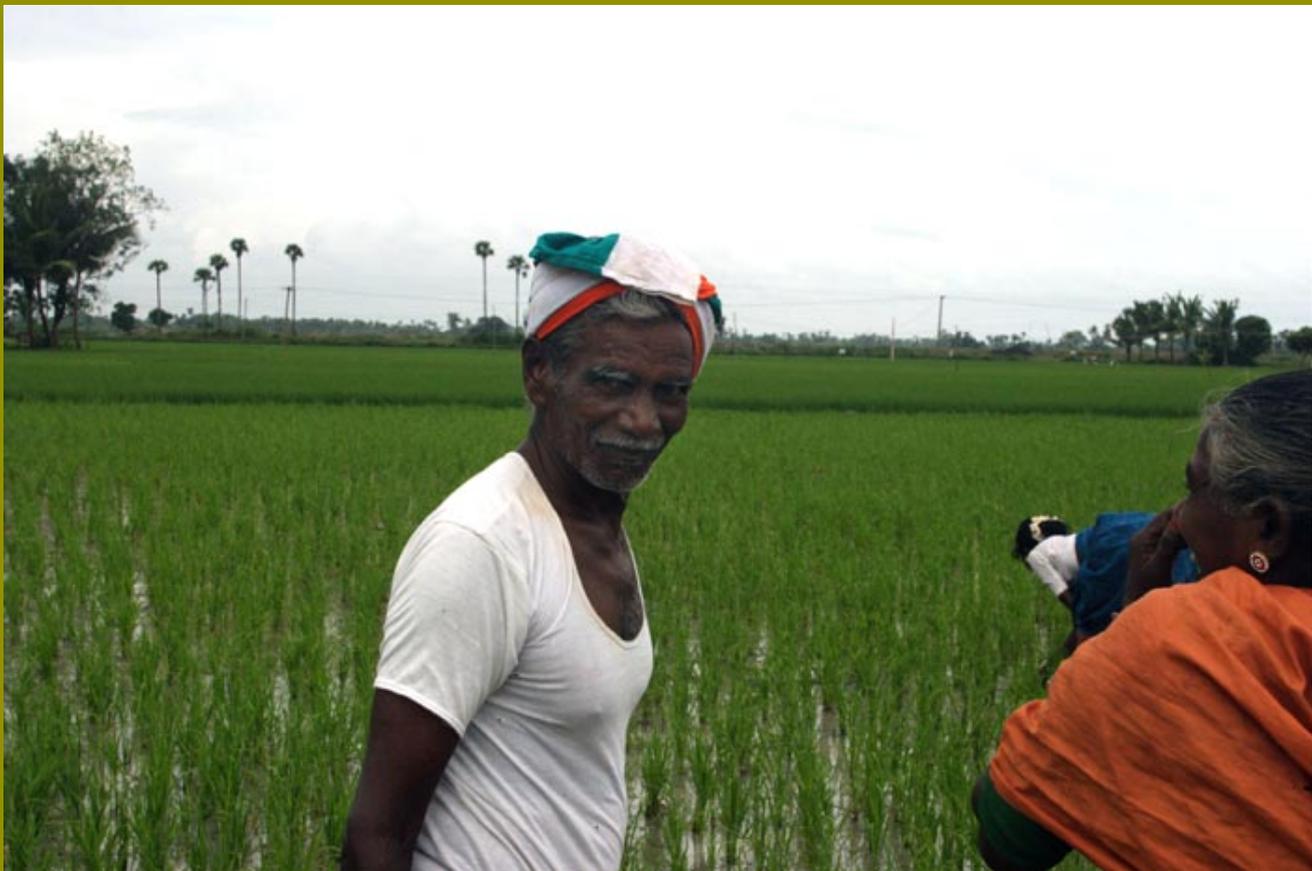


WORK IN FREEDOM

# Bonded Labour Projects: A Guide for Evaluation and Impact Assessment

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International  
Labour Office

*By*  
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MARCH 2006



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## Foreword

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This document is one of a series of publications produced under the ILO subregional project on Prevention and Elimination of Bonded Labour in South Asia (PEBLISA), funded by the Netherlands Partnership Programme.

This technical cooperation project covered Bangladesh, India, Nepal and Pakistan and followed a three tier strategy: 1) strengthening national legal and policy frameworks on bonded labour; 2) increasing the capacity of the social partners, law enforcement and other agencies to tackle the issue; and 3) field-testing models for the prevention of bonded labour and for the rehabilitation of bonded labourers, with micro-finance led interventions as a key component. The project's approaches were mainstreamed in social partners' activities and in major poverty reduction programmes targeting the very poor.

It is hoped that this document will serve as a useful reference material on the issue of combating forced labour. Feedback from readers and users would be very welcome.

I would like to take this opportunity to thank the Governments of Bangladesh, India, Nepal and Pakistan for their guidance, support and active participation in this programme. The involvement of other social partners and civil society has also been immense and we acknowledge their contribution. We are grateful to the Government of Netherlands for its financial support. Finally, I would like to thank my ILO colleagues who have worked so energetically for the elimination of bonded labour in South Asia.

**Leyla Tegmo-Reddy**  
Director  
ILO Subregional Office for  
South Asia, New Delhi

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## **ABBREVIATIONS**

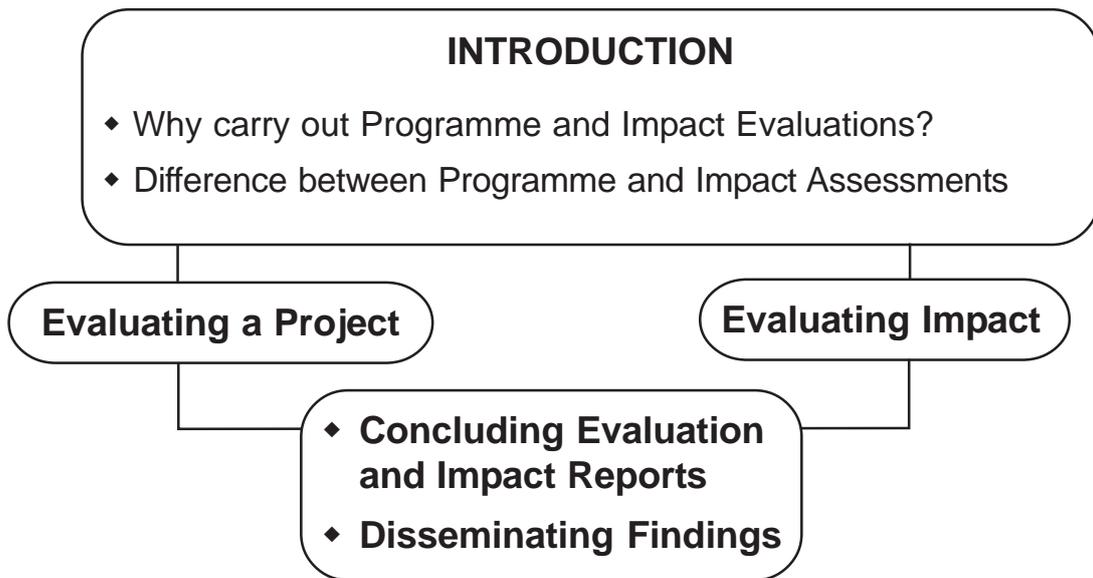
AP	- Andhra Pradesh
BL	- Bonded Labour
CBOs	- Community Based Organisations
CTA	- Chief Technical Adviser
ILO	- International Labour Office
PEBLISA	- Prevention and Elimination of Bonded Labour in South Asia
MRO	- Mandal Revenue Office
NGO	- Non Government Organisation
NHRC	- National Human Rights Commission
RDO	- Rural Development Office
SHG	- Self Help Group
SMART	- Specific Measurable Achievable Realistic Time bound
TN	- Tamil Nadu
ToR	- Terms of Reference

# PART

# 1

## INTRODUCTION TO THE GUIDE

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There are an abundance of impact and evaluation frameworks for development projects, yet none of these can be directly assigned to assess a project that addresses prevention and elimination of bonded labour, over indebtedness and forced labour.

To begin with, bonded labour is so endemic in developing societies that it is hardly noticed by those who live in that societal context. Secondly, the legal definitions of bonded labour are open to interpretation and the regulatory framework remains weak on the issue, hence it is not easy to identify and release bonded labour using these definitions. Thirdly, even when bonded labourers are released, they return to bondage if they do not find alternate sustainable livelihoods. Therefore a sustainable rehabilitation package is essential to have in place prior to release. And finally, in an economy with high levels of unemployment, poor people continue to use their labour as collateral for loans which, if not technically amounting to bonded labour, leads to much the same loss of freedom arising from the debt.

The ILO Declaration on Fundamental principles and Rights at Work and its Follow up adopted in 1998 oblige all member States to “respect, promote and realise” the elimination of all forms of forced or compulsory labour. Even as traditional forms of bonded labour arising out of debt bondage continue in rural areas, new forms have emerged, affecting migrant workers as also those in urban domestic households and enterprises in the informal economy (ILO, 2001).

Given the magnitude and nature of forced labour globally, there are relatively few interventions in the field of elimination of bonded labour that are easily accessible. A quick web search revealed 16 projects spread over India (9), Nepal (4), Pakistan (2), and Brazil (1). The objectives ranged from identification, release, rehabilitation, i.e. sustainable elimination of bonded labour (through education, health, skill training and other welfare services) to

It was set out in the first ILO Convention on the subject, the Forced Labour Convention, 1930 (N0.29) (Article 2(1): “The term ‘forced or compulsory labour’ shall mean all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” The “penalty” referred to need not be in the form of penal sanctions, but might take also the form of loss of rights or privilege (ILO. 2001).

prevention by removal of indebtedness, as also advocacy and campaign against bonded and forced labour.

Though some details of projects were available, there was limited evaluation and impact assessment. A total of seven studies could be accessed, from India (3), Nepal (2) and one each from Pakistan and Brazil. Overall, they have followed a multi-pronged methodology for both prevention and elimination, and provide lessons for the larger development community in developing countries. A series of evaluation and impact assessments of ILO’s PEBLISA project in South Asia are available and provide inputs from which bonded labour projects can find examples of good and avoidable practices.



## 1.1 OBJECTIVES OF THE EVALUATION AND IMPACT ASSESSMENT GUIDE

The Guide provides a background to evaluation and describes the difference and the overlaps between programme evaluation and impact assessment. It then proceeds to elaborate a 'HOW TO' guide for conducting evaluations and impact assessments, especially for bonded labour projects.

It provides context-based methodological suggestions to design and conduct evaluation and impact assessments of bonded labour projects. It includes case studies as illustrations, from the field experiences of ILO's PEBLISA projects in Tamil Nadu, Andhra Pradesh, Nepal and Pakistan, and experiences from non-ILO projects. It provides reference to other relevant resources on the topics, examples of indicators for evaluation and impact assessment. Report formats are included, making it a handy resource material for researchers, development consultants, NGOs, development practitioners and donors.

Finally, the objective of this document is not only to provide technical guidance, but also to emphasise that an impact orientation can be built into the design and implementation of projects so as to promote processes that enhance positive impact. Therefore, the Guide emphasises the crucial importance of an **IMPACT ORIENTATION**.

