

Acknowledgements

This review has been undertaken on a request from PRAYAS and Sir Dorabji Tata Trust (Terms of Reference for Review at Annexure 1). It is based on the study of project documentation — proposal, progress reports and studies — and observations and information collected during a field visit to the project areas in Rajasthan and Gujarat during 23-28 February 2010 (Itinerary of the field visits at Annexure 2). Discussion with Shri Ashok Khandelwal, initially as well as before drafting the report have been very useful to frame the issues for evaluation and examine the available information in a perspective. Inputs and help from Shri Sudhir Katiyar during and after the field visit greatly helped in understanding the strategy and functioning of the Project. Interaction with Ms. Sugandhi Baliga provided some idea of the perspective of the funding agency, SDTT. I am thankful to all of them as also to the project staff at Udaipur and Ahmedabad, to representatives of partner institutions who met me at Udaipur and at Ahmedabad and a large number of workers, union members and other participants in about a dozen meetings that I attended at different locations in Rajasthan and Gujarat.

I hope observations and suggestions made in this Report will be found useful by the Project implementing organisations and the funding agency.

T.S. Papola

Executive Summary

The Project during the first two years of its work has succeeded in mobilising a large number of workers in the selected migration streams specially in brick kilns in and around Ahmedabad, and in cotton ginning units in Mehsana and in sources areas in South Rajasthan to raise demands and undertake actions for securing their rights and improving their conditions. Raising awareness of and advocacy against child trafficking from Rajasthan into Gujarat, securing wage rise in brick kilns and cotton seed farms, filing cases and securing payment of wage arrears and accident compensation for a large number of workers, assistance in securing benefits to workers in the existing government schemes of social security and welfare, introduction of a healthcare and accident insurance scheme among brick kiln workers in Ahmedabad and impact of advocacy and campaigning with the government of the two states to bring about better enforcement of labour laws are among the important achievements of the Project.

Two years is too short a period to achieve the goal of the project on a wider and sustainable basis. In the last year of the present phase, the Project should focus on consolidating the achievements and should attempt to improve its partnership, coordinating and communication arrangements. In order that the Project makes a larger and lasting impact in terms of its central goal of mobilising and organising seasonal migrant workers for improvement in their earnings, conditions of work and social security, the Project must have a longer duration. Meanwhile, the following aspects of the Project would need to be closely reviewed with a view to introducing improvement in effectiveness of the project activities: (i) common understanding of the goals and strategy of the Project among partners and functionaries at all levels; (ii) advantages and disadvantages of concentrating on the presently selected migration schemes and of extending to new streams; (iii) similar assessment of the support and assistance to workers in getting benefits of existing or new (e.g. under Unorganised Workers Social Security Act) government schemes versus initiating and expanding own pilots; (iv) possibility of more vigorous efforts for organising workers at source and feasibility of operationalising Wage Labour Exchange; and (iv) a strategy to ensure autonomy and sustainability of workers' organisation being supported under the Project.

1. Goals and Objective

The Project, as envisaged in the original proposal, seeks to intervene in the process of recruitment of seasonal migrant labour into Gujarat through the establishment of a wage labour exchange. Collectivisation of recruitment is seen not only as mechanism to streamline this process, but also a means to facilitate mobilisation and organisation of workers leading to their empowerment and improvement in wages and conditions of work. The project also aims to facilitate social security pilots that could subsequently be mainstreamed. Though it was not explicit in the Proposal document, organising the migrant workers appears to be a major underlying objectives of the Project. It seems to have crystallised with the experience over the first year as the Progress Report for the year 2008-09 makes it clear: “The project seeks to mobilise and organise seasonal tribal migrants to plains of Gujarat for enhanced wages and improved work conditions and social security”.

2. Strategy and Activities

The Project has undertaken the following activities both as parts of the strategy for mobilisation and organisation of workers as well as direct interventions to improve their welfare and secure their rights:

- registration of migrant workers in source areas and providing them I-cards;
- Campaign against child labour including picketing at border check posts, public campaign, moratorium on supply of labour, pressurisation of government agencies and advocacy with seed companies, in the BT cotton migration stream from South Rajasthan to Gujarat;
- securing wage rise (e.g. in cotton seed production, brick kilns);
- ensuring written agreements between workers, mates and employers;
- registering workers with/and helping in getting benefits from existing social security schemes e.g. Gujarat Bhawan Evam Nirman Mazdoor Kalyan Board, Vishwakarma Pension Yojana (Rajasthan);
- filing of cases under MWA, PWA, WCA, BLA and ISMWA.
- strike (brick kilns) demanding higher wages, reduced deductions, provision of basic amenities and PDS and schooling for children;
- public hearing on issues like that of recognition of and compensation to the victims of industrial accidents;
- advocacy with govt. agencies (labour dept) to better implement labour laws;

