist to help prevent trafficking, like setting up of AHTUs; poor implementation of the same, lack of convergence among State level departments, and absence of vision have come in the way of prevention of trafficking.

Chapter 7: Recommendations

In light of the findings of the study, some recommendations towards achieving the envisaged outcomes of UN Women's Anti-Human Trafficking Programme are:

- ▶ Poor economic condition is at the root of women and girl's vulnerability to migration risks like trafficking. Provision of sustainable livelihood options to women is critical for the success of the Programme. This may be seen both in terms of skill development towards vocations like handicraft making, sewing, embroidery etc.; and in terms of developing appropriate market linkages for benefits to accrue and for income generation. Women and girls may be linked to income generation schemes like the *Swarnajayanti Gram Swarozgar Yojana* (SGSY) by the Department of Rural Development. A focus on the latter is critical to be able to establish beneficial economic returns for women and girls in order to reduce their vulnerability to trafficking.
- ▶ While it was noted that people were aware of the trafficking phenomenon and trafficking risks for women and girls, a need was noted for psychosocial change in order for communities to accept it as a pressing social problem. It is imperative to have communities acknowledge the problem of trafficking as one of their own and reinforce information on legal provisions incriminating traffickers. Since all study sites are highly vulnerable trafficking sources, both acceptance and awareness have to go hand in hand for effective prevention and reduced vulnerability of women and girls to trafficking.
- ▶ The study noted existing gender inequities among the respondent groups with regards to women and girls' sense of agency and empowerment. The Programme therefore will have to look at a long term psychosocial change, capacity development, and sense of empowerment among the respondent generation to have better decision making powers; for themselves and for their daughters. This is with the view of women and girls to have more avenues for earning livelihoods introduced through the Programme and greater control on the same.
- ▶ Since no platforms were available to women and girls for their psychosocial and capacity development and/or empowerment, it is recommended that existing platforms like that of SHGs be strengthened and used as channels for awareness and empowerment on aspects of vulnerability like inequitable gender power relations and domestic violence. Since women are already organized into these groups, the groups can act as a ready platform for Programme intervention.
- ▶ Among the Government departments and local governance set-up, even though trafficking is regarded as a problem, it is seen largely as a law and order concern. It is therefore imperative for the success of the Programme that prevention of trafficking be advocated at all levels of the Government. So far Government schemes like SABLA, SGSY etc. are incidental to prevention of trafficking. However, since the study sites are highly vulnerable, focused preventive schemes should be mandated.
- ▶ Civil registration systems are required to be setup in all study sites for the tracking and monitoring of migration. At present no systems for the same exist at any level of local governance. Capacities of PRIs on data recording and management are requisite for the success of the Programme.
- ▶ With respect to strategic partnerships to be developed by UN Women as part of this Programme, it is recommended that focus should be put on looking beyond the primary sector for skill impartment. Analyses of study findings suggest that most women and girls who migrate for work, do so for work opportunities in the secondary, tertiary or unorganized sector. Also, a leading cause for their poor conditions is small size of land holdings. Keeping this in view, strategic partnerships with organizations that may help in livelihood generation specifically in the secondary, tertiary, and unorganized sectors will go a long way.

Annexure

Annexure 1: Terms of Reference for the Baseline Study

MONITORING AND EVALUATION OF THE ANTI HUMAN TRAFFICKING PROGRAMME IN INDIA

Background and context

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

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

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

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

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

Justification

India is a source, transit and a destination country for human trafficking, but the vast majority of trafficking in India is internal. Although efforts are on to address the problem, the initiatives have not focused on prevention in the source areas. There is lack of prevention initiatives that engage the local governance and administration to address trafficking in women and girls. There is little evidence of local governments

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

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

Objectives

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

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

1. Support processes that stir the communities to be more vigilant to the risks of trafficking
2. Create sustainable livelihood options for women and girls living in areas vulnerable to trafficking, it will empower young girls in assessing their risks to be trafficked through self awareness and empowerment inputs
3. Build capacities of local governance structures to strengthen the Civil Registration Systems and to lease out common property resources to self help groups of young women to generate substantial incomes.
4. Promote convergence of government Programmes by building the capacities of local government functionaries and use existing government resources to create Centres of Actions to prevent trafficking in the source areas and advocate for up-scaling the model of prevention of trafficking by engaging with policy makers and planners at various stages of the Programme implementation.
5. Revive justice systems under the Nyayalaya Bill to strengthen communities to exercise vigil against traffickers

Project Location

Six States: One project site in *panchayats* in States of Andhra Pradesh, Bihar, Jharkhand, *Odisha*, Rajasthan and West Bengal

Key Programme Activities

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

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

Purpose of Monitoring and Evaluation

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

Scope of the Monitoring & Evaluation

The monitoring and evaluation for this Programme include three components:

Collection of baseline data for all indicators in the Programme logframe

Mid-term Programme evaluation (approximately 1.5 years after project implementation)

Final Programme evaluation after the completion of the project (after Programme completion)

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

Baseline Data Collection

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

The selected organisation will:

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

Mid Term Evaluation

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

Scope of the Mid Term Evaluation

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

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

Final Evaluation

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

The main objectives of the final evaluation are:

- To evaluate results and impacts, including an assessment of sustainability
- To assess the effectiveness and efficiency of resources use
- To document, provide feedback on, and disseminate lessons learned
- To assess Programme response to, and the validity of, recommendations made by the mid-term evaluation
- To provide a basis for decision making on actions to be taken post-Programme

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

Scope of the Final Evaluation

The Programme progress and achievements will be evaluated against standard evaluation criteria including:

Relevance – the extent to which the Programme was suited to local and national development priorities and organisational policies

Effectiveness – the extent to which Programme objectives were achieved

Efficiency – of Programme implementation especially in terms of financial resources

Results/impacts – positive and negative changes produced directly or indirectly by the Programme

Sustainability – the likelihood of the Programme results to continue to deliver benefits for an extended period of time after completion

MANAGEMENT ARRANGEMENTS

- Deliverables
- *Baseline Data collection*

The selected organization will work in close consultation with UN WOMEN for baseline data collection. The UN WOMEN SASRO Monitoring and Evaluation (M&E) team will provide technical guidance and advice on the baseline study. The deliverables for this component include the following deliverables:

- Inception Report – for baseline data collection and analysis, including data collection instruments and evaluation framework
- Draft report and provisional data
- Baseline report and baseline data
- Presentation on baseline data and report

The baseline report shall include:

- Literature review and methodology
- Theory of change/logic model
- Data collection instruments
- Benchmarks/ judgement criteria for each indicators
- Data analysis of baseline data
- Annexes including:
 - » Work plan for mid-term and final data collection and evaluations
 - » Itinerary (Actual)
 - » List of documents reviewed
 - » Data collection instruments
 - » List of people interviewed

Mid Term Data Collection and Evaluation

The mid-term data collection and evaluation will include the following deliverables:

- Inception report – for mid-term evaluation
- Draft mid-term report and provisional mid-term data
- Mid-term evaluation report and mid-term data (finalized incorporating comments from UN Women)
- Presentation on mid-term evaluation report

The organization shall provide UN WOMEN and Programme partners with a comprehensive draft mid-term evaluation report for review and comments. The report should be preceded by an executive summary. The mid-term evaluation report shall include:

- An assessment
- Relevance of Programme activities
- Progress towards achievement of Programme outcomes and Identifying key results achieved
- Effectiveness and efficiency of the resources use
- Challenges faced by the Programme managers
- Reasons for any gaps in the Programme implementation
- Lessons learned
- Provide specific recommendations for improving Programme implementation for the remainder of the Programme
- Annexes:
 - » Itinerary (Actual)
 - » Data collection instruments: interview/survey questionnaire, focus group discussions questionnaire; case studies
 - » List of documents reviewed
 - » List of Programme participants interviewed

Final Evaluation

The final evaluation will include three deliverables:

Inception Report and workshop

The inception report will include final evaluation methodology, detailed work plan for the final evaluation, data collection instruments (including questionnaire for the interviews) roles and responsibilities of the team members and plans for field visits. An inception workshop will be organized by the evaluator to get key stakeholders' inputs on the final evaluation approach.

Final Evaluation Report

A final evaluation report will be submitted by the organization and that should not exceed 75 pages, excluding Annexes. The Report should contain at least the following sections:

- Executive Summary
- Background and context of the evaluation
- Programme description – its theory of change/logic model, results framework and exogenous factors likely to affect success
- Evaluation purpose

- Evaluation approach and methodology
- Findings – from various data sources including desk reviews, case studies, interviews, surveys etc. Provide explanation of findings and interpretations
- Conclusions and lessons learnt
- Recommendations
- Annexes:
 - » Terms of Reference for the final evaluation
 - » Itinerary (actual)
 - » Data collection instruments: interview/survey questionnaire, focus group discussions questionnaire; case studies
 - » List of documents reviewed
 - » List of Programme participants interviewed

Dissemination workshop

A dissemination workshop will be organized by the evaluation agency in consultation with and *funded by UN WOMEN SASRO*, wherein all the stakeholder and partners will participate. The dissemination workshop will present the key findings and recommendation of the final evaluation.