In this way, the guide aims to:

- ◆ Improve project design
- ◆ Meet the needs of target groups more effectively and efficiently
- ◆ Achieve the objectives of the project
- ◆ Provide all stakeholders with a tool to develop an impact perspective in planning and implementation of projects to prevent and eliminate bonded labour

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**YOUR NOTES**

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### 1.3 DIFFERENTIATING BETWEEN EVALUATION AND IMPACT ASSESSMENT

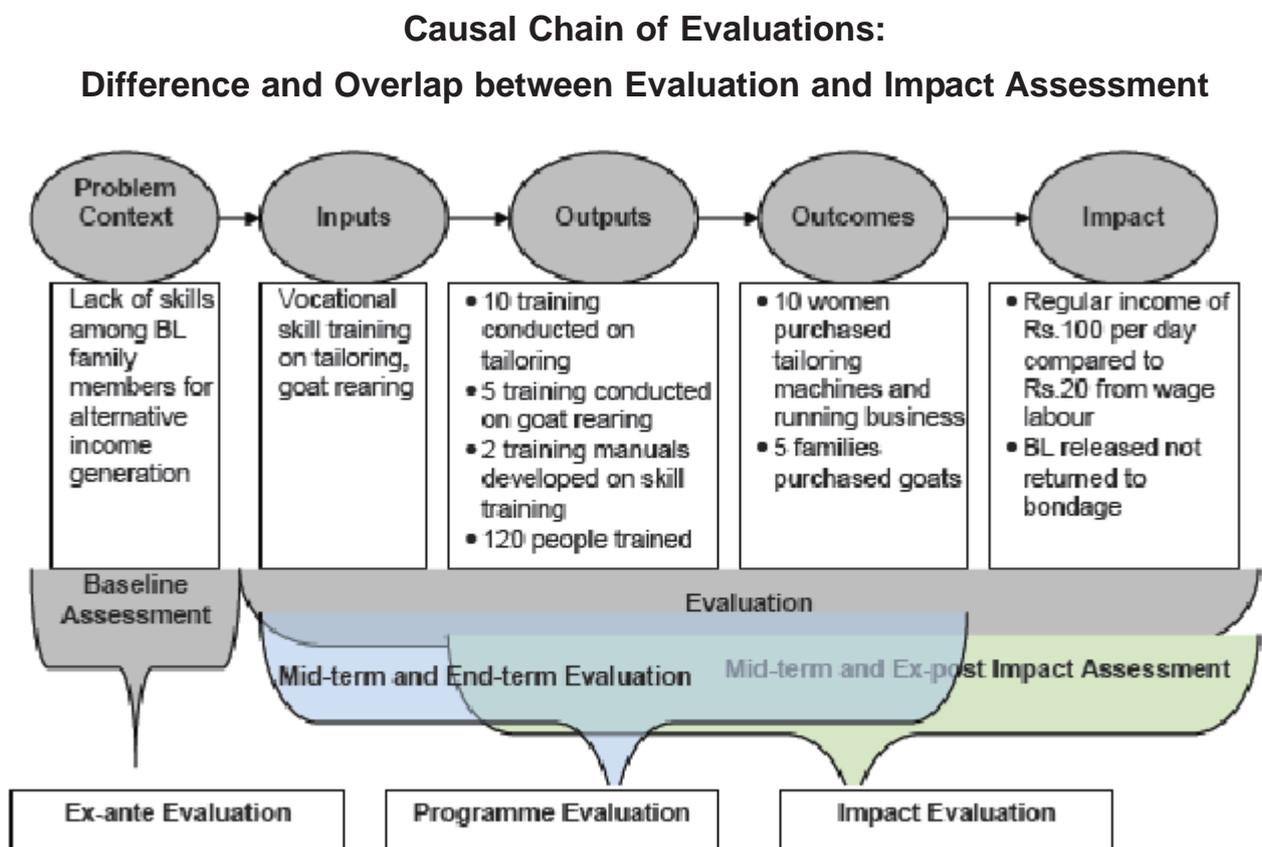
Evaluations are necessary even before an intervention begins. **Ex-ante** evaluations try to understand a project’s context and situation of target groups, so that the best strategy for project intervention can be decided.

Once a project has started, **performance evaluations** during the project help to show how the planned activities have progressed, and whether the targets on activities and outputs have been achieved as per plan.

Evaluation at the end of a project relates to evaluation of the project and its effects. Therefore, **end-term evaluations** can be only programme evaluations, only impact assessments, or a combination of both.

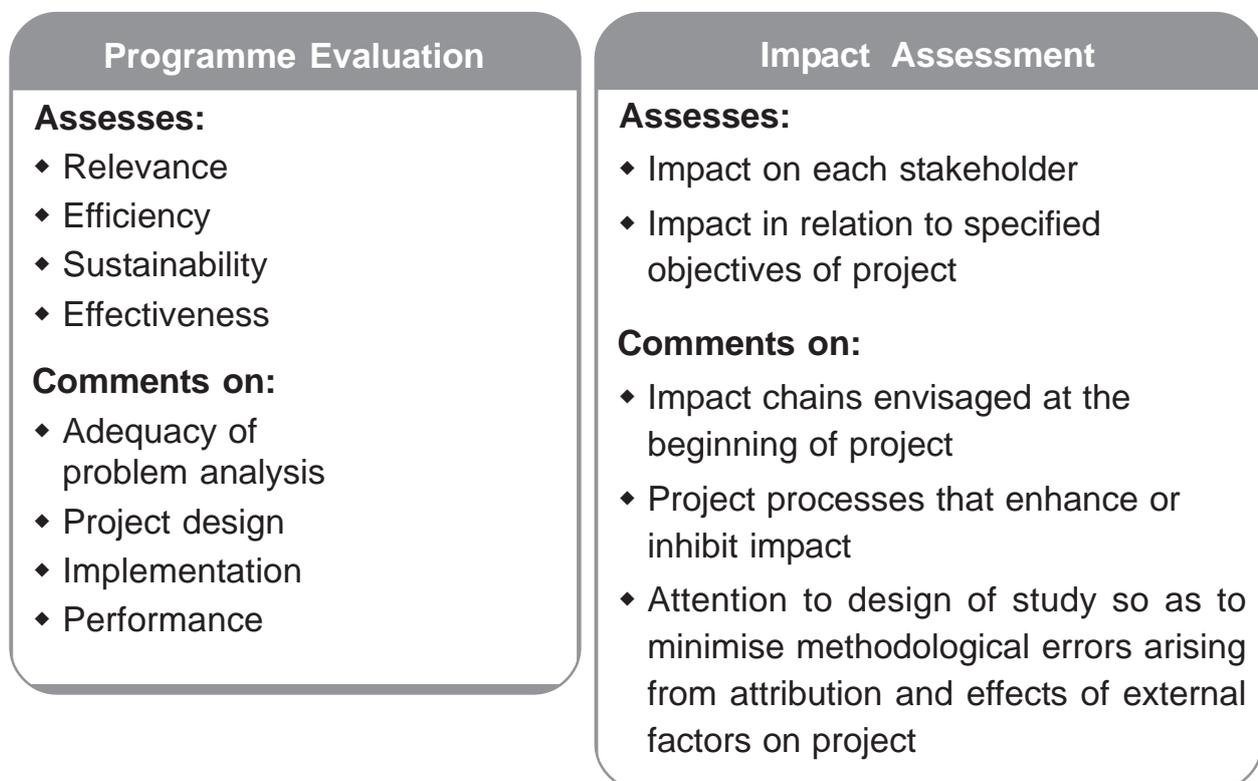
However, as long-term impacts take time to accrue, these can usually be captured only through **ex-post evaluations**, or impact assessments, conducted usually after a year or two of project completion.

The causal chain below takes an example of working with bonded labour families to show the outputs, outcomes and impacts. The difference between evaluation and impact arises from WHAT is studied and WHEN.



In this example, lack of skills are identified as a cause of the problem of bondage, therefore vocational training in tailoring and goat rearing are introduced as project activities. The outputs are measured in terms of numbers of trainings conducted, number of training manuals developed and number of people trained. The first effects of the outputs, i.e. outcomes can be measured in terms acquisition of assets. The impact then accrues by way of increased incomes and sustainable release from bondage.

The next diagram shows that the overall focus of evaluation is on assessing a programme, its design and relevance, while impact assessments give greater importance to the impacts, especially long term impacts.



The overlap between programme evaluation and impact evaluation arises in relation to an assessment of effectiveness and the processes that lead to greater effectiveness.

In general, however, evaluation studies give greater attention to project objectives, activities, outputs and project implementation aspects, whereas impact studies concentrate more on assessment of impact at different levels, on different stakeholders.

## PART

# 2

## EVALUATING A PROJECT

Evaluations primarily aim at assessing design, implementation and performance of a project, and are standardised by most donor agencies. Now, these guidelines can be accessed through the internet.

Examples of guidelines issued by ILO may be accessed at:

- ◆ <http://www.ilo.org/public/english/bureau/program/guides/indpen/index.htm>

The Danida guidelines for evaluation are available at:

- ◆ [http://www.um.dk/NR/rdonlyres/4C9ECE88-D0DA-4999-9893-371CB351C04F/0/Evaluation\\_Guidelines\\_1999\\_revised.pdf](http://www.um.dk/NR/rdonlyres/4C9ECE88-D0DA-4999-9893-371CB351C04F/0/Evaluation_Guidelines_1999_revised.pdf)

Novib's evaluation policy and guidelines at:

- ◆ [http://www.novib.nl/media/download/rapporten/Novib\\_evaluation\\_policy\\_final\\_eng\\_111104.pdf](http://www.novib.nl/media/download/rapporten/Novib_evaluation_policy_final_eng_111104.pdf)

This guide draws from the ILO guidelines for project evaluation, and provides examples from a range of bonded labour projects.



## 2.1 EVALUATING PROJECT DESIGN

### 2.1.1 Socio Economic and Cultural Context

The assessment of the socio economic and cultural context helps to understand the problem addressed by the project with a holistic perspective.

The problem of bonded labour is rooted in specific socio-cultural, economic, institutional and ecological contexts. For instance, most of the

ILO's PEBLISA project in India conducted research to learn about bonded labour in India. The reports studied the types of bonded labour that have declined and the new forms that have emerged. The research collected the estimates from agencies at national and state levels and analysed important cases in the Supreme Court and High Courts to show how the country's courts interpret bonded labour.

distress migration takes place from regions that are ecologically and economically unable to provide sustainable livelihoods to the poor, forcing them to move out as individuals or groups.

Those who are at the lowest rung of the economic ladder are often also the socially ostracised and downtrodden (e.g. Dalits in the Indian context, Hindu minorities in Pakistan, landless Kamaiyas in Nepal).

An evaluation needs to ask the following questions:

1. Was the project based on a good analysis of the problem at the national, sub-national (State/province, district) levels?
2. Was good and reliable data accessed to understand the problem?
3. Is the data readily available through national statistics and research institutions?
4. Did the project commission special research to deepen its understanding of the problem?

YOUR NOTES

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The link between problem analysis and project design is crucial. An evaluation needs to ask how the problem analysis influenced the shaping of the project, and whether a good understanding of the problem is reflected in the overall project design.

Finally, when research is done as part of a project, it is important to assess the manner in which it was conducted.

Participatory research methods have the advantage of involving the target groups prior to starting the project, and in this way, taking cognisance of their needs and preferences in designing the interventions. Such research processes are more authentic, and also empowering for the target groups.

A pilot project sought to identify, release and rehabilitate bonded labour in 8 villages. The pilot villages had formed women's savings and credit groups. It would be good to train SHG members and engage them to identify bonded labourers in the villages. This would create awareness and motivation among SHG members and those who are in bondage, for identification, release of bonded labour.

### 2.1.2 Development of Immediate Objectives

This section comments on the framing of the objectives of the project.

The question to be examined is whether the immediate objectives of the project have been stated appropriately, clearly, and whether they are achievable and measurable.

The SMART criteria may be applied for such assessment.

Was the formulation of the objective:

- ◆ Made in **Specific** terms?
- ◆ **Measurable** in terms of the progress made?
- ◆ **Achievable** in the duration of the project, or was it too ambitious?
- ◆ **Realistic**?
- ◆ **Time bound**?





### 2.1.3 Overall Validity of Design

The project design has to be evaluated in the light of the socio economic and cultural situation, which situates the problem in relation to context. Concerns relating to gender, environment and employment demand special examination in an ILO project. Given the background of the problem, analysed as above, an assessment is made about the overall validity of design.

#### Comparison across Projects

Bonded labour projects are implemented across varying geographical and socio-economic contexts. Therefore caution needs to be exercised when designs of intervention are compared across contexts. It is often better to judge validity WITHIN a particular context and assess alternative strategies relevant to that context.

The evaluation report needs to match the problem analysis with the project's objectives and activities, to judge the overall validity of design.

#### Key questions about VALIDITY OF DESIGN

1. Are the objectives clearly stated, describing the solutions to the identified problems and needs?
2. Are the indicators of achievement clearly defined, describing the changes to be brought about?
3. Have the external factors affecting project implementation been identified and assumptions proven valid?
4. Is the project document logical and coherent linking the inputs, activities and outputs to each immediate objective?
5. Are the roles and commitment of the various partners clearly defined?
6. Is there any reason to revise it?

#### Methods to study VALIDITY OF DESIGN

##### Secondary data

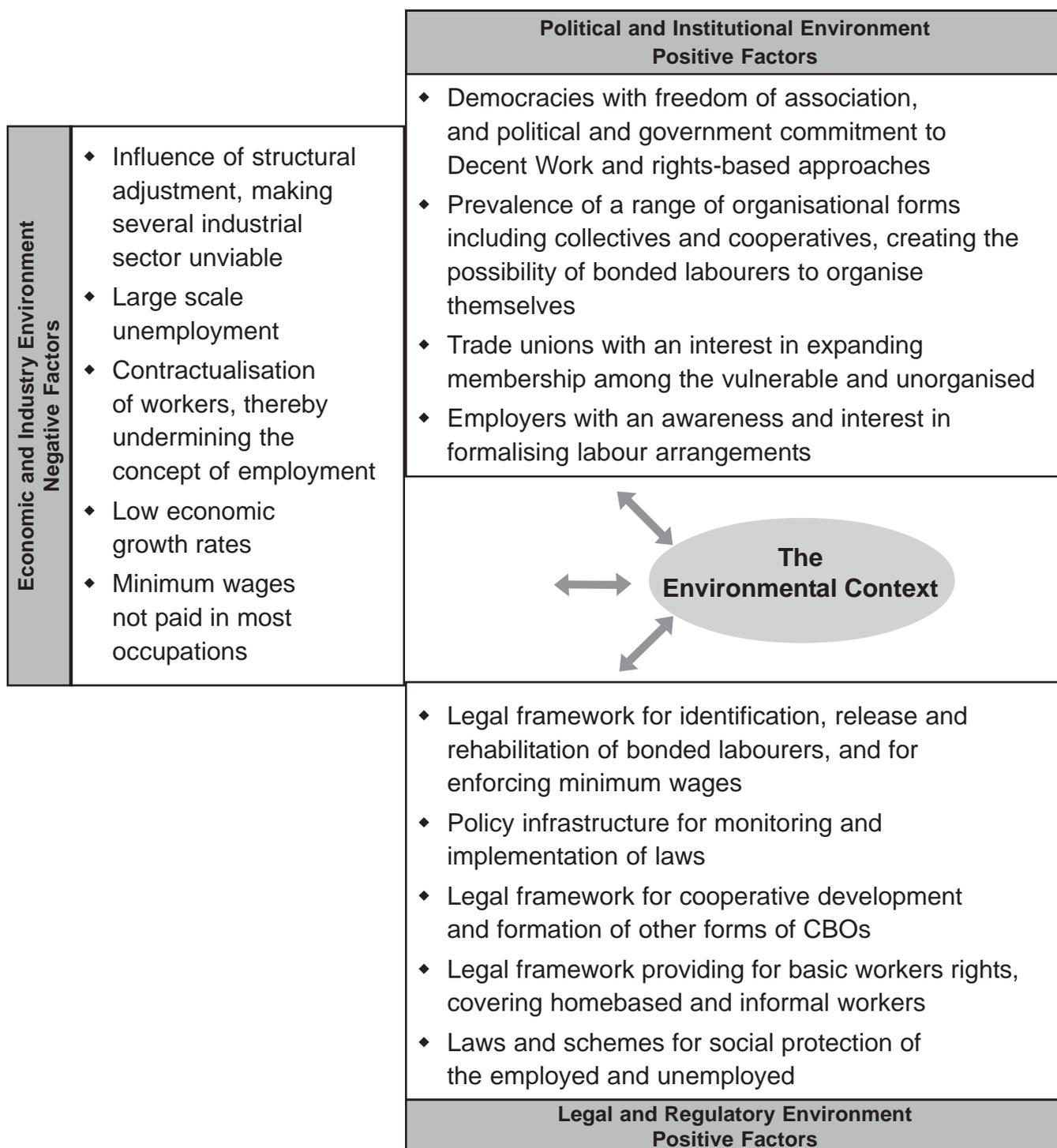
- ◆ Study of project documents
- ◆ Study of progress reports

##### Primary data

Discussions with each stakeholder about the project objectives, activities and their effectiveness

An overall assessment of the enabling environment can be done to assess the validity of design, as depicted in the following diagram:

### The Environmental Context



Source: Adapted from Premchander 2006

The Indian chapter of the PEBLISA project claimed overindebtedness (and later interstate migration) as a proxy to identify the target group. It provided microfinance to the poorest households to prevent them from falling into labour bondage. The strategy proved to be a good entry point to working on the issue. In the second phase, the government was more open to collaborating on elimination of bonded labour, and the project was able to include activities related to identification, release and rehabilitation of bonded labourers. The design in each phase, therefore, proved useful to gain entry and to deal with issues of prevention and elimination.

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**YOUR NOTES**

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## 2.2 IMPLEMENTATION

Project implementation has to be assessed and the key question here is whether the planned activities were implemented in a manner conducive to achieving the project's objectives. The effectiveness of coordination of processes among all project partners is evaluated as a key aspect of project implementation.

### Key questions about DELIVERY PROCESS

Did the execution of the project focus on achievement of the objectives?

Did the partners contribute to the project implementation as planned?

Did the main partners interact and coordinate as planned?

Ask these questions with regard to:

- ◆ International inputs
- ◆ National inputs
- ◆ Activities
- ◆ Outputs
- ◆ Management and coordination
- ◆ External factors

YOUR NOTES

## 2.2.1 International Inputs

International inputs may be provided to a partnership project in terms of technical, managerial and financial support.

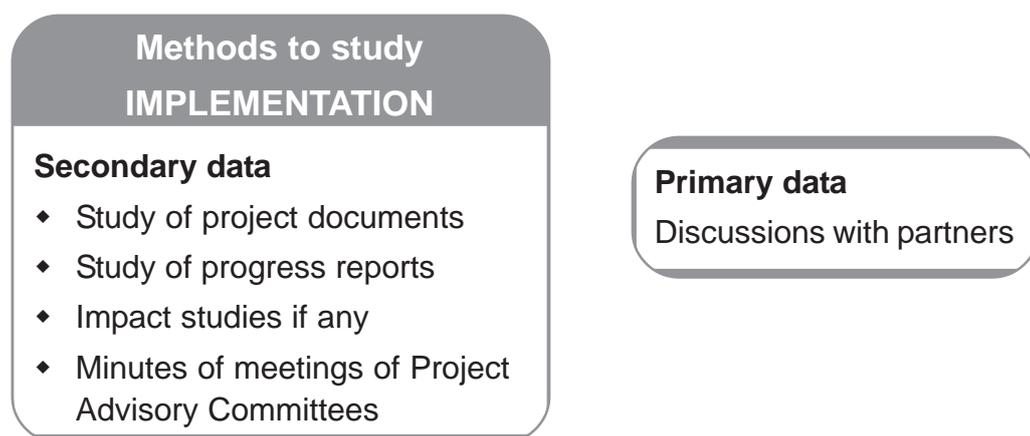
Technical support can come in fields where the international organisation has expertise, e.g. ILO Geneva provided technical back-up on social finance and gender to the PEBLISA project.

Managerial support can come through staff posted at national or international levels. The Chief Technical Adviser (CTA), is the manager of a partnership project in the ILO structure, and manages and supports projects to deliver as per the project logframes. In the case of PEBLISA, the project was also supported by an officer in the Declaration unit of ILO, Geneva. Help can be in the nature of:

Ideas for taking the project forward. e.g. strategies, partnerships

- ◆ Making new links for technical support
- ◆ Liaising with technical experts who may be needed by the project

International support can come in the form of financing whole or part of the activities of a project, which include research, advocacy, grassroots work and advice on project implementation.



YOUR NOTES

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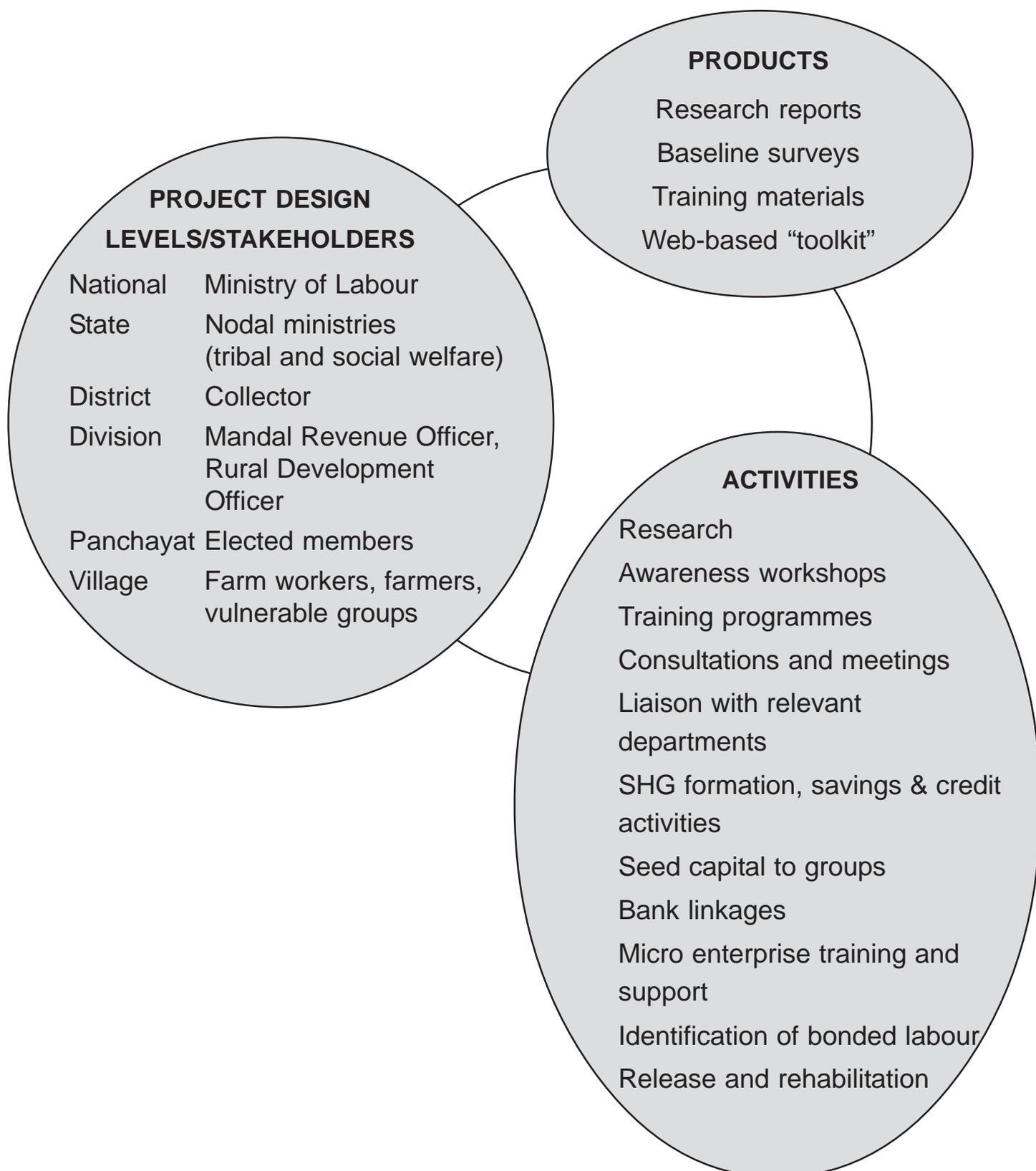
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## 2.2.2 Activities and Outputs

An evaluation needs to analyse the sets of activities implemented as part of the project, as well as the products and other outputs created. Some output indicators are discussed in Part 3.



### 2.2.3 External Factors

Several external factors may affect a project. For instance in a project in Nepal, the conflict situation in the country hampered the activities taken up, as staff could not travel without a threat to their security.

In the year 2000, the abolition of bonded labour in Nepal released all the Kamaiyas and had a positive external effect on bonded labour projects: they could focus only on rehabilitation.

In TN, India, the Tsunami affected work on a bonded labour project in 2005, and later in the year, the farms of released bonded labour were flooded, affecting agriculture. The project had to change strategy and provide fishing nets to the beneficiaries instead of crop loans.

Other external factors that can affect a project are related to strategies of other NGOs working in the same area, as can be seen in the following example.

- - -

The PEBLISA project in TN, India created awareness about bonded labour through workshops and discussions with several stakeholders, including the members of the local vigilance committees and employers. A charter was adopted at the district level for the elimination of bonded labour.

In the meanwhile, a local NGO with an agenda to eradicate bonded labour raided the rice mills in the district town, along with police and media persons, and released 150 bonded labourers in one day, when the project had taken months to get 20 of them released through the official process.

The immediate negative impact was that the dialogue between tripartite organisations became difficult. However, the positive side was that as relationships had been built, the employers trusted the PEBLISA project manager and sought advice about the strategy to follow. This made it possible to motivate the rice mill owners to keep better records of monies advanced and to provide minimum wages to the labourers.

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## 2.3 PERFORMANCE

### 2.3.1 Relevance

The **relevance** of a bonded labour project may be judged by assessing

- ♦ The context in which the problem arises
- ♦ The relevance of project objectives in addressing the problem, and whether the project objectives and activities are in line with local, provincial and national priorities and needs.

The difficulties that may arise:

- ♦ The government does not accept the existence of bonded labour in the country
- ♦ Reliable estimates may not be available for the country/ state/province in which the project is located

There may be lack of data and information about the nature and characteristics of bonded labour, and the drivers that perpetuate the problem.

There are different ways of evaluating the relevance of a project: one is to review the project's usefulness in meeting needs formulated by policy makers, another is to compare it to development needs as perceived from independent experts' or "objective" points of view.



In fact, even if the government does not highlight the issue as priority, or if there is lack of sufficient data at the national level, or some agencies dispute external estimates about the number of people in bonded labour situations, there can be ways of establishing the relevance of a particular project. For instance, cases registered in courts provide evidence of existence of bonded labour. Prevalence of bonded labour in agriculture can be seen from the example on the next page.

**Key questions about RELEVANCE**

1. Do the problems/needs that gave rise to the project still exist, have they changed or are there new needs that should be addressed?
2. Was the project an appropriate response to the problems/needs that existed when it started?
3. Is it still appropriate to the problems/needs?
4. Have the priorities given to the basic components of the project, changed? If so, why?
5. Are the objectives still valid or should they be reformulated?