Schedule and Timeline

Baseline data collection and analysis: 12 weeks Jan – Mar 2012

Mid-term data collection and evaluation: 12 weeks April – June 2013

Final data collection and evaluation: 12 week April – June 2014

Kindly provide a detailed week wise deliverable wise schedule for each of the above mentioned activities in the proposals.

Qualification and Experience Required

- The agency and team members should have the following characteristics:
- Good understanding of women's empowerment and gender equality issues
- Extensive experience in carrying out evaluations of complex, multi-faceted development Programmes
- Experience in tracking, planning, monitoring and evaluation of development Programmes
- An understanding of human trafficking issues in India and key issues related to the delivery of services
- Knowledge of government systems and processes, relevant for human trafficking
- Expertise with community and development processes, especially in rural areas
- Excellent communication skills in English, Hindi, and other relevant local languages
- Demonstrable ability to simplify technical writing, extracting and emphasizing key points for a designated target audience
- Good comprehension of UN WOMEN's mandate roles and responsibilities in India.

The team can include a mix of members some of whom may only be involved in one of the three activities: baseline data collection, midterm evaluation or final evaluation. However, the same individual must be the team leader for the three components.

Mode of payment

The payment for the selected agency through the competitive process will be as per approved budget. 20percent of the payment will be made on signing of the contract agreement, 20percent on submission of baseline survey report and baseline data, 30percent on the submission of the mid-term data and evaluation report and the last 30percent on the submission of the final data, evaluation report and dissemination workshop presentation.

Supervision

The organisation will be directly supervised by the UN Women M&E Unit

The organisation will hold consultations with UN Women M&E and EVAW Units at regular intervals and submit updated progress at the end of each month from the commencement of the contract.

Audience

Implementing partners

Village, Block, and District level governments

UN Agencies – UNODC, UNICEF, UNDP, UNFPA etc

Other countries where human trafficking is a major problem

Donor Agencies

Research agencies

Key stakeholders for whom the Programme is being implemented.

Annexure 2: Evaluation Framework

Evaluation Framework							
Sl. No.	Evaluation Criteria	Evaluation Focus	Questions	Mega Indicators	Micro Indicators	Data sources and methods	Tools
RELEVANCE- Extent to which AHT Programme design is relevant in creating enabling AHT social contexts							
1	Assess the appropriateness of the Programme- its concept, design and management framework in realizing its immediate objectives and in achieving the long-term development objectives of the Programme	1.1 Is the Programme concept relevant?	What is UN Women's comparative advantage in designing and implementing this Programme and alignment of Programme objectives/strategies with UN Women, UNDAF, EC and Spanish government's development focus areas?	<ul style="list-style-type: none"> The Programme documents clearly mention its alignment with UNDAF, UN Women Strategic Plan (DRF and MRF) , EC and Spanish government's development focus areas 	<ul style="list-style-type: none"> Sound rationale for UN Women to undertake this Programme Linkage of Programme goals with UNDAF, UN Women Strategic Plan (DRF and MRF) and BPfA At least 1-2 of UN Women, EC and Spanish Government's social development focus areas have been addressed 	Literature Review: Review of Programme documents- Programme Proposal; UN Women country strategy	Literature Review Log
			To what extent has the Programme identified intervention needs for protecting the rights and needs of women and girls vulnerable to trafficking, as identified in national and	<ul style="list-style-type: none"> The Programme documents clearly elicit linkages between the intervention and commitments of international covenants like CEDAW, BPfA and the Trafficking Protocol. 	<ul style="list-style-type: none"> Programme goals are aligned with commitments of CEDAW, BPfA and the Trafficking Protocol Programme documents make clear mention of this linkage 	Literature review: Programme Proposal; UN Women country strategy Stakeholder Meeting/ Interview: Meeting with stakeholders as	Literature Review Log

			regional contexts such as CEDAW and The Trafficking Protocol ?			identified	
			Is the Programme theory of change developed on sound basis?	<ul style="list-style-type: none"> • There is evidence that the Theory of Change is based on findings of empirical research studies • Relevant stakeholders on the subject of intervention have been consulted in the development of the Theory of Change 	<ul style="list-style-type: none"> • Documentary evidence of research studies referred to for developing the Theory of Change • Executing Agency explains the process of development of Theory of Change which elicits appropriate references and consultations • Minutes of consultation meeting with relevant stakeholders 	Stakeholder Meeting/ Interview: Meeting with stakeholders as identified	Beneficiary Interview Checklist; ty/beneficiaries groups; Interview schedule for interaction with stakeholders
			Are the Programme strategy/objectives aligned with: 1.priorities and needs of each state situation 2.expectations of the stakeholders	<ul style="list-style-type: none"> • Documented evidence that situational analysis and needs assessment of intervention states are aligned with the Programme design and then provides a logical linkage between the needs and the Programme objectives and components • Intervention plans of implementing partners are aligned with the needs and priorities of 	<ul style="list-style-type: none"> • Trafficking is acknowledged as a issue of concern in the intervention areas • Needs assessment and situational analysis has been done and Programme has been based on the same • Programme needs properly identified and based on factual analysis of the current state of trafficking 	Literature review: Programme Proposal; MoU; Situational Analysis Report; Need Assessment; Meeting minutes; UN Women Country Framework, Stakeholder Meeting/ Interview: Meeting with	1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Checklist for focus group discussion with community
				the state <ul style="list-style-type: none"> • Documented evidence that clearly outlines the expectations of all the stakeholders including the beneficiary communities, PRI representatives, district administration, government agencies, community representatives, Implementing agency (NGO partners) and the executing agency (UN Women)- the documents also provides the linkage between the expectation and the Programme objectives • Documented evidence of meetings with stakeholders/stakeholders consultation 	<ul style="list-style-type: none"> • Number of stakeholder consultative meetings for need identification and Programme design • Programme stakeholders are aware about the such consultation meetings • Implementing partners provide explanation of such alignment when probed 	stakeholders as identified	/beneficiaries groups; 4. Interview schedule for interaction with stakeholders
		1.2 Is the Programme design relevant to the objectives it sets out to achieve?	Does the Programme have a clearly articulated results framework?	<ul style="list-style-type: none"> • The Programme is supported by a RBM or LFA document • The Programme documents include scope, boundary and lists out the beneficiaries • Programme goals, outputs and outcomes are logical, achievable, and commensurate with the time and resources made 	<ul style="list-style-type: none"> • Programme LFA is available and shared with key partners and stakeholders • The Programme documents clearly mention its scope, boundary and lists out the beneficiaries • There is a consensus amongst the Programme stakeholders on its scope, boundary and beneficiaries 	Literature review: Programme Documents- LFA/RBM; Programme Proposal; Programme Reports; Stakeholder Meeting/ Interview: Meeting with stakeholders as identified	1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Interview schedule for interaction with stakeholders

				available	<ul style="list-style-type: none">• There are logical linkages between the objectives, inputs activities, outputs, expected outcomes and impacts	<ul style="list-style-type: none">• Objectively verifiable indicators exists for each of the Programme objectives• The means of verification are carefully selected and documented• The objectives are achievable within the Programme time and resources• Underlying assumptions made in the Programme LFA are accurate• Key Programme stakeholders are aware about such linkages between the objectives, inputs activities, outputs, expected outcomes and impacts and provide similar explanation on being probed		holders
		Does the design have an appropriate mechanism for identification and selection of Programme stakeholders and partners?	<ul style="list-style-type: none">• Documented evidence of partner identification process• Consultation meetings are held to identify implementing partners and include key Programme partners	<ul style="list-style-type: none">• Partners identified meet pre-set qualification criteria to implement the Programme• Identification and Selection process is clear and transparent• Minutes of consultation meetings to identify partners• Feedback from Programme partners on these meetings and the overall process of identification and selection	Literature Review Interview with selected stakeholders	Literature review log Stakeholder information checklist		
		Are the current Programme design and strategy facilitative to systematic Programme delivery?	<ul style="list-style-type: none">• Documented evidence exists that Programme implementation, reporting and monitoring structures have led to achievement of Programme targets, output and outcomes.	<ul style="list-style-type: none">• Implementing partners and executing agency (UN Women) agree that Programme structure has facilitated achievement of goals• Monitoring reports suggest that Programme implementation strategy has been adhered to• Targets, outcomes and outputs are met	Literature review: Monitoring Reports; Minutes of meetings with Partners Stakeholder Meeting/ Interview: Meeting with stakeholders as identified	1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Interview schedule for interaction with stakeholders		
		Does the Programme design incorporate adequate flexibility to accommodate challenges and/or mid-course corrections?	<ul style="list-style-type: none">• Evidence that attention has been given to differences in capacities of implementing partners viz.-a-viz. the state environment on subject of intervention	<ul style="list-style-type: none">• The Programme document clearly identifies the risks associated with changes in partner capacities and have adequate mechanisms for counter arrangements• Programme management arrangement has the adequate flexibility and arrangements to respond to such uncertainties• Key stakeholders agree and provide explanation of these differences and	Literature review: Prodoc; Programme Proposal Stakeholder Meeting/ Interview: Meeting with stakeholders as identified	1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Interview schedule for interaction with stakeholders		