**Methods to study RELEVANCE**

**Secondary data**

- ◆ Study of project documents
- ◆ Study of progress reports
- ◆ Study of research reports and information available with stakeholders about the issue of bonded labour and livelihoods in the area

**Primary data**

- ◆ Discussions with partners and client families to understand the nature of their problems and the extent to which the project is able to address these at different levels.
- ◆ Discussions with key informants, individual researchers and organisations engaged with research on the issue  
(e.g. Pakistan: PILER; India: National Labour Institute, Dr. Jan Breman, Mr. Lakshmidhar Mishra, NHRC members; Nepal: National Labour Academy)

**YOUR NOTES**

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## Youths as Bonded Labour in AP

**Mallasham** is 18 years old, and studied up to 2<sup>nd</sup> standard. He comes from a joint family with 6 members, comprising his mother, father, one older and two younger brothers. When he was 13 years old, the family borrowed Rs. 4000 for agricultural expenses. In order to repay this amount, he has been working as a bonded labourer to the owner for the past five years.

**Narasimmaiah** is 19 years old and has never been to school. He has been bonded since he was 11 years old to repay an amount of Rs. 6000 borrowed from the owner for his sister's marriage. Another two loans of Rs. 2000/- each were taken in the past two years to meet medical expenses. At present, he lives with his father, mother and a brother. The owner had made a contract that Narasimmaiah has to work for 9 years to repay this amount, of which he completed 8 years. He said "I will be released if my family and I do not take any further loans during the next two years and I am praying for that day to come soon."

**Venkataiah** is 18 years old and went to work as a bonded labourer when he was 13 years old, to repay an amount of Rs. 10,000/- that has been borrowed for purchase of land. The owner told him that Rs. 8000/- has been repaid over the past five years; and he has to work for another two years to repay the remaining amount.

All three of them shared their daily activity profile as follows:

Time	Particulars
05.00 am	Wake up and go to owner's house
05.00 – 7.00 am	Work at the owner's house (give fodder and water to animals, bring water from bore well/well, milking, cleaning the house etc.)
07.00 – 10.10 am	Work in the field
10.00 – 11.00 am	Have breakfast (some eat at the owner's house, others in their homes depending upon the contract they make in the beginning) and work at the owner's house, look after animals, clean cowshed etc.
11.00 am – 02 .00 pm	Work in the field
02.00 pm – 02.30 pm	Lunch break
02.30 pm – 6.00 or 7.00 pm	Work in the field
06/07 pm -08.00 or 09.00	Work in the owner's house (again give fodder and water to animals, clean cow-shed, fetch water, clean house etc)
09.00 pm	Sleep

They follow this schedule on all holidays and festivals. When they are very ill then they have to keep a substitute. If they take leave without replacement, then at the end of the contract they have to work extra days to compensate. Such grassroots evidence is very important for establishing relevance of a bonded labour intervention.

*Source: Final evaluation report of PEBLISA, India Chapter (Premchander et al, 2006).*

In-depth studies in specific geographical areas, as in the example above, can be effective in showing prevalence of the problem.

Further, if the studies are participatory and intended beneficiaries are included as active participants in the study then the validity of its findings can be established. The study itself creates baselines and generates awareness and motivation among research participants to combat the problem.

### 2.3.2 Effectiveness

The **effectiveness** of a bonded labour project may be assessed in terms of achievement of the stated objectives, the outputs, and the effectiveness of each activity can also be assessed.

**Effectiveness of research** may be judged by asking:

- ◆ If and how did it convince/inform the stakeholders about the magnitude and nature of the problem?
- ◆ How did it inform the programme design at the international, national, state and local levels?





### Key questions about EFFECTIVENESS

1. To what extent has the project achieved its immediate objective(s)?
2. Have data been collected on the indicators of achievement? Do they provide adequate evidence regarding the effects and impact of the project? Is it necessary to collect additional data?
3. Did the target group participate in the formulation and implementation of the project?
4. Have the benefits of the project accrued to the target group?
5. An understanding of the effectiveness of the project in terms of release, rehabilitation, and prevention of bonded labour, and assessment of achievement of other higher order objectives of the project.

### Methods to study EFFECTIVENESS

#### Secondary data

- ◆ Study of project documents
- ◆ Study of progress reports
- ◆ Study of impact reports

#### Primary data

Discussions with partners and client families to understand their involvement in project planning and processes, and their perspectives of the benefits of the project.

**Effectiveness of rehabilitation** may be assessed by the number of released workers who have managed to stay out of bondage and attain sustainable livelihoods. This may be drawn from the activities they have engaged in and the earnings that they have had after release.

**Effectiveness of prevention** may be assessed by reduction in debt bondage and improvement of livelihoods of target groups. These aspects are discussed in detail in Part 3.



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YOUR NOTES



Institutional sustainability also refers to the sustainability of organisations created or revitalised as part of the project implementation. For instance:

- ◆ In a BL project, village level vigilance committees were formed. These were not likely to sustain beyond the project period as the NGO partner was likely to stop monitoring them after project completion. At the end of the project period, they were not independent and not able to handle the job of negotiating with employers to release bonded labourers.
- ◆ Another example was that women’s savings and credit groups (SCGs) were linked with federations at the block level. Committees were formed for dealing with health, education, credit, income generation and other social issues. These SCGs were likely to sustain beyond the project period, as they were integrated within the respective NGO activities and the NGO support to these structures was likely to continue after the project funds stopped.

**Key questions about SUSTAINABILITY**

1. What is the likelihood that the project’s benefits will be sustained after the withdrawal of external support?
2. Do conditions exist to ensure that the project’s results will have lasting effects?

**Methods to study SUSTAINABILITY**

**Secondary and Primary data**

- ◆ Data on activities and resources of organisations established and expected to carry on the work
- ◆ Discussions with partners and stakeholders, to assess awareness, capacities, leadership and accountability

**YOUR NOTES**

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## Assessing Partner Ownership of Project

An important aspect of implementation of a project is the joint development of the logframe. However, when an implementing partner has been selected after finalisation of the logframe, the opportunity to influence it is already limited. Good implementation, however, demands that the logframe be well understood by all stakeholders, and all levels of staff responsible for implementation. They need to understand not only WHAT they are required to do, but WHY.

In one of the field assessments of a bonded labour project, the evaluators asked the field staff of the implementing partner to explain the rationale for each of the local forums that had been created, namely SHGs, workers' associations, employers associations, farmers forums, vigilance committees, youth forums and village organisations. This question was asked to members of each of the forums, the village staff, and the coordinators. All of them replied: *"It is one of the outputs of the project"*. They had neither understood the project logframe, nor had any ownership of project objectives and strategies.

In this situation, it was clear that none of them understood the role of each forum, could not take forward the work of the project after its completion, and the sustainability of these forums was doubtful.

YOUR NOTES

### 2.3.4 Efficiency

The **efficiency** of a bonded labour project is reflected in the efficient use of financial, material and human resources. Bonded labour projects can be human resource intensive because of their complexity. The benchmarking of 'efficiency' becomes particularly difficult on such projects, yet some indicators may be used.

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In a two year project on bonded labour, that spent an average of \$50 per beneficiary, the resources raised from the government, were of the order of \$200 per beneficiary. The project could clearly be judged as efficient.  
- - -

One indicator used the amount spent per beneficiary, and whether this is reasonable, given the benefits gained by the latter.

Another indicator used is the total cost of the project in relation to the external resources leveraged. Resources may be leveraged from government schemes, banks or other donors, to meet the specific needs of the target group. The larger the resources raised from other sources, the more efficient the contribution of the project.

Detailed cost-benefit analyses of bonded labour projects are likely to be complex. It is advisable to select one or two indicators and keep the analysis simple.

#### Key questions about EFFICIENCY

1. Do the expected results continue to justify the costs incurred?
2. Have the resources been spent as economically as possible?
3. Were the actions of the various partners complementary?
4. Are there other efficient ways and means of delivering more and better outputs with the available inputs?

#### Methods to study EFFICIENCY

##### Secondary data

Existing data on project budgets and expenditure

##### Primary data

- ◆ Discussions with partners and project managers
- ◆ Data on resources raised by the project for the target group
- ◆ Resources leveraged by other stakeholders for activities related to the problem addressed by the project

### **Analysing Cost Efficiency**

In a bonded labour project in Nepal, the project contribution was estimated at \$256 per family or approximately Rs 15,360. This was considered very reasonable in relation to the outputs achieved. Another example was that the cost of supporting children to attend school was a one-off payment of Rs 225 to the school and Rs 550/year for uniform, bag and stationery. This compared very favourably with some alternative incentive schemes.

### **Another way of analysing efficiency is the extent of external funds raised during the project**

The TN project has been able to mobilise resources from outside the project, to the extent of Rs. 49,35,070 (\$ 109,668) for the target group, and in AP, total resources sanctioned from external sources were stated to be Rs. 1,25, 24, 500 (\$278, 322), of which Rs. 46,50,500 (\$103,344) had been released, representing 37% of the sanctioned amount. By any standards, these are impressive figures in terms of leveraging resources for those vulnerable to bonded labour. Further, officials of the nodal departments in both the States confirmed that the government would provide the resources to the PEBLISA beneficiaries for poverty reduction. While this general promise is reflected in the convergence figures given above, the funds specifically for rehabilitation of released bonded labour were not so forthcoming in both the States.

*Source: Final evaluation report of PEBLISA, India Chapter (Premchander et al, 2006).*



### 2.3.5 Causality, Unanticipated Effect and Alternative Strategies

#### Causality

The issue examined is the extent to which the observed effects are a result of the project interventions. If other inputs and programmes have benefited those who are in bondage or vulnerable, the impact of these too should be analysed to attribute the impacts to the project and other factors.

**Key questions about CASUALTY**

1. What particular factors or events have affected the project's results?
2. Were these factors internal or external to the project?

**Methods to study CASUALTY**

**Secondary and Primary data**  
Information in reports and arising from discussions with all stakeholders, especially the target group, on factors affecting the results of the project.

#### Unanticipated Effects

A bonded labour project may have unforeseen positive or negative effects. The PEBLISA project in India raised significant government funds for the target groups. Convergence strategies can enhance such positive effects.

**Key questions about UNANTICIPATED EFFECTS**

1. Is the project having any significant (positive and/or negative) unforeseen effects?
2. What could be done to either enhance or mitigate them so that the project has a greater overall impact?

**Methods to study UNANTICIPATED EFFECTS**

**Secondary and Primary data**  
Information in reports and arising from discussions with all stakeholders, especially the target group, on the unforeseen effects of the project. These may relate to relationships, gender impacts or environmental sustainability.

YOUR NOTES

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## Alternative Strategies

Bonded labour is a complex problem, with different characteristics for different target groups. For instance when a group of people migrate together and live on brick kilns their lack of freedom is different from those who live in rice mill compounds or are bonded to large farmers. Therefore, there is no one agreed pathway to resolve the bonded labour problem.

### Key questions about ALTERNATIVE STRATEGIES

1. Is there, or would there have been, a more effective way of addressing the problem(s) and satisfying the needs in order to achieve the objective(s)?
2. Is the projects strategy still valid or should it be reformulated?

The conflictual way, which also has legal sanction, is difficult because of the insensitivity of structures to implement the laws.

The cooperative way is long drawn out and can prevent bonded labour from their rightful access to resources.

Detailed analysis and discussions about specific bonded labour situations would yield insights into the relevance and effectiveness of a project's strategies and how these may be better formulated in future replication or scale up of a bonded labour project.



### 2.3.6 Special Concerns

Gender sensitiveness of a project, and gender related impact can be assessed at different levels, in various ways:

- ◆ Discussions with stakeholders and ILO project managers
- ◆ Gender analysis carried out using project documents, progress reports and other research reports generated by the project
- ◆ Special capacities created by the project for gender/environmental analysis and gender sensitive response to bonded labour issues
- ◆ Tools created for addressing special concerns (e.g. posters, training materials, relevant research)
- ◆ Gender differentiated impact findings

**Key questions about ILO's  
SPECIAL CONCERNS**

**International Labour Standards**

1. Has the project complied with the principles and provisions of relevant standards?
2. Has it promoted the implementation and/or ratification of relevant standards?

**Gender issues**

1. Has a gender analysis been carried out on the project's target group?
2. Has gender planning been used in addressing the differing needs of women and men in the target group?
3. Have the project's benefits accrued equitably to women and men in the target group?

**Environmental issues**

1. Have positive or negative environmental effects been identified and addressed?
2. Has the project included explicit or implicit interventions to protect and conserve the environment?

**YOUR NOTES**

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### **Gender Disaggregated Reporting: an example of Good Practice**

A project evaluation needs to take gender concerns on board while collecting and reporting information from the field. For instance, in the evaluation report of Nepal's chapter of PEBLISA, respondents were asked about wage discrimination between women and men, and it was found that 58% of them continued to face such discrimination. The Nepal report has collected and reported gender disaggregated statistics on most impact indicators studied.

*Source: Sharma and Sharma, 2005: 24*

### **Use of Flexible and Participative Methods**

The evaluation team of a bonded labour project planned to conduct a focus group discussion on the issue of gender related concerns and impacts. On arriving at the village, the two evaluators found 40 women and men waiting for them. After a brief opening session, the team revised its plan and divided the participants small groups, based on the gender, and the village to which they belonged. Use of these two criteria brought out village specific and gender specific issues.

For instance, one woman said, sharing the insult and hurt that she faced regularly: *"If I, or another woman bonded labourer wants to go home early one day, 8 pm instead of the usual 10 pm, because of emergency, my illness or that of my children, I have to face insults from the landlady. She taunts me, saying: 'Is your husband or boyfriend calling you to sleep with him? You complete the work first and then go home'. In order to avoid hearing such words, we complete our work even if we are ill, and then only go home"*.

These aspects would not have been highlighted if the discussion had taken place in mixed groups. The experience of evaluation team members, along with an attitude of flexibility and innovation is extremely important in enabling expression of actor perspectives.

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## PART

# 3

## EVALUATING IMPACT

### 3.1 TYPES AND STAGES OF IMPACT ASSESSMENT

Impact assessments may be undertaken as a separate exercise, or combined with programme evaluations. Often they are combined with the latter, rather than taken up as separate studies that only cover outputs, effects and impacts.

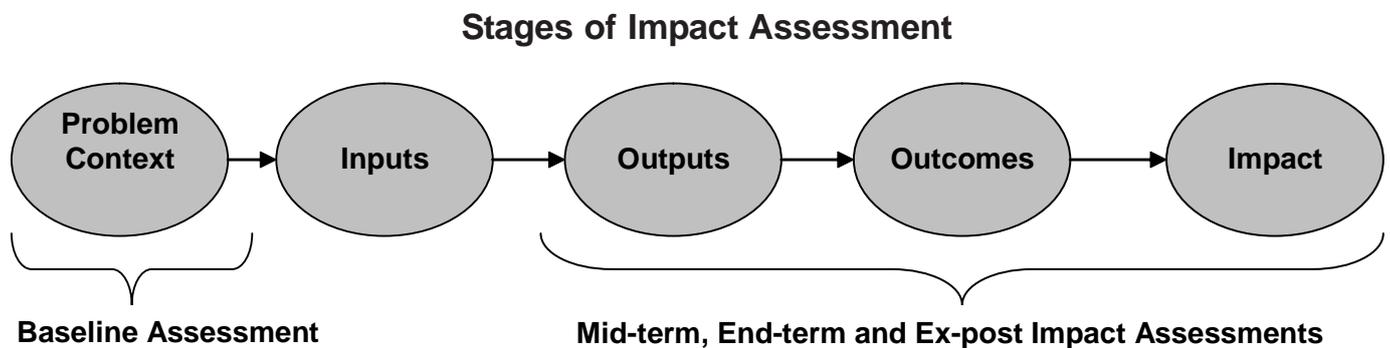
#### The Importance of mid-course Monitoring



Source: Herweg, 2002

### 3.1.1 When should Impact Studies be Conducted?

Impact assessments can be conducted at different points in time in the implementation of a project.



1. At the beginning of a project, a study using impact indicators, can form the **baseline assessment**, which is useful at a later date to compare the changes arising over time.
2. During the project implementation, **periodic studies form a monitoring process and can establish a longitudinal impact assessment system**. In a project longer than three years, it is possible to set up longitudinal assessments at the end of every one or two years. However, on shorter duration projects, only one periodic assessment is usually possible, at the mid-term.

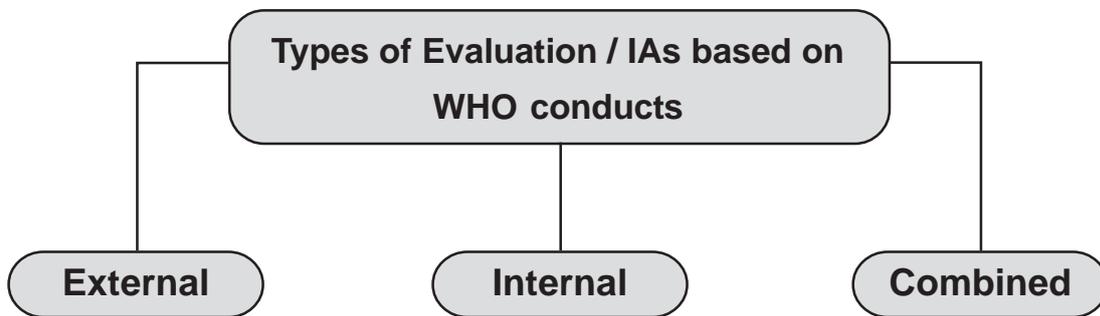
Sometimes, impact studies are conducted for specialist interventions on projects. For instance, in a bonded labour project in Tamil Nadu, specific study was undertaken to track the impact of microfinance and economic activities.

3. At the **end of a project**. The studies are most effective and efficient if they can be linked to earlier baseline studies. In the absence of baselines, the assessments done, if any at mid-term of a project, can be used as baselines. In most cases, even these do not exist, and the only possibility that remains is one of before-after analysis.
4. One or two years after the project has been completed, i.e. **ex-post impact assessment**. This is rare, as many donor and implementing agencies do not set aside human or financial resources to do ex-post impact assessments.

When an impact study is conducted at the end of a project, there has not been enough time for long term impacts to accrue.

### 3.1.2 Who conducts the study?

An evaluation or impact assessment can be any of the following:



**External:** conducted by a team external to those who have designed and implemented the project. Usually the evaluators are commissioned by the donor agencies.

**Internal:** conducted by staff of project implementers, and teams from donor agencies. Examples of these are very rare.

**Combined:** conducted by teams involving both external consultants and resource persons, and teams from donor and implementing agencies.

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In the evaluation of a bonded labour project in Nepal, an external team led the evaluation. The baseline had been conducted three years prior to this evaluation. The external team engaged the local team that had conducted the baseline, to conduct the impact study. This proved to be a good strategy of combined evaluation, because

- ◆ It used local people familiar with local culture and situations;
- ◆ It benefited from having the expertise and experience of those who had been involved earlier; and
- ◆ It improved the quality of results by using those familiar with the project participants.

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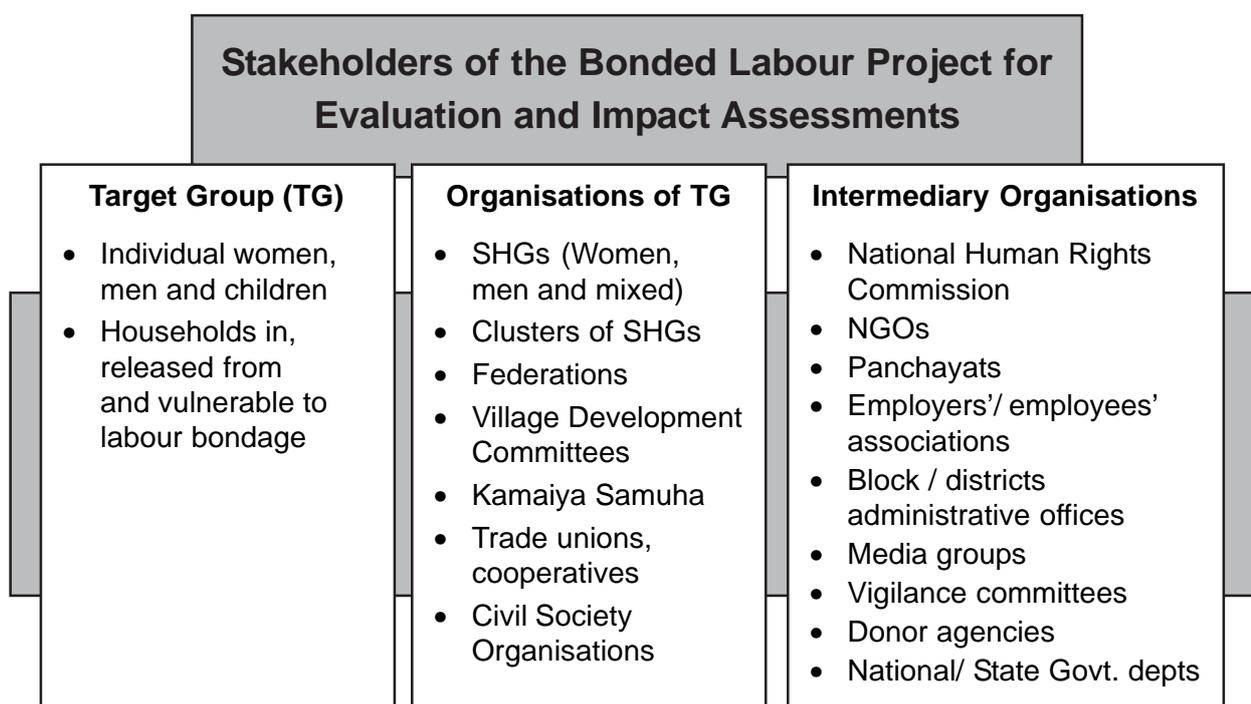
### 3.1.3 What do Impact Studies cover?

Bonded labour projects seek to influence a large range of stakeholders, who are critical to the long term objective of elimination of bonded and other types of forced labour. The desired impact on each stakeholder needs to be articulated along with the stakeholders themselves, well at the outset.

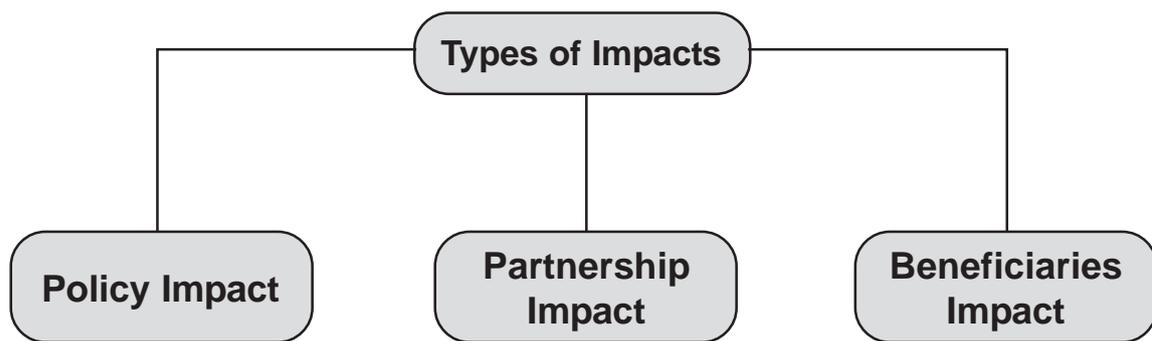


*Source: Adapted from Herweg, 2002*

The stakeholders typically associated with a bonded labour project are depicted in the following diagram:



The types of impact that are sought relate to:

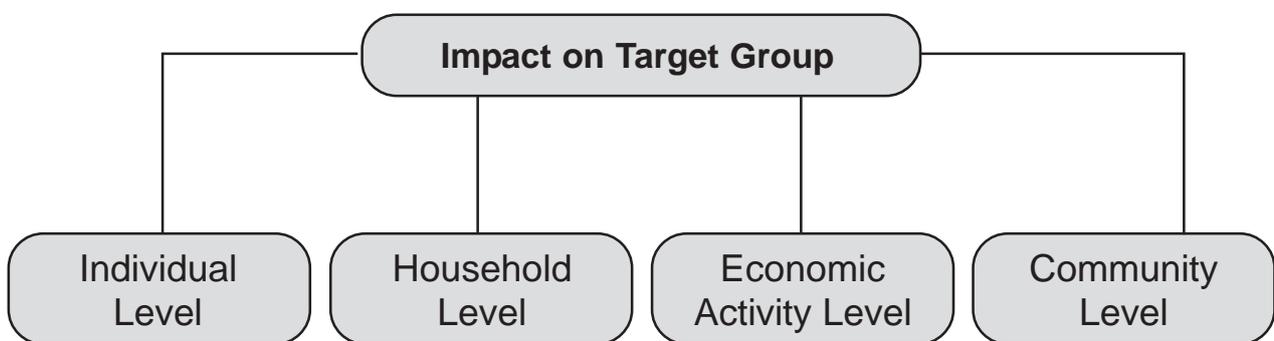


- ♦ **POLICY IMPACTS** assess the increased recognition at policy level about the nature and extent of different types of bonded labour, and the existence of laws and other regulatory frameworks to prevent and eliminate bonded labour. Policy level changes can be assessed based on the study of documents produced by the bonded labour projects, the process of influence and in-depth discussions with decision makers, politicians, administrators at central/ state level and donor agencies. Evidence of policy changes can be assessed based on the available documents on the changed laws and regulations or provisions in government schemes.
- ♦ **PARTNERSHIP IMPACTS** evaluate the building of partnerships between government, non government, police, judiciary, banks, donor agencies and a range of grassroots organizations with the agenda to highlight the issue of bonded labour and create processes, integrate schemes and channel resources that will prevent and eliminate bonded labour in the long run. Such partnerships create possibilities for articulation of conflicts, and evidence is also available in terms of increased capacities of individuals and partner organizations. Other evidence can be found in new knowledge and innovative strategies for addressing the issue of bonded labour.