					accommodation of the same in Programme planning and execution		
			Does the Programme design adequately integrate gender sensitivity and inclusion concerns related to the key Programme components?	<ul style="list-style-type: none"> • Programme implementation approach is gender sensitive • Programme implementation approach includes concerns of socially excluded groups and communities • Evidence that gender sensitivity and inclusion criteria are clearly mentioned in the Programme documents and shared with key stakeholders 	<ul style="list-style-type: none"> • The Programme document provides evidences to suggest that gender and inclusion concerns have been sufficiently addressed in the Programme design-activity plans, execution, reporting etc • The Programme stakeholders understand about the importance of gender sensitivity and inclusion concerns • The Programme stakeholders are able to articulate the specific components that addresses these concerns 	Programme document Stakeholder interaction Interaction with UN Women and key implementing partners	Stakeholder information checklist
		1.3. Are the Programme management arrangement appropriate?	Does the Programme design clearly define its management framework?	<ul style="list-style-type: none"> • Program management approach and framework is clearly documented and communicated; 	<ul style="list-style-type: none"> • The Programme documents clearly outline the Programme management arrangements including the roles and responsibilities of Programme partners • The partners have ratified their roles and responsibilities • The partners are aware about their roles and responsibilities 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			Does the programme have an appropriate M&E framework?	The program M&E framework is based on Result based Management approach and theory of change;	<ul style="list-style-type: none"> • The Programme M&E framework is clearly defined and explained in the Programme documents • The M&E framework in the Programme documents are in line with UN Women Monitoring and Evaluation guidelines • There is enough evidences that suggests that the key Programme personnel are aware about such M&E framework • There is a separate note of Programme M&E which has been shared with all the Programme partners 	Programme document Monitoring & evaluation checklist Interaction with UN Women and key implementing partners	Stakeholder information checklist
EFFECTIVENESS- Extent to which Programme is effective in impacting AHT awareness, women's livelihoods and public administration against AHT							
2	Assess the achievements of the Programme	2.1 What have been the Programmes achievements viz-a-viz the Programme outcomes of: Outcome 1: Women's and girls'	Were the Programme objectives and outcomes mentioned in the results framework achieved?? What are the reasons for the achievement or non-achievement?	<ul style="list-style-type: none"> • Documented evidence on the progress made towards the expected outcomes of the Programme • Stakeholders are in consensus with the progress made towards the expected outcomes of the Programme 	<ul style="list-style-type: none"> • There is enhanced legal awareness among women and girls on anti-trafficking and unsafe migration • There is reduced incidence of VAW in the communities • Women and girls are engaged in income generation activities • Instances of women and girls standing up 	Literature review: Monitoring Reports; Program progress reports Interactions with Beneficiaries (include questions about before and after)	Stakeholder interaction checklist

		<p>vulnerability to trafficking reduced in the 6 Programme areas</p> <p>Outcome 2: Capacities of local governance and justice systems enhanced for prevention of trafficking of women and girls</p>			<p>against exploitation or VAW</p> <ul style="list-style-type: none"> • Instances of collective action in the community against exploitation of women and girls or VAW • There is reduced out-migration of women and girls • There is a reduction in persons missing post migration • Livelihood opportunities have been facilitated for women and girls vulnerable to trafficking and PLWHA • Communities participate in prevention of trafficking of women and girls • PRIs are capacitated towards including trafficking concerns in the <i>Panchayat</i> • Local justice systems are capacitated towards gender sensitivity in dealing with issues of VAW and trafficking 		
			<p>Did the Programme receive effective partner involvement?</p>	<ul style="list-style-type: none"> • Implementing partners agree that the Programme received adequate support and participation from key stakeholders • Implementing partners agree that the Programme received adequate support from local and state level governance structures and district administration 	<ul style="list-style-type: none"> • Actions taken by the key stakeholders in providing political, technical and administrative support to Programme interventions • Initiatives and actions taken by implementing partners to secure such support whenever required towards achievement of Programme goals • Documented evidence of the same 	<p>Literature review: Monitoring Reports; Program progress reports Interactions with Beneficiaries (include questions about before and after)</p>	<p>Stakeholder interaction checklist</p>
			<p>Was the Programme implementing partners able to mobilize the relevant stakeholders towards the achievement of Programme objectives?</p>		<ul style="list-style-type: none"> • Actions taken by implementation partners to elicit participation from beneficiary communities • Actions taken by implementation partners to elicit participation from local governance structures and district/state administration • Documented evidence of the same in progress reports/monitoring reports/others 	<p>Stakeholder interactions, Minutes of stakeholder meetings</p>	<p>Stakeholder information checklist</p>

			<p>What were the factors that facilitated/inhibited Programme contribution towards outcomes, with reference to:</p> <ul style="list-style-type: none"> • Partnership choices and strategies; efficiency of collaborations • Choice of subject specific technical expertise • Programme strategies and approaches, 	<ul style="list-style-type: none"> • Documented analysis that partnerships made for Programme implementation have facilitated/impeded the Programme outcomes • Documented analysis that subject specific technical expertise incorporated in Programme implementation has facilitated/impeded the Programme outcomes • Documented analysis that capacity development, work at state and country levels, knowledge generation and dissemination etc. made for Programme implementation have facilitated/impeded the Programme outcomes 	<ul style="list-style-type: none"> • Achievements of Programme partners against their stated roles • Achievements of the Programme partners against each of the Programme objectives • Consensus among stakeholders that Programme strategies, technical resources and approach have facilitated/impeded achievement of outcomes • All such factors (facilitative/inhibiting) have been identified and documented in various Programme reports • Shared with UN Women and other Programme stakeholders through consultations and meetings • Meetings minutes kept • The stakeholders are aware about such observations and there is no significant variation in the observations put forward by different stakeholders 	<p>Literature review: Monitoring Reports; Program progress reports Interactions with Beneficiaries (include questions about before and after)</p>	<p>Stakeholder interaction checklist</p>
		2.2 How effective were the Programme management arrangements?	<p>Has the Programme been able to achieve its intended outputs as per its LFA?</p>	<ul style="list-style-type: none"> • Programme target and outputs were achieved and reported 	<ul style="list-style-type: none"> • All the output indicators in the Programme document were achieved • Reporting formats and monitoring reports suggest realization of targets 	<p>Literature review: Monitoring Reports; Program progress reports Interactions with Beneficiaries (include questions about before and after)</p>	<p>Stakeholder interaction checklist</p>
			<p>Do collaborating agencies (NCW & MWCD), Administration and civil society partners consider the Programme relevant to their work on enhancing gender equity and reduction of trafficking of women and girls?</p>	<ul style="list-style-type: none"> • Collaborating agencies and civil society partners agree on 	<ul style="list-style-type: none"> • Reported findings of use of Programme learnings in strategies and approach of collaborating agencies (NCW & MWCD), Administration and civil society partners; in their work on enhancing gender equity and reduction of trafficking in women and girls • Reported instances references made of Programme experiences in policy/Programme planning by collaborating agencies Participation of collaborating agencies (NCW & MWCD), Administration and civil society partners in consultation meeting 	<p>Literature review: Monitoring Reports; Program progress reports Interactions with Beneficiaries (include questions about before and after)</p>	<p>Stakeholder interaction checklist</p>

			What was the support received from the State, Distirct and Block level administration?		<ul style="list-style-type: none">• Participation of State, District and Block level administration in Programme meetings and consultations• Actions taken by State, District and Block level administration to support Programme delivery• Reported instances of logistical, infrastructural and technical support provided in Programme delivery		
			Were the management structures adequate to facilitate & support to the Programme on managerial, administrative and technical matters?	<ul style="list-style-type: none">• Initiative of the executing agency (UN Women) to address, facilitate and support the Programme on managerial, administrative and technical matters	<ul style="list-style-type: none">• Actions taken by the key stakeholders in proving support to Programme interventions• Documentary evidence of capacity building, handholding support and feedback from monitoring to implementing partners in Programme implementation• Initiatives and actions taken by implementing partners to secure such support whenever required towards achievement of Programme goals• Documented evidence of the same	Literature Review Interview with selected stakeholders	Literature review log Stakeholder information checklist
			Were the Programme management arrangements responsive to changes in the Programme environment?	Executing agency (UNWomen) made timely addressal and response to unforeseen changes in the Programme environment Consultations with relevant stakeholders are held to incorporate changes in programe design/management	<ul style="list-style-type: none">• Implementing partners are in agreement with decision making processes• Records of consultations maintained	Literature Review Interview with selected stakeholders	Literature review log Stakeholder information checklist
			Were the monitoring and reporting mechanisms facilitative?	The Programme M&E arrangements is properly documented and shared with all the stakeholders Timeliness of the Programme monitoring report evidence of action taken report	<ul style="list-style-type: none">• There are clearly defined decentralized mechanism for data collection, its analysis and sharing• This system is being used at all the levels• There is no duplication or in consistency in data collected from the field (local level) and the reports shared at the macro level• There are clearly defined timelines for preparation and submission of reports and that it is being adhered to	Literature Review, Stakeholder interaction especially with UN Women and implementing partners	Stakeholder interaction checklist
EFFICIENCY- Efficiency of the Programme initiatives in influencing public administration and judicial mechanism for pro-active and enabling socio-legal setup against trafficking.							
3	Assess the efficiency of Programme management	3.1 How efficiently was the Programm	What was the quality and timeliness of inputs, activities in	<ul style="list-style-type: none">• Workplans and action plans were prepared at all levels and shared with relevant	<ul style="list-style-type: none">• Annual, quarterly and monthly Programme work plan and resource deployment plan has	Stakeholder interactions, Minutes of stakeholder	Stakeholder information