Assessment of partnership is particularly helpful in improving strategies for funding and other support to prevent and eliminate bonded labour. However, impact studies that cover partnership processes and impacts are rare. A particularly useful framework to assess impact of research and developmental partnerships has been developed by KFPE (Maselli, Jon-Andri Lys and Jacqueline Schmid, 2005) and can be found at: [http://www.kfpe.ch/key\\_activities/impact\\_study/index.html](http://www.kfpe.ch/key_activities/impact_study/index.html).

- ◆ **IMPACTS ON BENEFICIARIES** are assessed with relation to prevention and elimination of bonded labour. A wide range of impacts are relevant, including livelihoods impacts (e.g. prevention of debt bondage, forced migration, improvement of incomes and assets) and empowerment impacts (e.g. gender, removal of caste based discriminatory practices, creation of local forums like SHGs, federations and cooperatives). Increased awareness of bonded and other types of forced labour, and its prevention, is an important first impact to be assessed in a bonded labour project.

The impacts for the target group, i.e. those in bondage, released and those vulnerable to bondage can be studied at different levels:



1. The **individual** (bonded person, woman who is member of the SHG). The indicators can relate to awareness, mobility, ability to engage with external organisations, etc.
2. The **household** (the unit relevant for livelihood strategy and indebtedness). The indicators can relate to education of children, health and nutrition, housing conditions, asset and income levels, work sharing between women, men and children, etc.
3. The **economic activities** of the households. These include small income generating activities, casual labour, working capital used in enterprises, agriculture and animal husbandry, etc.



4. The **community** (including SHG, caste, and village level issues). The indicators would include activities relating to accessing government programmes and resources, access to water and health services, making roads, etc.

The levels, impact aspects (variables) and indicators that are relevant for a bonded labour project may be developed based on information in the specific project document. A comprehensive list, based on ILO's PEBLISA projects in India, Nepal and Pakistan, and other bonded labour projects is given in Part 5.

It is important to be able to select the right indicators for a given situation. Often, outputs are used as indicators, as depicted in the accompanying graphic:

#### **Need for Quantitative Indicators**

In impact studies of a bonded labour project, the researchers asked people whether their income had increased, decreased or stayed constant before and after the intervention. The respondents scored in terms of a 'notion' that was not quantified, whereas in the case of income, this would have been easily quantifiable. The findings therefore provide opinions rather than concrete evidence of the change. A detailed income analysis according to various sources before and after the intervention would have not only quantified the change but also made possible attribution of effect to the different forces of change. Such quantitative information could then be supplemented with detailed case studies of households that have experienced their significant positive, negative or no impacts.

### **Appropriate indicators**

**Do you really measure the awareness in kilograms of training manuals per bonded labour?**



Source: Adapted from Herweg, 2002

Gender aspects need to be included in the different aspects of the study, for instance the attitudes of women and men towards household expenditure, and sharing of tasks within the household. The impact study would also have to be gender-sensitive, including women among the research team, and including and comparing women's views and concerns with those of men.

### Selecting Specific Indicators: Good Practice

In an impact study of a bonded labour project in Nepal, some useful indicators taken were:

- ◆ Awareness about illegality of bonded labour, minimum wage, child labour
- ◆ Decreased children going from wage labour and increased children going to school
- ◆ Change in quality of schooling
- ◆ Family members' sickness and loss of work days
- ◆ Number of people getting minimum wages
- ◆ Difference between female and male wages
- ◆ Social mobility
- ◆ Freedom to leave existing job
- ◆ Migration for work

Source: Sharma and Sharma, 2005

**Desired impacts can only occur  
if outputs are utilised in the way intended**



Source: Herweg, 2002

## 3.2 METHODOLOGY FOR IMPACT ASSESSMENTS

The most effective research methodology for evaluations and impact assessments has to be a combination of both **quantitative** and **qualitative** methods. The former provides numerical data on some measurable aspects of impact, namely income, assets, business profits, etc. which are necessary to understand the magnitude of change. However, qualitative methods are essential as they provide an in-depth understanding of HOW the movement in the lives and livelihoods of target groups has taken place.

### 3.2.1 The Approach

Three specific approaches are possible:

- i. **A before-after approach** is used in two situations. When baseline data exists, comparisons may be made between the situation before and after the project. When baseline data does not exist, and when respondents are asked to recall it later, retro-actively, the reliability of the recall is always less than if the baseline had been collected.
- ii. **A quasi-experimental design** may be adopted, using control groups and treatment groups. Control groups would be those who are similar to the target group beneficiaries, but have not participated in the project.
- iii. **Participant judgement and expert opinions** may be used, but are often the least rigorous in proving impact of project interventions.

A mix of the three approaches may be used in the study.

**The Importance of Evidence**

A common error that many impact and evaluation studies make is to give findings without giving proper quantitative evidence of the change.

An example is drawn from a study on impact on bonded labour families. The impact aspects included children’s education, worksharing and distribution of earnings between adults and children. The study claimed that there was a positive change in children’s education, especially that of girls. It claimed similar changes in worksharing between girls and boys within the household. However, the data supporting these claims, only relates to a one time study, and does not provide any link to a baseline study that may have been done earlier. Further, the data does not show a before-after methodology followed in the study.

Although some of the anecdotal evidence presented in the study provides some strength to the claims made, overall the methodology leaves open the question of the soundness of the claim about improvement from before to after the project.

### 3.2.2 Baseline Studies and Control Groups

**Baseline Studies:** When measuring changes, it is useful to have some data from the beginning of the project to compare with.

For example, in many baseline studies, the information available is of too general a nature to be used to assess effectiveness and impact. The most useful way to design baselines is to:

- - -  
An ILO assisted bonded labour project in Nepal offers a good practice example of baseline studies. The baseline set clear indicators of impact and the values measured on these became a good base to compare later developments. The baseline was conducted with the specific target group to be covered under the project, thereby making it relevant and useful for impact assessment.  
- - -

1. Outline clearly the objective and therefore the impact sought on target group and other stakeholders, based on the project logframe.
2. Develop indicators based on the objectives to be achieved.
3. Compare these indicators with those included in the logframe of the project, adding or selecting some for the baseline.
4. Have information in the baseline on these indicators, that stakeholders jointly agree are the relevant aspects of the desired impacts.
5. Monitor impact during the project based on these indicators. This will provide information on whether the activities planned are appropriate for creating the desired impacts. If not, the activity sets need to be revised during the project period.
6. Do impact assessments at the end of a project, and some time after the project ends, using the same indicators. Baseline values can then be compared with the later ones, to indicate progress and achievement, or lack of it, on these indicators.

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**Control Groups:** The use of control groups provides greater credibility to the findings of an evaluation or impact assessment. Those among the target group of a project, who have not received the project services and benefits, usually form the control group. For instance, when the savings, incomes and asset levels of those who are covered by a prevention programme (with microfinance and insurance services) are compared with those who have not been covered by these services, the differences signify the possible difference that these project inputs have made to the beneficiaries, and are indicative of the impact of the intervention.

Nineteen bonded labourers who worked in rice mills had been released and had moved out of the factory premises after 20 years. There were several rice mills in the area, but the labourers came out only for short periods, usually to buy medicines. It was not easy to contact these people for interviews, therefore control group methodology was not feasible. A before-after analysis had to suffice for understanding of the benefits of release.

Where there are a large number of beneficiaries, and selecting control groups is possible, this provides good inputs for understanding the impact of the project, as well as other external factors, thereby reducing the attribution error.

The use of control groups is often not feasible on bonded labour projects, where the access to those who are bonded can be extremely difficult. In these projects, it is advisable to follow a logical approach, using baselines, as suggested in the previous section on baselines and before-after studies.



### 3.2.3 Sampling Strategy and Size

The sampling strategy followed depends upon the methodology for study. If different stakeholders are to be included in the study, each stakeholder forms a separate category for sampling. For instance, in a bonded labour programme, the sampling would have to be decided for:

- ♦ The target group: further subdivided into those in bondage, those released and those vulnerable to bonded labour
- ♦ Organisations of the target group: SHGs, Federations
- ♦ Intermediaries: Trade unions, employers' associations, NGOs, project staff, vigilance committees, government offices, police, panchayat members, etc.

For instance, a comparative analysis of impact would require samples from those in bonded labour situations, those released, and those vulnerable to bonded labour. Categories may also relate to caste, asset base, and geographical region, namely the source districts or destination districts of bonded labourers. In general, the larger the number of categories, the larger the sample would need to be.



Source: Herweg, 2002

Size of sample is a highly subjective decision, with those who believe that percentages are not important at one end, contrasted with those who insist on taking at least 10% of the population to be studied. The size of the population, the budget, the time available for study and the likely response rate are important factors to determine the sample size.

For quantitative analysis, the sample size for each category would need to be at least 25. However, for qualitative work, e.g. in case of detailed life stories or group discussions, even one or two would usually suffice to give an in-depth understanding of some key issues.

### Sampling Strategy: Good Practice Example

The sampling strategy followed in an impact assessment of an ILO assisted bonded labour project in Nepal offers a good practice example. The sample for the impact study was drawn from the baseline conducted, so that earlier information was available on the indicators assessed. The rule applied for sample size was: a minimum of 30 Kamaiya household members, and at least 5% of the households covered under the project. This rule was applied to all the five districts covered under the project. The target group was further divided into those Kamaiyas who had some land and/or house (Grade A) and those who were completely landless and had no place for a house (Grade B). This sampling strategy provided a separation by the type of target group and geographical area and was also appropriate for quantitative analysis.

The sample that was taken represented both geographical spread and the level of vulnerability of households (Grade A and B) as shown in the table:

District	Total No. of ex-Kamaiyas surveyed in Baseline Survey		No. of Sample Kamaiyas		No. of Household Members		
	Grade A	Grade B	Grade A	Grade B	Male	Female	Total
Dang	175	230	30 (17.1)	30 (13.0)	319	280	599
Banke	148	737	31 (20.9)	41 (5.6)	347	331	678
Bardia	2,401	1,206	120 (5.0)	61 (5.1)	532	472	1004
Kailali	2,488	1,916	133 (5.4)	104 (5.4)	700	585	1285
Kanchanpur	2,462	230	132 (5.4)	31 (13.9)	476	403	879
<b>Total</b>	<b>7,674</b>	<b>4,319</b>	<b>446 (5.8)</b>	<b>267 (6.2)</b>	<b>2374</b>	<b>2071</b>	<b>4445</b>

Note: Figures in parenthesis indicate the percentage of the respective number of ex-Kamaiyas

Source: Sharma and Sharma, 2005



### 3.2.4 Attribution Issues

An evaluation needs to elaborate on the likely impact of the project as compared with several other factors in the environment that would also have had positive or negative influence on the desired impacts.

The assigning of success to a specific project intervention is to 'attribute' the impact to the project.

It is often difficult to separate the influence of external factors from those of a project, thereby making it difficult to attribute the overall impact observed to a specific intervention.

As impacts typically accrue over a long time period, attribution becomes more and more difficult in impact assessments.

The answer to the question about the extent to which the project caused the observed impact can only be given by comparing the situation after the intervention, to what it would have been in the absence of the intervention. This has to be done in different ways in different contexts, for instance:

1. Using control groups.
2. Mapping the changes in external environment, and reflecting on the likely difference the external environment would have made, as compared with that through the project intervention.
3. Setting up longitudinal studies that map changes on the target group as well as key environmental aspects so that the attribution of positive and negative impacts to the project intervention can be done at a later date.
4. Using qualitative methods that help to distinguish whether certain impacts are due to the project or external sources. For instance PRA, focus group discussions and even individual in-depth stories and discussions throw light on inputs received from other sources as compared with those from the project.

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One of the important services provided by the PEBLISA project in India, Nepal and Pakistan was savings and credit. The resources raised for the SHGs definitely help them to meet their protective and productive livelihoods needs. However, all the impacts achieved on livelihoods improvement, e.g. increases in incomes, assets and reduction in debt bondage, should not be assigned to PEBLISA. What needs to be checked is whether such inputs or others were available to these households, from other sources. Another aspect that would need to be checked is whether there were groups other than PEBLISA project in the village and the resources that they leveraged, compared with PEBLISA groups. This would give a good indication of the impact of PEBLISA project.