	and of resource use	e managed and available resources utilized ?	Programme implementation?	<ul style="list-style-type: none"> stakeholders Programme milestones and approach is mapped as per the work and action plans 	<ul style="list-style-type: none"> been prepared and documented by all parties The Programme inputs and activities are implemented in accordance with the work plan without any significant variation (define) 	meetings	checklist
			Were risk factors and risk mitigation strategies identified during Programme formulation?	<ul style="list-style-type: none"> Risks associated with the Programme were identified through background research Mitigating factors were developed Risks and mitigation measures were shared with relevant stakeholders 	<ul style="list-style-type: none"> Documented evidence that risks associated with the Programme were preassertained Documented evidence of mitigating factors Stakeholders agree on timely and efficient resolution of risks met in Programme implementation 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			How efficiently did the Programme use its resources (including human and financial) to produce outputs and carry out activities?	<ul style="list-style-type: none"> Optimum deployment of human resources is made in Programme execution Actual deployment of financial and human resources is less than equal to that was planned Any variation is duly justified 	<ul style="list-style-type: none"> Number of Human resource deployed (planned vs. actual) Programme budget (activity wise) and its utilisation and variance Documented evidence of explanation for these variations (if any) 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
		3.2 How efficient were the Institutional arrangements and	Was the government's (NCW & MWCD) commitment to the Programme objectives	<ul style="list-style-type: none"> There is documentary evidences that suggests Government (including local government agencies) active participation in the Programme 	<ul style="list-style-type: none"> Actions and initiatives taken by NCW and MWCD towards the achievement of Programme objectives Documentary 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
		Partnerships?	adequate?	<ul style="list-style-type: none"> There are documentary evidence that suggest governments commitments in terms of conducive policy environment for implementation of the Programme 	<ul style="list-style-type: none"> evidence of support provided Participation of NCW and MWCD in consultation and dissemination meetings Time taken in getting various approvals from the government agencies 		
			Did the Programme implementing partners play their envisioned role towards the achievement of Programme objectives?	<ul style="list-style-type: none"> Programme implementing partners can clearly elicit their role in Programme intervention strategy Implementing partners have fulfilled their defined programmatic and management roles in the implementation of the Programme 	<ul style="list-style-type: none"> Actions taken by each of the Programme partners against their stated roles Achievements of Programme partners against their stated roles Achievements of the Programme partners against each of the Programme objectives Implementing partners can articulate their expected role and eventual role played in Programme implementation Number of consultation and review meetings Timeliness in reporting to UNWomen 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist

			Was the fund flow arrangement between UN Women and implementing partners, appropriate with respect to effective implementation of the Programme?	<ul style="list-style-type: none"> Fund flow arrangement is properly documented and shared Observation of Programme partners about the fund flow arrangements is positive 	<ul style="list-style-type: none"> Guidelines for fund flow management were developed and shared with key stakeholders Handholding support is provided to partners on systems of fund flow management and reporting Stakeholders provide similar explanation on probe 	Fund flow guidelines document Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			Were there any conflicts of interest among stakeholders and if so how were they resolved?	<ul style="list-style-type: none"> Stakeholders report conflicts of interest in Programme implementation/outcomes Actions taken by implementing partners/executing agency to resolve the same. 	<ul style="list-style-type: none"> Conflicts of interest among stakeholders are documented and duly reported to executing and implementing partners Consultations made for resolutions Minutes of consultation meetings Stakeholders report actions taken towards resolution of such conflicts of interest 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
		3.3 How efficient was the executing agency in anchoring and executing the Programme?	Has UN Women's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the Programme?	<ul style="list-style-type: none"> UN Women's Organization structure and managerial support has facilitated efficient Programme delivery UN Women has created productive linkages and created knowledge sharing platforms for an enabling environment for Programme delivery and achievement of objectives 	<ul style="list-style-type: none"> Organization structure and managerial support provided by UN Women to the Programme delivery Coordination and linkages established by UN Women towards Programme delivery Number of knowledge sharing/dissemination/networking/consultation meetings organized by UN Women Minutes of the meetings 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			Has the Programme management facilitated or impeded the progress of the Programme in achieving its desired results?	<ul style="list-style-type: none"> Evidence that UN Women has been a catalyst in attainment of the desired Programme outcomes Evidence that UN Women has facilitated smooth resolution of Programme concerns through technical expertise, quick decision making, autonomy provided and by providing a platform for sharing and consultations 	<ul style="list-style-type: none"> Implementing partners agree that UN Women has facilitated smooth Programme delivery towards the achievement of Programme objectives Systems established for smooth communication and feedback between UN Women and implementing partners Actions and initiatives taken by UN Women to address the concerns of implementing partners 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
		RESULTS- Extent to which the Programme initiatives are being used by the beneficiaries for trafficking prevention					

4	Assess the results of the Programme	4.1 Has the Programme been able to achieve its overall purpose?	Is the Programme theory of change sound?	<ul style="list-style-type: none"> • There is documented evidence that the Programme interventions and impact substantiate the theory of change of the Programme. <p>1. When women and girls in the targeted communities have (a) sustainable livelihood options, (b) a strong sense of empowerment, (c) the capacity to assess their trafficking risks through self awareness and knowledge, they will be better equipped to avoid becoming victims of trafficking.</p> <p>2. When the local governments have developed increased capacity and structures to strengthen the CRSSs, and when they have the ability to support groups of young women to generate substantial incomes, the systemic reasons for trafficking activities will be diminished. In that this Programme seeks to revive justice systems under the Nyayalaya Bill, it will strengthen the hands of the communities as they work to combat traffickers</p> <p>3. Governments will be better equipped to ensure that women and girls have comprehensive protections by (a) promoting the convergence of government Programmes by building the capacities of local government functionaries, (b) using existing government resources to create COAs to prevent trafficking in the source areas, and (c) advocating for the up-scaling the model of trafficking prevention by engaging with policy makers and planners at various stages of Programme implementation.</p>	<ul style="list-style-type: none"> • Cases of trafficking are reduced • Women and girls report reduced vulnerability to trafficking • Initiatives and actions taken by local government structures to support economic empowerment of women and girls • Initiatives and actions taken by local government structures to strengthen CRSSs • Initiatives and actions taken for reviving of the Nyayalaya Bill • Initiatives and actions taken towards convergence of government Programmes • Evidence of use of government resources in creation of COAs • Initiatives and actions taken to engage policy makers and planners 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<p>1. Literature Review Log;</p> <p>2. Beneficiary Interview Checklist;</p> <p>3. Checklist for focus group discussion with community /beneficiaries groups;</p> <p>4. Interview schedule for interaction with stakeholders</p>
			What has been the target realization with respect to Programme objectives?	<ul style="list-style-type: none"> • Programme outputs are clearly articulated • Target realization is included in progress report, monitoring report formats • There is justification and analysis for met/unmet target and linkages with Programme objectives 	<ul style="list-style-type: none"> • Programme outputs have been translated into specific, measurable, realizable targets • Documented evidences that targets are met/unmet and justification for the same 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview:</p>	<p>1. Literature Review Log;</p> <p>2. Beneficiary Interview Checklist;</p> <p>3. Checklist for focus</p>

				<ul style="list-style-type: none"> • There are verifiable indicators through material and literature findings that suggests enhanced livelihood through system strengthening and partnership approaches 	<ul style="list-style-type: none"> • Reporting systems include target realization • Monitoring frameworks include target realization • The Programme reports provides factual and narrative description that suggests strong correlation between the achievements against the Programme objectives 	Meeting with stakeholders as identified	group discussion with community /beneficiaries groups; 4. Interview schedule for interaction with stakeholders
			What are the positive and negative changes produced directly or indirectly by the Programme on women and on their socio-economic conditions?	<ul style="list-style-type: none"> • Evidence of positive and negative changes on gender power relations in the intervention sites • Evidence of positive and negative changes in women's economic agency and status • Evidence of livelihood opportunities that women have been engaged in through the Programme 	<ul style="list-style-type: none"> • Narrative description in Programme reports on positive and negative changes on gender power relations in the intervention sites • Narrative descriptions in Programme reports on positive and negative changes in women's economic agency and status • Narrative descriptions livelihood opportunities that women have been engaged in through the Programme • Narrative descriptions of linkages of positive/negative changes towards an enabling Anti-Human trafficking environment in the community 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<p>1. Literature Review Log;</p> <p>2. Beneficiary Interview Checklist;</p> <p>3. Checklist for focus group discussion with community /beneficiaries groups;</p> <p>4. Interview schedule for interaction with stakeholders</p>
			Do the stakeholders have a sense of ownership of the Programme?	<ul style="list-style-type: none"> • Stakeholders elicit a sense of ownership on Programme priorities and objectives • Stakeholders elicit a vision for Programme sustainability 	<ul style="list-style-type: none"> • Stakeholders express enhanced levels of capacity and decision making in keeping with Programme requirements • Stakeholder participate in regular consultations on Programme implementation • Documentation of stakeholder meetings and consultations by all parties 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			Were there any unforeseen effects on non-target groups and/or any unintended effects caused by the Programme?	<ul style="list-style-type: none"> • Programme reporting and monitoring systems capture and unforeseen effects on non-target groups and/or any unintended effects 	<ul style="list-style-type: none"> • Number of reported findings on unforeseen impacts on non target groups caused by the Programmes • Number of material findings on unforeseen impacts on non target groups caused by the Programme 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<p>1. Literature Review Log;</p> <p>2. Beneficiary Interview Checklist;</p> <p>3. Checklist for focus group discussion with community /beneficiaries groups;</p> <p>4. Interview schedule for interaction</p>