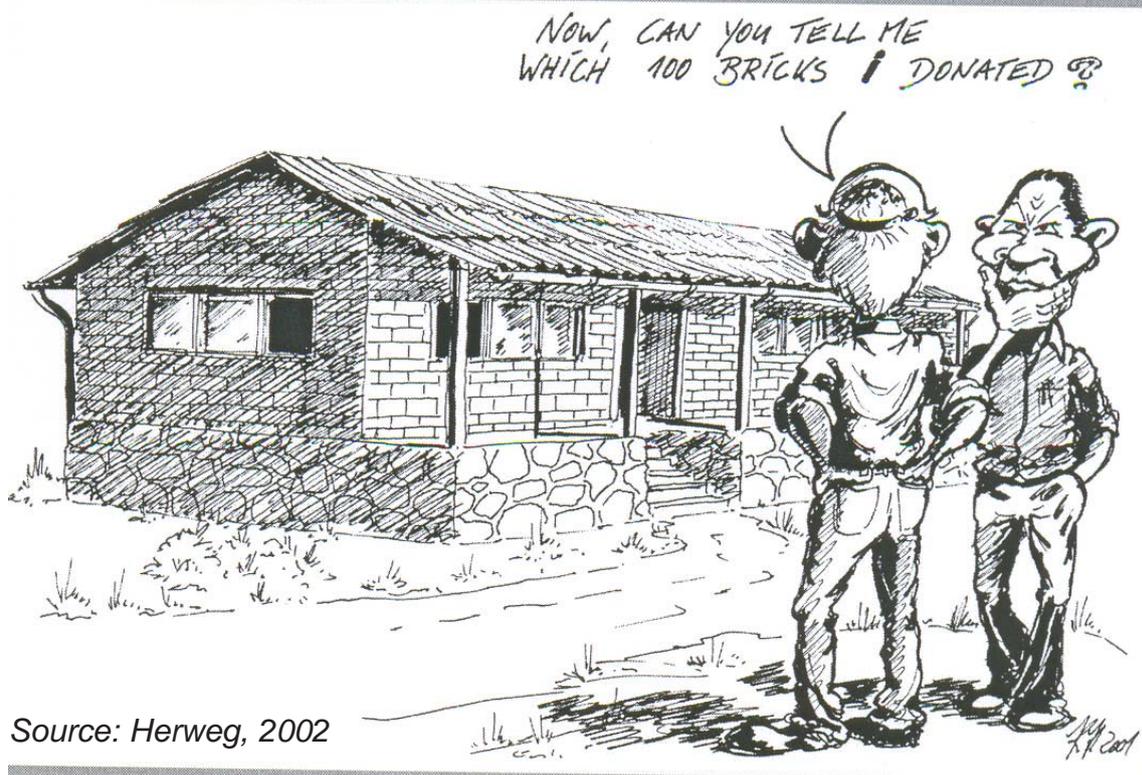
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The PEBLISA project in India enabled group formation among those who were most vulnerable to bonded labour, and these groups leveraged over Rs. 2 crores (\$300,000) through government schemes. The key attribution question is: Would these schemes have reached these households without the PEBLISA project?

Realistically, these households were not even in a position to save, and the project enabled flexible savings which helped the groups to survive. Some of the groups had already disintegrated and were revived by the PEBLISA project.

The PEBLISA project can therefore take the credit for the impact in terms of convergence with government schemes that provided access to resources for improving their livelihoods.

5. Finally, when projects are funded by more than one donor, it is best that donors commission a joint evaluation.



**Benchmarking and comparability:** The trends in the general economy, for the key impact indicators, need to be used as benchmarks for assessment of the impact of the project. Bonded labour projects may conduct research which provides sectoral evidence, has geographical relevance, and may be useful for benchmarking.



Similarly, exclusion of certain type of data is a typical error. For instance, when calculating costs of handicrafts, or agricultural inputs, people usually forget to add the cost of labour. The investigators have to watch out for such errors and remind the participants and include the calculations.

Another aspect of data collection relates to who the data is collected from. Often, investigators collect income and asset data from the male of the household, or conduct the whole interview with men forgetting to include any women's perspectives. Women are either busy or reticent therefore special effort needs to be made to get women's perspectives into any impact and evaluation study.

There is another type of error arising from non-response to the questions that may be asked. For instance the questionnaire may contain information about purposes of repeat loans, but if the respondents have not provided this information, the intended analysis is not possible. For instance, if respondents do not provide the sources, extent and terms of loans taken, then the reduction in overall debt bondage cannot be estimated.

#### **Case-study based on Memory Recall**

**Lalitha** is a 30 year-old widow with two children, an 11 year-old boy and an 8 year-old girl. She lost her husband seven years ago. At that time, she had borrowed Rs. 3000 from the farmer to meet her husband's medical expenses and household expenses. After her husband's death she started working in the farmer's house to repay this loan amount. She said: *"I have to work all 8 days in a week from 5 in the morning to 8 at night. My children and I sleep without food on many days as I do not have any energy to cook after reaching home at 8 pm. I cannot take even a day's leave, not even when I or my children are ill. I used to take both children along with me when I went for work. When I asked for leave or I did not work to the owner's satisfaction, he used very bad words which no woman would like to hear. I used to come home, and cry for hours together after hearing those words. As there was no other way to come out of that owner's clutches and work in another place I would muster the energy to go for work every morning. But now after **ILO/ ASSIST came and organised us as groups, we gained confidence; I took a loan and repaid half of the loan amount and now I am working as a daily worker, but not as a bonded labourer. Now I work from 12 pm to 6 pm and I get time both in the morning and evening to spend with my children.**"* She also said that she earns up to Rs. 100 per day if she does cotton plucking; now she has freedom to work for a higher wage.

*Source: Final evaluation report of PEBLISA, India Chapter  
(Premchander et al, 2006).*

## PART

# 4

## CONCLUDING EVALUATION AND IMPACT REPORTS

### 4.1 ANALYSIS AND REPORT WRITING

**Data analysis techniques:** Data analysis techniques are related to whether the data is primarily qualitative or quantitative, and when it is a mix, the analysis needs to compare and supplement findings from both.

- ◆ A report should give a full account of the research methodology used and the rationale for using it. This helps readers to see where the results originate from.
- ◆ The analysis should combine the quantitative and qualitative data on a topic. The quantitative data provides the evidence and the qualitative data provides the insights into why certain positive or negative impacts occur.



- ◆ The analysis can supplement data collected specifically for the study with other information existing at local and national levels. This helps to place the study in a context, and compare and contrast with other similar studies.
- ◆ The analysis should cover impact on different stakeholders, aspects of desired impacts, and the different indicators selected for analysis.
- ◆ The analysis should cover not only positive/ intended but also negative / unintended impacts.
- ◆ Alternative explanations for observed impact need to be analysed and mentioned in the report.

It is good to circulate an initial draft version of the analysis for feedback to a broad stakeholder group both within and outside the organisation. This helps to correct factual errors and include different perspectives.

The report of an impact assessment study is an important instrument for inferring the real impact of the project and thinking of how to improve further interventions. The most useful reports are those which provide clear conclusions and clear recommendations about the way forward, including aspects worth replication and scale-up, and those which need to be dropped from further continuation of a project.

A standard evaluation and impact report for an ILO bonded labour project would have the following format and elements elaborated in the diagram overleaf:

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**YOUR NOTES**

## STRUCTURE OF A PROJECT EVALUATION REPORT

- ◆ Title Page
  - ◆ Preface and acknowledgements
  - ◆ Table of Contents
- 1. Executive summary**
  - 2. Introduction**
    - 2.1 Background and justification
    - 2.2 Evaluation procedure
  - 3. Project design**
    - 3.1 Socio economic and cultural context
    - 3.2 Special concerns
    - 3.3 Development of immediate objectives
    - 3.4 Overall validity of design
  - 4. Implementation**
    - 4.1 International inputs
    - 4.2 Activities and outputs
    - 4.3 External factors
  - 5. Performance**
    - 5.1 Relevance
    - 5.2 Effectiveness
    - 5.3 Sustainability
    - 5.4 Efficiency
    - 5.5 Causality, unanticipated effect and alternative strategies
    - 5.6 Special concerns
  - 6. Lessons learnt**
  - 7. Conclusions and recommendations**

## STRUCTURE OF AN IMPACT EVALUATION REPORT

- ◆ Title Page
  - ◆ Preface and acknowledgements
  - ◆ Table of Contents
- 1. Executive summary**  
(not more than 5 pages)
  - 2. Objectives and methodology of the study**
  - 3. Introduction to the intervention(s),**  
including stakeholders, desired impacts, and processes
  - 4. Programme/project activities**
  - 5. Description of outputs, outcomes and impacts,** including an analysis of why and how the impacts occurred
  - 6. Recommendations** on how the impacts can be improved, and how key stakeholder involvement and ownership of the interventions can be increased

Supplementary data like ToR, questionnaires used, data tables or graphs should be included as annexures.

## 4.2 LESSONS LEARNT

The lessons learnt from project evaluation and impact assessments relate to several aspects:

**Project objectives:** These may be perceived and understood differently by stakeholders. In bonded labour and other forced labour projects, there may be denial among some stakeholders of the bondage, thereby calling for lessons that have enabled solutions to this problem.

**Project design and strategies:** In bonded labour projects, these can be conflictual or complementary, and specific projects may provide lessons about how best to strategise.

**Activities:** Those that create more or marginal impact, thereby helping to prioritise.

**Project implementation processes:** Participatory processes have the benefit of inclusiveness, but at the same time negative attitudes of specific partners at different phases in implementation may slow down the implementation of a project.

**Participation of the target group:** The extent to which the project takes them as actors and allows them to influence project design and implementation.

**Partner selection:** The capacity of partners is key to implementing projects, and while all projects take on the responsibility to create capacities, good partner selection ensures that valuable lessons will be created from pilot projects.

**Nature of partnership between different stakeholders:** Lessons about partnerships are valuable for bonded labour projects as these projects cannot be effective without coordination and liaison between a large range of organisations.

Other aspects may be included depending upon the context and nature of the project.

## 4.3 CONCLUSIONS AND RECOMMENDATIONS

The conclusions draw on the analysis given in the report, and make clear judgements about each aspect required to be evaluated and assessed, about the programme and/or its impact. The clarity of the conclusions is crucial to its use, and the link to evidence must be made in both positive and negative statements about a project, its implementation, effects and impacts.

Sponsors of evaluations and impact assessment studies look for recommendations that would help them design a scale up, replication or a programme in a different location. Lessons that have been learnt from the experience studied can be used to frame recommendations about what can be followed, deepened or avoided in another phase of a project. The best evaluation reports consolidate all the findings of the study and formulate clear recommendations that can be used by the different stakeholders of the project.



## 4.4 DISSEMINATION

The dissemination of an evaluation and impact assessment is of crucial importance in ensuring its use and effectiveness. It must be presented to all the stakeholders of a project.

Presentation to different client groups requires a

- ◆ **Different content:** Need to focus on what information is useful to them, and what is the specific use they will make of the information provided
- ◆ **Different language:** That is sensitive to stakeholder perspectives
- ◆ **Different presentation:** Some would like to have visuals while others prefer simple write ups
- ◆ **Different ways of disseminat:** Presentations at workshops, full day discussions and consultations

### Concrete Benefits from Evaluation

Recommendations from the evaluation teams do not have to come only after the study. During a discussion with bonded labour who had been released in a village, the evaluator found that the government had not yet released the money for rehabilitation of the labourers, nor had they settled down with an alternate occupation after more than two months of release. She discussed an alternate possibility with the implementing partner, that of the labourers starting the activity they used to perform in the rice mill, de-husking, as an independent joint business. The released labourers said this would be just the right idea for them, the NGO presented this idea at the district level vigilance committee and the district collector sanctioned a grant to cover the establishment of a collective enterprise owned and managed by the labourers themselves. The suggestion helped the NGO to raise Rs. 3,10,000 (\$ 7,210) for the target group and rehabilitate them rather than wait for the conventional official procedure to be completed.