							with stake- holders
		4.2 What were the Programmes results/progress on cross cutting themes?	How has the Programme contributed to poverty reduction of communities living in the Programme area?	<ul style="list-style-type: none"> • Programme reports suggest findings on enhanced standard of living of beneficiaries 	<ul style="list-style-type: none"> • Increased standard of living of the beneficiaries • Opportunity cost/ opportunity gain in terms of livelihood opportunities provided versus out migration in communities • Decrease in out/unsafe migration of communities 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<ol style="list-style-type: none"> 1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Checklist for focus group discussion with community /beneficiaries groups; 4. Interview schedule for interaction with stakeholders
			How has the Programme facilitated the participation of the local communities in decision making processes?	<ul style="list-style-type: none"> • Programme reports suggest findings on enhanced community participation towards community socio-economic development 	<ul style="list-style-type: none"> • Number of activities carried out to ensure participation of local community • Number of local institutions participated /benefitted/created from the Programme Incidence of local institution participation in decision making and evidence of concern redressal. 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<ol style="list-style-type: none"> 1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Checklist for focus group discussion with community /beneficiaries groups; 4. Interview schedule for interaction with stakeholders
			Has the Programme considered gender sensitivity and gender responsiveness in local governance decision making processes?	<ul style="list-style-type: none"> • Programme reports suggest findings on enhanced participation of women and marginalized groups towards local governance 	<ul style="list-style-type: none"> • Gender indicators incorporated in Programme implementation design • Capacity building and knowledge sharing facilitate gender responsiveness among local governance structures, PRIs and Police. 	<p>Literature review: Programme Proposal; Programme Reports; Monitoring Reports;</p> <p>Stakeholder Meeting/ Interview: Meeting with stakeholders as identified</p>	<ol style="list-style-type: none"> 1. Literature Review Log; 2. Beneficiary Interview Checklist; 3. Checklist for focus group discussion with community /beneficiaries groups; 4. Interview schedule for interaction with stakeholders

SUSTAINABILITY- Likelihood of sustainability of Programme outcomes/impact in the event of Programme termination.							
5	Assess the sustainability of the Programme	5.1 Can the Programme objectives be sustained beyond the Programme duration/ completion of UN Women funding?	What is the scope of Programme upscaling /replication by national/state governments upon completion of Programme duration/ completion of UN Women funding?	<ul style="list-style-type: none"> • Policy frameworks for upscaling/replicating Programme exist • National/State governments express the will to upscale/replicate Programme 	<ul style="list-style-type: none"> • Infrastructural, logistical and financial implication of sustaining the Programme objectives beyond the Programme duration are reported to be • Provision (budget) for achieving the Programme objectives beyond Programme duration. • Government stakeholders report vision and tentative road maps for upscaling/replicating Programme 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			Are the local governance structures capacitated to take the Programme objectives forward without the support of UN Women/implementing partners?	<ul style="list-style-type: none"> • Local governance structures have the capacity and skill resources to upscale/replicate Programme interventions and objectives 	<ul style="list-style-type: none"> • Local governance partners express confidence in the Programme strategy and outcomes • Local governance partners express linkage of Programme outcomes with their development agenda • Local governance partners express will and skill competence to upscale/replicate Programme interventions 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
		5.2 To what extent were sustainability considerations taken into account while conducting the Programme?	What is the likelihood that the benefits from the Programme will be maintained for a reasonably long period of time if the Programme were to cease?	<ul style="list-style-type: none"> • Documented evidence that sustainability considerations were taken into account while planning and conducting the Programme. • There an exit strategy for the executing and implementing partners • Evidence that Programme approach or results can be scaled up/replicated 	<ul style="list-style-type: none"> • There is an exit strategy for the executing and implementing partners • Evidence that programme approach or results can be scaled up/replicated 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
			What mechanisms have been put in place to ensure the sustainability of Programme results?	<ul style="list-style-type: none"> • Programme implications on State government policy/Programmes • Sharing and use of Programme learnings by National/State/Local governments • Knowledge sharing and capacity building initiatives with the National/State and Local governments with view of system strengthening for Anti-Human trafficking enabling environment 	<ul style="list-style-type: none"> • Representations /changes to State Government policy or Programmes; • Effectiveness of the Programme's linkages, liaison, coordination and impact upon related activities being undertaken in the country. • Experience sharing exercise within stakeholders and external agencies • Determine how successful has the Programme been in maintaining interest of local stakeholders, the local governments, and other relevant stakeholders 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist

			What adaptive or management capacities of national partners (financial, technical, leadership, Programme, process management, networking and linkages) have been supported to ensure that benefits from the Programme are maintained for a long period?	<ul style="list-style-type: none"> • Government partners have participated in and supported Programme activities • Programme has taken clear initiatives to enhance the capacities of government partners at all levels 	<ul style="list-style-type: none"> • Reported findings that requirements of national/state/local level ownership have been satisfied • Evidence of adequate leadership and technical capacity for the Programme to continue or replicate it 	Stakeholder interactions, Minutes of stakeholder meetings	Stakeholder information checklist
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Annexure 3: Tools used for Data Collection

Questionnaire No. _____

1. Household Survey

State: _____ **District:** _____

Block: _____ **Panchayat:** _____ **Village:** _____

Researcher's Name : _____

Researcher's Signature : _____

Date: _____

Q1. Respondent information

Q. No.	1.1.1.1.1.1.1.1 Question	1.1.1.1.1.1.1 Answer	Code
1.1	Respondent's name		
1.2	Age	(in completed years round off by six months)	
1.3	Religion	01-Hindu 02-Muslim 03-Christian 04-Sikh 05-Other	
1.4	Caste	01-Scheduled Caste 02-Scheduled Tribe 03-Backward Caste 04-General Caste 99-NA	
1.5	Education	0-None N-Neoliterate (read and write) P-Primary S-Secondary G-Graduate PG-Post Graduate D-Dropout	

1.6	Main occupation	U -Unemployed A -Agriculture L - Labour T -Trade M -Manufacturing S -Service G -Government job Mention actual work _____	
		Period of Employment 01 0-6 months 02 6-12 months 03 < 12 months	

Q2. Household Information

Name of Head of Household					
House Type		1) Pucca 2) Mixed 3) Kuccha 4) Others			
Structural Condition of House		1) Good 2) Average 3) Needs repair			
2.1	No. of family members	Adult (>18 yrs) male		Young (18 & below) male	
		Adult (>18 yrs) female		Young (18 & below) female	
2.2	No. of earners				
	Male		Female		
2.3	BPL Status	01-Yes 02-No			

Education and Marriage

ADULTS					
Name of Family Member	Gender	Age	Education	Marital Status	Age at Marriage

CHILDREN			
Children attending school		Age 6 – 14 years	Age 15 – 18 years
Boys	in family		
	in school		
Girls	in family		
	in school		

Q.3 Work & Migration

3.1) Work

Name of Family Member	Employment Status	Type of Work	Place of Work	Monthly Earning
	1. Self-employed (e.g. running a shop in own home, selling things from house to house) 2. Agriculture (e.g. laborer or owns fields) 3. Service (e.g. cook in mid-day meal scheme, helper in ICDS centre, ASHA etc) 4. Business/professional (e.g. teacher, auxiliary nurse midwife etc.) 5. Daily wage laborer 6. Working as domestic help 7. Seasonal income (e.g. marriage cooking, forest produce collection and sale, etc.) 8. Pension 9. Others		1. Within village 2. Outlying Areas of village 3. Other Village(s) 4. Other State/Cities	1. <500 2. 501 – 1000 3. 1001 – 2000 4. 2001 – 3000 5. 3001 – 4000 6. 4001 – 5000 7. >5000

3.2) Have any of the household members migrated? Yes No [If yes, answer the following]

Name of Family Member	Type of Work	Destination of Migration	Type of Migration	Duration of Migration
		1. Other villages in the same state 2. Cities in the same state 3. Villages in the other state 4. Cities in other states	1. Seasonal 2. Single 3. Household 4. Long term	1. <3 months 2. 3 months – 6months 3. 6 months – 9 months 4. 9 months – 12 months 5. >12 months
Do women migrate in your family?		1) Yes 2) No		
Reason for Migration		1) Work 2) Education 3) Marriage 4) Others		
Who does the decision making for migration in family?		1) Head of the household 2) Members make a collective decision 3) Family member (Male) 4) Family member (Female) 5) Self		
Who facilitates migration?		1) Contractor 2) Employer 3) Family member 4) Members of village 5) Other		
What is the nature of financial arrangements?		1) Pre determined & pre settled 2) Pre determined & to be settled monthly or annually 3) Monthly/annual settlement on the basis of work output 4) Not fixed/determined		
Any missing people reported in the community?		1) Yes 2) No 3) Don't Know		

If yes, who?	1) Children (<14 years) 2) Females 3) Males
Was any action taken?	1) Yes 2) No 3) Not sure
If yes, please elaborate.	
If given a choice would you prefer migration?	1) Yes 2) No 3) Can't decide
Has any individual/organisation ever given you information related to safe migration?	Note details

Q4 .WOMEN's AGENCY & MOBILIZATION

Do you have an SHG in your village?	1) Yes	2) No
Is any of your family member part of the SHGs?	1) Yes	2) No
Is the SHG involved in income generating activities?	1) Yes	2) No
If yes, what?		
Are there any trainings held for women & girls in the village?	1) Yes	2) No
Are trainings being held on any of the following issues? (you can mark more than one)	1) Health 2) Rights and entitlements 3) Social security schemes 4) Vocational training 5) Life skills	
Do women in the household attend these trainings? If yes, answer below.	1) Yes	2) No
Do you find these training beneficial?	1) Yes	2) No
Any suggestions related to Trainings?		

Q5. PARTICIPATION IN LOCAL GOVERNANCE SET UP

5.1 Do you know about Gram <i>Sabha</i> ? () Yes () no
5.2 Is Gram <i>Sabha</i> organised in your village? () Yes () no

5.3. Do you participate in Gram <i>Sabha</i> ? () Yes () no
5.4 Do women participate in Gram <i>Sabha</i> ? () Yes () no
5.5 Are Issues pertaining to women and girls discussed in the gram <i>sabhas</i> ? () Yes () no
5.6 Does your village have a development plan? () Yes () no
5.7 Do women participate in Village plan development? () Yes () no

2. In-depth Semi-structured Interview Schedule

Stakeholder group: Vulnerable girls/women

Respondent: Lady in the household

1. Basic Information:

1.1 Name:

1.2 Age:

1.3 Education :

1.4 Marital Status: ☐ Married ☐ Single ☐ Widowed ☐ Separated / Missing

1.5 No. of Children: (F) (M)

1.6 Can you list out all the people in the household? [basic family tree]

1.7 What is the basic means of livelihood for the household?

2. Education and Marriage:2.1 Do girls in the community usually go to school? ☐ Yes ☐ No ☐ Irregular ☐ Drop out2.1.2 Do you think it is important to educate girls? ☐ Yes ☐ No ☐ Can't decide2.1.3 If yes, what are the benefits of it? ☐ Support self ☐ Better marriage prospects ☐ Support family☐ Improved social standing ☐ Others _____2.2 Do you want to educate your daughter? ☐ Yes ☐ No ☐ Depends

2.2.1 Do you want to educate your daughter? If yes, what level?

☐ Primary ☐ Secondary ☐ Graduation ☐ Other _____2.2.2 If Depends, cite factors ☐ Daughter's own inclination ☐ Support from spouse ☐ Economic situation☐ Marriage prospects ☐

2.2.3 If no, why not? Then explain.

☐ Don't see the need ☐ Social norms ☐ Marriage prospects ☐ Economic situation☐ Family restrictions ☐ Other _____

2.3 At what age are girls and boys usually married off?

Boys: ☐ under 14 ☐ 15-21 ☐ >21Girls: ☐ under 14 ☐ 15-18 ☐ >18

2.3.1	If girls are girls earlier than 18 years of age, what are the reasons behind it?		
	<input type="checkbox"/> Social Norms	<input type="checkbox"/> Don't get grooms after a certain age	<input type="checkbox"/> Economic concerns
	<input type="checkbox"/> Other _____		
2.3.2	Would you like to marry your daughter after she turns 18? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Depends		
2.3.3	How are marriages usually arranged in the community? <input type="checkbox"/> Through relatives <input type="checkbox"/> Through matchmakers		
	<input type="checkbox"/> Families approach <input type="checkbox"/> Others _____		
Probe: marriages outside the community/state, tracking of potential grooms}			
2.4	In general are girls treated equally as boys? Elaborate.		
	Discuss areas of difference		
	<input type="checkbox"/> Male child preference	<input type="checkbox"/> Education	<input type="checkbox"/> Work distribution <input type="checkbox"/> Marriage
	<input type="checkbox"/> Migration patterns	<input type="checkbox"/> Food	<input type="checkbox"/> Clothes <input type="checkbox"/> Others _____

3. Work and Migration

3.1	How many people in the household are involved in income generation?				
	<input type="checkbox"/> Adults (Men & Women)	<input type="checkbox"/> All household members	<input type="checkbox"/> Only men	<input type="checkbox"/> Only women	<input type="checkbox"/> Women & girls
3.2	If women/girls are involved in income generation activities-				
3.2.1	Then what kind of activities?				
	<input type="checkbox"/> Self-employed	<input type="checkbox"/> Agriculture	<input type="checkbox"/> Service	<input type="checkbox"/> Professional	
	<input type="checkbox"/> Seasonal income	<input type="checkbox"/> SHG	<input type="checkbox"/> Migrant		
	If Migrant, what is the area of employment?				
3.3	Is there an SHG in your village? <input type="checkbox"/> Yes <input type="checkbox"/> No				

3.3.1	If yes, are you a part of any? <input type="checkbox"/> Yes <input type="checkbox"/> No	
	If yes, probe: motivation for joining the group, perceived benefits, challenges, opportunities: _____	
3.3.2	What do you do in the group?	
3.3.3	Are the SHGs undertaking income generation activities? <input type="checkbox"/> Yes <input type="checkbox"/> No	
	If yes, please elaborate. _____	
	If no, why: <input type="checkbox"/> Lack of confidence <input type="checkbox"/> Lack of training <input type="checkbox"/> No ideas/direction <input type="checkbox"/> Group dynamics <input type="checkbox"/> Social Norms <input type="checkbox"/> Previous failures <input type="checkbox"/> Others	
	Elaborate _____	

3.4 Are there any government social security schemes through which you are receiving support? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Don't know	
3.4.1	If Yes <input type="checkbox"/> MNREGA <input type="checkbox"/> Annapurna <input type="checkbox"/> Widow pension <input type="checkbox"/> Education related <input type="checkbox"/> Others _____
3.5 Are there any particular income generation activities that women would like to take up? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Depends	
3.5.1	If yes, what kind?
3.5.2	If no or depends, cite reasons? <input type="checkbox"/> Don't see the need <input type="checkbox"/> Social norms <input type="checkbox"/> Family restrictions <input type="checkbox"/> Other _____
3.5.3	If yes, is training required? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Can't say
If yes then what kind?	
3.5.3	Are there any vocational training opportunities available? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Don't know
If yes then what kind?	
3.6 Do you/any household member have to leave the village for work? <input type="checkbox"/> Yes <input type="checkbox"/> No	
3.6.1	If yes, please elaborate. (Probe: place of work, kind of work)
3.6.2	What is the frequency of communication with migrated member? <input type="checkbox"/> > month <input type="checkbox"/> Quarterly <input type="checkbox"/> Bi -annually <input type="checkbox"/> annually <input type="checkbox"/> Never
3.7 Are there people who facilitate people in the village to get jobs outside? <input type="checkbox"/> Yes <input type="checkbox"/> No	
3.7.1	If yes, who are these people <input type="checkbox"/> Licensed contractors <input type="checkbox"/> Dalals
<input type="checkbox"/> Other members of the village who may have earlier migrated?	
<input type="checkbox"/> Others	
3.7.2	If no, how is it arranged? <input type="checkbox"/> Self <input type="checkbox"/> Relatives/friends <input type="checkbox"/> others
3.7.3	What is the frequency of their visit?
<input type="checkbox"/> > month <input type="checkbox"/> Seasonally <input type="checkbox"/> Bi -annually <input type="checkbox"/> Annually <input type="checkbox"/> Other _____	
3.7.4	Do they charge money? <input type="checkbox"/> Yes <input type="checkbox"/> No
If yes, how much?	
3.8 Given a choice would you (or household member) continue to leave the village for work? <input type="checkbox"/> Yes <input type="checkbox"/> No	
3.8.1.	If yes, then cite the reason <input type="checkbox"/> Economic benefits <input type="checkbox"/> Social benefits <input type="checkbox"/> Pressure from the family <input type="checkbox"/> Others
Please elaborate.	
3.9 Do you see any risks in going outside of the village to work? <input type="checkbox"/> Yes <input type="checkbox"/> No	

3.9.1 If yes, ☐ Financial Exploitation ☐ Poor working conditions ☐ Security risks ☐ Sexual exploitation ☐ Trafficking
☐ Health ☐ Others

3.10 Given a choice would you want yourself or your children to continue doing so? ☐ Yes ☐ No

3.10.1 Why or why not?

3.11 Are there any missing people in the village? ☐ Yes ☐ No

3.9.1 How did they go missing?

3.9.2 What was done to track them? ☐ Reported to facilitator ☐ Reported to Police ☐ Reported to *Panchayat* ☐ Community
 Action ☐ Others

Elaborate.