# PART 5

## IMPACT INDICATORS FOR A BONDED LABOUR PROJECT

### 5.1. AT THE INDIVIDUAL AND HOUSEHOLD LEVEL

Aspects of Impact	Indicators	Methods
<p><b>Economic Impact:</b></p> <ul style="list-style-type: none"> <li>◆ Reduced adult and youth unemployment</li> <li>◆ Improved household income</li> <li>◆ Improved household expenditure pattern- reduction of unsustainable expenses</li> <li>◆ Reduced over ineptness and debt-bondage</li> <li>◆ Reduced vulnerability</li> <li>◆ Reduction of exploitative money lenders</li> <li>◆ Increased women's participation in household economic decision making</li> <li>◆ Increased women's ability to influence negotiations on labour contracts with employers</li> </ul> <p><b>Social Impact:</b></p> <ul style="list-style-type: none"> <li>◆ Increased awareness about the illegality of bonded labour, minimum wage and child labour</li> <li>◆ Increased ability of people to bargain and claim their rights</li> <li>◆ Increased ability to take collective actions</li> <li>◆ Increased women's participation and leadership role in community development activities</li> <li>◆ Increased women's participation in public positions</li> </ul>	<ul style="list-style-type: none"> <li>◆ No. of adults and youth employed in govt/ pvt organizations</li> <li>◆ No. of adults/youth started self-employment</li> <li>◆ Level of household income according to various sources</li> <li>◆ Level of wages paid in daily wage labour</li> <li>◆ Changed household expenditure patterns (reduction in unsustainable expenses)</li> <li>◆ Level of women's participation in household economic decision making</li> <li>◆ No. of clients who took on a bonded labour contract (and terms of the contract)</li> <li>◆ Average level of household indebtedness</li> <li>◆ No. of clients who took a non-project loan (and terms of the loan)</li> <li>◆ No. of days of leave from work, no income earning because of illness</li> <li>◆ No. of clients who successfully exited a bonded labour situation</li> <li>◆ No. of clients who successfully exited an exploitative non-project loan</li> <li>◆ Amount of interest saved due to project MF services</li> <li>◆ Adult and child literacy rates</li> </ul>	<ul style="list-style-type: none"> <li>◆ Project records and progress reports</li> <li>◆ In-depth household semi-structured questionnaires for interviews with households</li> <li>◆ Interviews with individual beneficiaries</li> <li>◆ Focus Group Discussions</li> <li>◆ PRAs: Before and after income and expenditure analysis</li> <li>◆ Before and after Pie-diagram of credit access by family</li> <li>◆ 'Participation/ Decision-making Arrow'</li> <li>◆ Time line of overall changes</li> </ul>

<ul style="list-style-type: none"> <li>◆ Increased adult and children's literacy rates</li> <li>◆ Reduction of violence against women</li> <li>◆ Increased social mobility</li> <li>◆ Improved family health</li> </ul>	<ul style="list-style-type: none"> <li>◆ No. of client families from non-project/government/other agency programmes</li> <li>◆ Level of violence against women</li> <li>◆ The increase of participation of women in community life and public positions</li> <li>◆ Level and results of collective action at community or higher level</li> <li>◆ No. of adults able to read and write</li> <li>◆ No. of children enrolled in schools</li> <li>◆ Quality of schooling</li> </ul>	
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## 5.2. AT THE SCG/SHG LEVEL

Aspects of Impact	Indicators	Methods
<p><b>Economic Impact:</b></p> <ul style="list-style-type: none"> <li>◆ Economically strong and vibrant savings and credit groups established in the village for poor families</li> <li>◆ Increased ability to mobilize external financial resources</li> <li>◆ Increased ability to strengthen group's economic position</li> <li>◆ Financial sustainability of SCG</li> </ul> <p><b>Social Impact:</b></p> <ul style="list-style-type: none"> <li>◆ Strong social capital in the villages for collective action</li> <li>◆ Increased members' confidence levels, particularly women's confidence</li> <li>◆ Development of strong leaders, particularly women leaders</li> <li>◆ Increased participation in decision-making of group and community activities</li> <li>◆ Increased participation in social, political and legal aspects of life</li> <li>◆ Increased literacy skills of members</li> <li>◆ Increased awareness on human rights, child labour, and bonded labour</li> </ul>	<ul style="list-style-type: none"> <li>◆ Regularity of meetings, attendance, savings</li> <li>◆ Total amount of group savings</li> <li>◆ Total amount of interest earned</li> <li>◆ Credit rotation of internal and external money</li> <li>◆ No. of members who have taken loans</li> <li>◆ Loan products - and their compatibility in meeting people's interests</li> <li>◆ Repayment rate</li> <li>◆ No. of loans and amount raised from bank, government, financial organizations</li> <li>◆ No. of economic programmes that bonded labour and poor families have accessed through external sources</li> <li>◆ No. of vocational skill training programmes attended by members and no. of economic activities started by individuals and groups</li> <li>◆ No. of institutions that groups are linked with for financial support; the nature of the relationship and does it support sustainability</li> <li>◆ No. of collective actions undertaken to benefit poor families and community development- closure of liquor shop; provision of drinking water, road, community hall, school and hospital facilities; and release of bonded labour.</li> <li>◆ No. of claims made for freedom and rights from the employers, Panchayat, government and community members for the release of bonded and child labour</li> <li>◆ No. of bonded labour and child labour released</li> <li>◆ Women's participation and influence in group activities like loan disbursement, recovery of loans, change of leaders, insisting on group norms, etc and also participating in community level activities to influence the upper class or caste people for equal benefit of villagers</li> <li>◆ No. of group members who participated in Panchayat or federation elections</li> <li>◆ No. of cases filed against bonded labour or against poor and disadvantaged families</li> <li>◆ Increased mobility</li> <li>◆ No. of group members and their family members able to read / write</li> </ul>	<ul style="list-style-type: none"> <li>◆ Focus group discussions</li> <li>◆ SHG group records</li> <li>◆ Project records and progress reports</li> </ul>

### 5.3. AT THE CLUSTER AND FEDERATION LEVEL

Aspects of Impact	Indicators	Methods
<ul style="list-style-type: none"> <li>◆ Facilitation of programmes for SCGs and communities on economic and social development</li> <li>◆ Facilitated institutional linkages for credit and social empowerment</li> <li>◆ Capacity of the federation staff in meeting the needs of the SCGs</li> </ul>	<ul style="list-style-type: none"> <li>◆ No. of awareness programme facilitated for SCGs on human rights, bonded labour, child labour, health care</li> <li>◆ No. of children enrolled in schools</li> <li>◆ No. of banks and financial institutions that have provided loans to groups</li> <li>◆ Collective initiation at village level and participation in releasing bonded labour</li> </ul>	<ul style="list-style-type: none"> <li>◆ Group discussions</li> <li>◆ Federation records</li> </ul>

### 5.4. AT THE EMPLOYER LEVEL

Aspects of Impact	Indicators	Methods
<ul style="list-style-type: none"> <li>◆ More policy statements made by employers on bonded or labour rights</li> <li>◆ Reduced giving loan or wage advances to workers</li> <li>◆ Adherence to labour laws</li> <li>◆ Codes of conduct adopted, implemented, monitored</li> <li>◆ Increase in release of bonded labourers with cancellation of debts</li> <li>◆ Resolved worker's disputes satisfactorily</li> <li>◆ Increased workers' organisations</li> <li>◆ Established more schools and improved their functioning</li> <li>◆ Reduced child labourers at work-site</li> <li>◆ Increased welfare activities</li> </ul>	<ul style="list-style-type: none"> <li>◆ Policy statements made by employers or EOs on bonded labour or labour rights</li> <li>◆ No. and nature of dialogue with TUs, SCGs, NGOs etc</li> <li>◆ Amount of loans advanced (average per worker, total)</li> <li>◆ % interest rate charged and other loan terms</li> <li>◆ No. of employers registered under Factories Act</li> <li>◆ No. of new workers who received wage advances</li> <li>◆ No. of workers suffering restrictions of movement or on changing employer</li> <li>◆ No. and type of "legitimate" new contracts issued</li> <li>◆ Establishment of contract monitoring system</li> <li>◆ Adherence to other aspects of labour law (transparent account-keeping, statutory registers, minimum wages etc.)</li> <li>◆ Codes of conduct adopted, implemented, monitored</li> <li>◆ No. of worker disputes that occurred</li> <li>◆ No. of worker disputes resolved satisfactorily</li> <li>◆ No. of disputes that have been referred to courts</li> <li>◆ No. of official releases of bonded labourers with cancellation of debts</li> <li>◆ Permission granted to workers to organise</li> <li>◆ No. and membership of worker organisations present at work-site</li> <li>◆ No. of schools established and functioning</li> <li>◆ No. of child labourers at work-site</li> <li>◆ No. and nature of welfare activities</li> </ul>	<ul style="list-style-type: none"> <li>◆ Employers' records</li> <li>◆ Interviews</li> <li>◆ Focus group discussions</li> </ul>

## 5.5 AT THE VIGILANCE COMMITTEE LEVEL

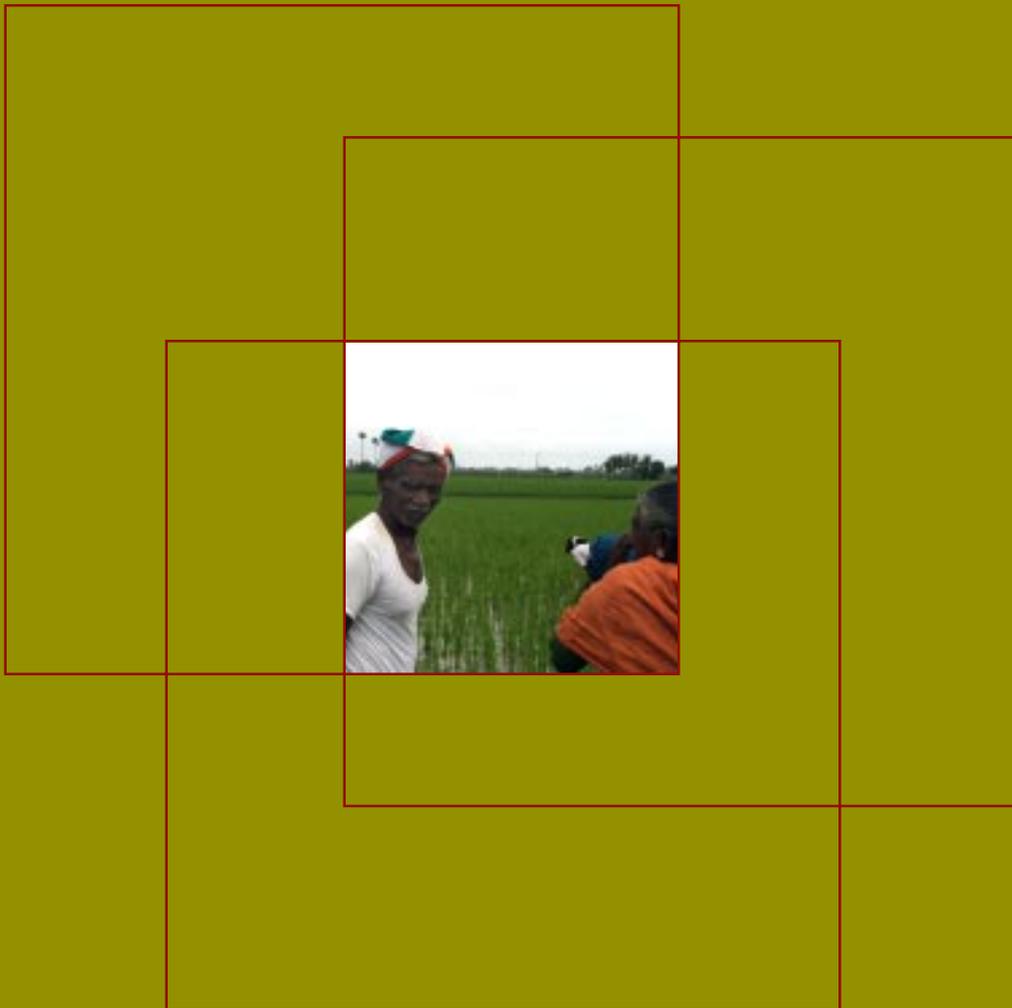
Aspects of Impact	Indicators	Methods
<ul style="list-style-type: none"> <li>◆ Level of functioning of VCs</li> <li>◆ More cases filed against bonded labourers</li> <li>◆ Initiation of prosecutions</li> <li>◆ Impact of rehabilitation programmes</li> </ul>	<ul style="list-style-type: none"> <li>◆ No. of cases filed by VCs</li> <li>◆ No. of release certificates issued</li> <li>◆ No. of prosecutions initiated</li> <li>◆ No. of convictions resulting</li> <li>◆ No., nature and value of sanctions imposed</li> <li>◆ Media publicity given to court cases</li> <li>◆ No. of rehabilitation plans formulated in consultation with beneficiaries</li> <li>◆ No. and type of rehabilitation measures undertaken</li> <li>◆ No. of released labourers or family members who relapsed into bondage</li> </ul>	<ul style="list-style-type: none"> <li>◆ Employers' records</li> <li>◆ Focus group discussions</li> <li>◆ Project progress reports</li> <li>◆ NGOs' reports</li> </ul>

## 5.6. AT THE NGO LEVEL

Aspects of Impact	Indicators	Methods
<ul style="list-style-type: none"> <li>◆ Increased public awareness level of the project</li> <li>◆ Effective dissemination of material</li> <li>◆ Policy change in poverty alleviation programmes</li> <li>◆ Increased staff capacity to handle bonded labour issue in the region</li> <li>◆ Ability to design financial products and services according to the needs of poor people</li> <li>◆ Sustainability of NGO</li> </ul>	<ul style="list-style-type: none"> <li>◆ No. of articles in : Vernacular Press, English Language Press, International Press</li> <li>◆ TV, Radio</li> <li>◆ No. of NGOs running programmes on bonded labour prevention or rehabilitation</li> <li>◆ No. of complaints of BL registered with the authorities</li> <li>◆ No. and nature of parliamentary discussions on BL</li> <li>◆ Inclusion of BL in anti-poverty policies and programmes</li> <li>◆ No. of official policy statements on or mentioning BL</li> </ul>	<ul style="list-style-type: none"> <li>◆ Interviews and group discussions</li> <li>◆ Project progress reports</li> <li>◆ Press releases and reports</li> </ul>

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