3.12 Are women/girls able to move about the community outside their homes freely? ☐ Yes ☐ No ☐ Restricted

3.11.1 If no/restricted, ☐ Caste norms ☐ Safety considerations ☐ Social norms ☐ Lack of self-confidence ☐ Others

3.13 Have there been any cases where women/girls were exploited in the course of migration? ☐ Yes ☐ No

3.14 Can you elaborate? [Probe: Where, single incidence or common, kind of exploitation, help sought if any, other substantive information]

4. VAW

4.1 In our country, women face a lot of domestic issues. What are some of the major problems that women face in this community/village? What are your biggest household concerns?

☐ Health ☐ Economic Situation ☐ Education ☐ Early Marriage
☐ Abandonment ☐ Violence/ abuse ☐ Other

Please elaborate.

4.2 We often hear of cases where conflicts in the house lead to violence against women. Have you heard of such cases in this community/village?

☐ Yes ☐ No ☐ Can't say

4.2.1 Does it ever happen in your house? ☐ Never ☐ Seldom ☐ Frequently

Would you like to share about it?

4.3 Have your children been a part of violence at home? Please elaborate.

4.3 Do you need to provide for the family? ☐ Yes ☐ No

4.3.1 Have you ever had to do something you did not want to, in order to provide for the family? ☐ Yes ☐ No

4.3.2 If yes, would you like to share about it?

4.3.3 Do you know any other women in the community/village who may have had to do so? ☐ Yes ☐ No

4.3.4 If yes, would you like to share about it?

4.4 Do women in the community share their personal problems with each other or in Aanganwadi/SHG meetings? ☐ Yes ☐ No

4.4.1 If yes, What are the issues do women generally talk about?

☐ Health ☐ Economic Situation ☐ Education ☐ Family differences
☐ Abandonment ☐ Violence/ abuse ☐ Other

Please elaborate.

4.5 Have there been any meetings/training sessions on women's issues and problems? ☐ Yes ☐ No ☐ Don't know

4.5.1 If yes, who provided these trainings? ☐ Govt agencies ☐ Other agencies

4.5.2 Were they helpful? ☐ Yes ☐ No

If yes, how?

If no, why?

5. Women's Participation

5.1 Do you have Voters Card? ☐ Yes ☐ No ☐ Don't know

BPL Card? ☐ Yes ☐ No

Ration Card? ☐ Yes ☐ No

Job card? ☐ Yes ☐ No

5.2 Do you know about the Gram Sabha? ☐ Yes ☐ No

Have you/women of this village/community ever attended the Gram Sabha? ☐ Sometimes ☐ Always ☐ Never

5.3 Is there a Panchayat member/ward member from this village? ☐ Yes ☐ No ☐ Don't know

Is there a woman Panchayat member/ward member from this village? ☐ Yes ☐ No ☐ Don't know

Do you vote in the Panchayat elections? ☐ Yes ☐ No

If yes, how did you decide your vote? ☐ Self ☐ Family ☐ Community ☐ Others

If no, why?

5.4 If a woman in the community/village has any complaint/grievance, where does she usually go for redress?

☐ Community ☐ Panchayat ☐ Police ☐ Family ☐ NGO/CBO/CSO ☐ Other

5.4.1 Does it help? ☐ Yes ☐ No

Please elaborate, why or why not?

5.5 Have the women in this community/village ever gotten together to resolve any issue of common concern?

☐ Yes ☐ No ☐ Don't know

If yes, please elaborate.

5.6 What are the preferred options for livelihood for women/girls in this community/village?

☐ Existing income generation activities ☐ Others ☐ Don't know

If others, please elaborate.

5.6.1 Would they like to undergo any special training? ☐ Yes ☐ No ☐ Can't say

5.6.2 If yes, please elaborate.

5.7	Do women in the village participate in village plan development? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Don't know
5.7.1	If yes, please elaborate?
5.8	What can be done to improve the status of women in the community/village?

3. Semi-structured Interview Schedule

Stakeholder group: Community

Respondent: Opinion Leaders, PRI Reps/frontline workers

6. Basic Information:

- 1.1 Name:
- 1.2 Respondent type: ☐ Opinion Leaders ☐ PRI Reps ☐ Frontline workers
- 1.3 How many villages fall under this *Panchayat*? ☐ 0-5 ☐ 6-10 ☐ 11-20 ☐ Above 20
- 1.4 How are the *Panchayat* Representatives distributed across these villages?
- 1.5 What is the caste composition of this village?
- 1.6 What is habitation layout of this village? [basic map]
- 1.7 Location of nearest Primary/Secondary school and *Aanganwadi* Center? Nearest Sub- center/ PHC?

Distance (in Kms)	Primary/Secondary School	Aanganwadi	Sub-center/PHC
0-5			
6-10			
11-15			
< 15			

- 1.8 What are major occupations that people of this community/village are involved in?

Employment Status	Type of Work
1. Self-employed (e.g. running a shop in own home, selling things from house to house) 2. Agriculture (e.g. laborer or owns fields) 3. Service (e.g. cook in mid-day meal scheme, helper in ICDS centre, ASHA etc) 4. Business/professional (e.g. teacher, auxiliary nurse midwife etc.) 5. Daily wage laborer 6. Working as domestic help	

- 1.9 Do people in this *Panchayat*/village access livelihood schemes like MNREGA? ☐ Yes ☐ No
- 1.10 If yes, How many people have availed work under Govt. run livelihood schemes in
☐ 0-50 ☐ 51-100 ☐ 101-150 ☐ 151-200 ☐ 201- 250

2 Gender Norms

- 2.1 What are the major concerns of women in this community/village?
- ☐ Health
 - ☐ Economic Situation
 - ☐ Education
 - ☐ Early Marriage
 - ☐ Abandonment
 - ☐ Violence/ abuse
 - ☐ Other
- 2.1.1 If others, please elaborate.
- 2.2 Are children enrolled into primary school/secondary school? ☐ Yes ☐ No
- 2.2.1 Is there a difference in the enrollment and dropout rate among boys and girls? ☐ Yes ☐ No
- 2.2.2 If yes, why?
- 2.3 Do people want to educate girls? ☐ Yes ☐ No
- 2.3.1 Why or why not?
- 2.4 What is the usual age for marriage for girls and boys? Boys ☐ Girls ☐
- 2.4.1 If before 18 years for girls, what are the main reasons for it?
- ☐ Social Norms ☐ Don't get grooms after a certain age
 - ☐ Economic concerns ☐ Other s _____
- 2.5 Are girls married outside the community/*Panchayat*? ☐ Yes ☐ No
- 2.6 Is there a system of tracking the background of potential grooms by the *Panchayat*? ☐ Yes ☐ No
- 2.6.1 If yes, please elaborate.
- 2.7 Are there instances of domestic violence in this community/village? ☐ Yes ☐ No
- 2.8 How are they dealt with?
- ☐ Reported to police ☐ Action taken by *Panchayat*
 - ☐ Action taken by community ☐ No action taken/ suppressed
- 2.9 What are the various activities that women/girls are engaged in besides household work? [tick all that apply]
- ☐ Self-employed (e.g. running a shop in own home, selling things from house to house)
 - ☐ Agriculture (e.g. laborer or owns fields)
 - ☐ Service (e.g. cook in mid-day meal scheme, helper in ICDS centre, ASHA etc)
 - ☐ Business/professional (e.g. teacher, auxiliary nurse midwife etc.)
 - ☐ Daily wage laborer
 - ☐ Working as domestic help
 - ☐ Seasonal income (e.g. marriage cooking, forest produce collection and sale, etc.)
 - ☐ Pension
 - ☐ Others
- 2.9.1 If others, please elaborate.
- 2.10 Is there a difference among women from different caste backgrounds? ☐ Yes ☐ No
- 2.10.1 If yes, probe caste patterns, accessibility to resources, work pattern etc.
- 2.11 Is there any trainings/workshops given to Women/Girls on the following
- ☐ Skill Development Training ☐ Personality Development Training/Self Awareness
 - ☐ SHG Training ☐ Health and Nutrition Training
 - ☐ Life skills ☐ Others _____

2.11.1 How many women participated in the above mentioned training/s?

☐ 0-30percent

☐ 40-60percent

☐ 60-80percent

☐ <80percent

☐ Don't know

2.12 Are the women/girls in this community/village organized in any collective activity [SHGs/ Mahila Mandal etc.]? ☐
Yes ☐ No

2.12.1 If yes, is it beneficial to them? ☐ Yes ☐ No

2.12.1.1 Why and why not?

2.12.2 Are SHGs involved in income generation activities? ☐ Yes ☐ No

2.12.2.1 If yes, please elaborate.

2.13 What are the enabling/constraining factors to consider if women in this community/village were to be collectivized?
Please elaborate.

3 Migration and Trafficking

3.1 Do people in this community/village migrate out for work? ☐ Yes ☐ No

3.1.1 If yes, do they [tick all that apply]

☐ Migrate singly

☐ With household

☐ Migrate seasonally

☐ Migrate long term

☐ Only men/women migrate

☐ Both migrate?

3.1.2 Do any particular community groups migrate? ☐ Yes ☐ No

3.1.2.1 If yes, please elaborate.

3.2 Do young boys/ girls migrate? ☐ Yes ☐ No

3.3 What are the main areas of occupation that people migrate for?

☐ Domestic Helps

☐ Brick Kilns

☐ Construction Worker

☐ Industry Workers

☐ Private businesses

☐ Others

3.3.1 If others, please elaborate.

3.4 Besides occupation, any other reason for migration?

3.5 How are the migration processes facilitated? [Tick all that apply]

☐ Licensed contractors

☐ Dalals

☐ Relatives

☐ Other members of the village who may have earlier migrated?

☐ Self

☐ Others

3.5.1 If others, please elaborate.

3.6 What is the mechanism of migration?

3.7 Have there been any cases of missing people post-migration? ☐ Yes ☐ No

3.7.1 If yes, was anything done to track them? Why or why not? Please elaborate.

3.8 Have there been any instances when people of this community/village have landed in any problems when they have left the village for work? ☐ Yes ☐ No ☐ Not sure

3.8.1 If yes, probe :improper work area/wage, exploitation, forced labour etc.

3.9 Do you know about trafficking of people- particularly women and children? ☐ Yes ☐ No

3.10 Have there been any such instances in this community/village? ☐ Yes ☐ No

3.10.1 If yes, was there any action taken? Please elaborate on instance/s.

3.11 Are there any existing interventions being undertaken related to gender empowerment/ trafficking? ☐ Yes ☐ No

- 3.11.1 If yes, which interventions?
- 3.12 Are you aware of any such agencies actively supporting women development? ☐ Yes ☐ No
- 3.12.1 If yes, please share?

4 Scope of Public Administration

- 4.1 Does the *Panchayat* organize Gram Sabhas? ☐ Yes ☐ No
- 4.1.1 If yes, how often? ☐ monthly ☐ Quarterly ☐ Other _____
- 4.1.2 If no, why not?
- 4.2 Do people from all villages attend? ☐ Yes ☐ No
- 4.3 Do women attend? ☐ Yes ☐ No
- 4.3.1 If no, why not?
- 4.4 What are the common issues discussed at the Gram Sabha?
- 4.5 Does this village *Panchayat* have a Nyaya Mitra? ☐ Yes ☐ No ☐ Don't know
- 4.5.1 If yes, what is her/his role?
- 4.6 Are social audits conducted in the Gram Sabhas? ☐ Yes ☐ No
- 4.6.1 If yes, please elaborate the instance.
- 4.7 Do you think the *Panchayat* can play a role in improving the livelihoods of people? ☐ Yes ☐ No
- 4.7.1 If yes, what kind of support may be required for the same?
- ☐ Financial ☐ Trainings ☐ Linkages with employers ☐ Others _____
- 4.8 Are there any new livelihood opportunities that may be provided to the women & girls of the *Panchayat*? ☐ Yes ☐ No
- 4.9 Does the *Panchayat* keep a record of all households/people in the villages? ☐ Yes ☐ No
- 4.10 Is there a system of tracking missing people? ☐ Yes ☐ No
- 4.11 Does the *Panchayat* have specific Anti-Human trafficking mandate? ☐ Yes ☐ No ☐ Implicit
- 4.11.1 If yes or implicit, please elaborate.
- 4.12 Do you think the *Panchayat* can play a role in ensuring safety of people who migrate out for work? ☐ Yes ☐ No ☐ Depends
- 4.12.1 If yes or depends, please elaborate.
- 4.13 Has the *Panchayat* allocated funds for needs of poor/ marginalized women? ☐ Yes ☐ No ☐ Implicit
- 4.13.1 If yes or implicit, please elaborate.
- 4.14 Does the *Panchayat* ensure participation of women in village plan development? ☐ Yes ☐ No
- 4.14.1 If yes, which areas are covered?
- 4.15 Does the *Panchayat* track mobility of women and girls for employment or marriage? ☐ Yes ☐ No
- 4.16 At the *Panchayat* level, what can be done to improve the overall status of women and girls?
- 4.16.1 What is the support required to create gender equity?

4. Interview Guide for District level officials - Police department, BDO/Circle officer and others

1. What is the livelihood pattern of people in your district? (Probe on different occupations people get involved in, do they depend on primary occupation or have other sources of income, is the income steady throughout the year or is season dependent, is the income enough to meet both the ends meet)
2. Do people utilize the Government's schemes like MGNREGA? If no, then what are the reasons for not utilizing these schemes?
3. Do people migrate to other districts/states to work? (Probe reasons for migration, probe if it happens on a regular basis or is it a onetime activity, probe on patterns of migration - seasonal, permanent)
4. What kind of work do they generally migrate for?
5. Do both men and women migrate or is migration a gender specific activity?
6. How do people migrate? (Probe if there are agents who facilitate the process or do they go through relatives or other people, probe about the arrangements especially about the money involved)
7. Are there any committees tracking prospective employers/ contractors?
8. After migration do people remain in touch with their family members?
9. What kinds of cases are generally reported to you – [Probe: if there are also complaints related to missing people.
10. Do you know about trafficking of women and children? Have you heard about such cases being reported?
11. Do you feel trafficking is a problem in your area? Is there any specific *Panchayat* or sub-division where it is rampant?
12. Is there an AHTU in this district? Do cases of trafficking get reported? What is the frequency? Have you ever been involved in reporting such cases?
13. How many cases of trafficking have been reported till date? Is there a record keeping/record management system in place for trafficking cases?
14. What action is being taken in case such cases are reported - missing and trafficking?
15. Are there any laws/schemes/policies that prohibit trafficking of women/children? What is your observation regarding the implementation of existing laws and procedures?
16. Is there any specific department/division responsible for tackling trafficking cases?
17. Are there any interventions being undertaken to provide support to trafficking survivors like trainings, livelihood opportunities etc?
18. Do you feel that institutional set up is sufficient for implementing anti trafficking laws and procedures?
19. What factors/conditions do you think are essential for successful implementation of laws?
20. Are there any NGOs/agencies that work on issues related to trafficking? If yes, do you know what kind

of activities do they carry out?

21. What are the most common problems that women and children face in your area?
22. What is the proportion of funds allocated for women and girls at *Panchayat* level?
23. Are women being encouraged to participate in Village plan development? If yes, which areas are women actively participating in?
24. What constraints do you face or anticipate facing in taking action against trafficking?
25. What are your suggestions to enhance prevention of trafficking?
26. Are there any trainings/interventions in the area, on women's development and empowerment (health, education, awareness of rights and entitlements etc.) being organized in the district? By whom? If yes, how actively are women participating in such trainings? Any Follow up is done to see whether the training helps in earning livelihood?

Interview Guide for State and District Institutions - Respondent: Police, DWCD, CRC, others

- 1 Name:
- 2 Department, designation and duration since holding office:
- 3 Could you briefly tell us about your role in this department?
- 4 Do you know about trafficking of people- particularly women and children? How is the anti- human trafficking mandate incorporated in the portfolio handled by this department?
- 5 What is the magnitude of the trafficking problem in this state? Are there particular districts/communities where the problem is graver?
- 6 What are the most common reason for trafficking?
- 7 Are there any particular schemes of the state government for prevention/combating of human trafficking? If yes, please elaborate on genesis, provisions, implementing department/s etc.
- 8 How are trafficking related cases dealt with in the state- which are the key stakeholder departments responsible for dealing with cases when they are identified? Is there convergence between the departments to deal with the issues?
- 9 Does the state government have a system of recording reported cases of trafficking?
- 10 Is there a system of tracking missing persons?
- 11 Are there state level shelter homes for women/girls/children rescued from trafficking or lost? If yes, what is the procedure for enrolling them in the shelter homes? Are the numbers of shelter homes enough to suffice the need of women/girls/children that may need such care?
 - 11.1 In case of minor girls, how much time is taken to rehabilitate? Is she accepted by community/family?
 - 11.2 Any follow up done?
- 12 In case of adolescent girls, are they rehabilitated to their homes? If not, is there any vocational training for livelihood done? If yes, is data for the same maintained? How many women/girls have benefitted from it?
- 13 Does the state government have any livelihood related schemes at the village level? If yes, please elaborate. Do these schemes have any special provisions for women and girls? If yes, is data for the same maintained? How many women have benefitted from the same?
- 14 Do people in the state, access schemes like the MGNREGA? Why or why not? If yes, is data maintained for the same? How many women have been benefitted?
- 15 What are the additional livelihood opportunities that may be developed in the rural areas of this state? Especially for women and girls?
- 16 Would this Programme add value to the existing work done by your department in the area of Anti-Human trafficking? Why or why not?
- 17 Would it benefit your department to engage in the implementation of this Programme – participation in meetings/workshops, etc.?

Annexure 4: Quantitative Findings

Household Data

PRI/Frontline Workers/Opinion Leaders

Annexure 5: References of Secondary Data Review

1. UNDAW, UNECE, UNSD (2007). Indicators to measure violence against women, Expert Group meeting
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- 7.Dr. Sarasu Esther Thomas(2011). Responses to Human Trafficking in Bangladesh, India , Nepal and Srilanka