- advocacy with media by holding press conferences, media briefing etc.;
- improving awareness about and securing rights and entitlements under legislations like Forest Act and government schemes like NREGS, PDS etc.;
- support to existing workers organisations (DRMU, KMCS, Alirajpur, Gujarat Kamgar Ekta Sangh);
- formation of new organisations (Int Bhatta Majdoor Union, Gujarat Ginning and Other Mill Workers Union and Mazdoor Adhikar Manch);
- contacts and meetings for organising workers (e.g. construction workers at nakas);
- cadre/leadership development programmes for the emerging trade union leaders;
- health services (checkup, dispensary services and referrals and insurance for brick kiln workers through Public Health and Development Trust, Ahmedabad) and accident insurance;
- research on labour situation in source areas (labour mapping) and conditions of workers, child labour, accidents in different activities and locations in the unorganised sector.

3. Geographical Locations of Project Activities and Partner Institutions

Table 1, presents the geographical spread and institutional arrangements for the implementation of project activities. The project activities are focussed both at the source and destination of migrant workers. Source and destination areas are selected on the basis of the identified migration streams in selected activities (e.g. Bt Cottonseed Production in North Gujarat, Brick Kilns in Ahmedabad and around, Cotton Ginning in and around Kadi, construction workers in Ahmedabad and nearby areas). Starting from the concept of 'stream', which identified source and destination of migrant workers in an activity, the project coverage has been widened to include non-migrant, local workers, non-tribals, workers in activities other than the identified stream, as it was not found practical and desirable to exclude them from project activities. Thus Dakshini Rajasthan Majdoor Union (DRMU), a source area union, works amongst all workers and not only migrants and those migrating to Gujarat for work in activities identified in the Project. Similarly, Int Bhatta Majdoor Union and Cotton Ginning Union works amongst migrant as well as local workers. In

fact, these organisations extend their work among the population at large in respect of issues concerning NREGS, PDS, ICDS etc.

So far as the institutions partnering the Project are concerned, different models have been adopted in different locations and areas. In Rajasthan, PRAYAS, the lead partner supports the Dhakshini Rajasthan Mazdoor Union (DRMU) directly as well as through five locally based relatively small NGOs in two districts of Udaipur (four tribal blocks) and Dungarpur. In Gujarat, Behavioral Science Centre (BSC) and Navsarjan, both well-established and highly socially committed NGO's, implement the project activities in, Sabarkantha-Banaskantha area and Chhota Udaipur block of Vadodara district, respectively. PRAYAS operates directly in three districts of Gujarat: Mehsana (Ginning Industry in Kadi), Panchmahal (Santrampur, Bt cotton, brick kiln and general workers) and Ahmedabad (brick kiln, construction and general workers). In Madhya Pradesh, the project activities at the moment are limited to Alirajpur and Sondhwa tribal blocks of Alirajpur district where an old NGO Dhas Grameen Vikas Sansthan and its workers' wing, Khedut Mazdoor Chetna Sangh are implementing them. In Bilaspur district in Chhatisgarh, an important source area of brick kiln workers, PRAYAS again is operating directly through Int Bhatta Majdoor Union, promoted by it.

A few problems have surfaced in the functioning of the institutional arrangements raising doubts about its efficacy in effective implementation of the project. First, there appears lack of a common perception about the central goals and objective of the project: while the lead partner, PRAYAS, sees mobilisation and organisation of workers its central goal, other partners do not seem to look at it with similar perspective. Second, the approach and strategy of different partners towards the same end, namely improvement in the conditions of workers, also seem to differ partly due to different understanding of the Project but mostly due to their different backgrounds, past experiences and 'ideologies'. On the other hand, where the lead partner is implementing the project activities through organisations promoted by it, problem of differences in understanding, approach and strategy does not arise, but there is a potential risk of these organisations failing to develop independent identity, autonomy and sustainability particularly when PRAYAS not only supports but actually participates directly in their activities.

Table 1: Geographical and Institutional Spread of the Project

<i>Sl</i>	<i>State and District</i>	<i>Talukas/ blocks</i>	<i>NGO</i>	<i>Work done</i>	<i>Workers' organization</i>
1	Rajasthan, Udaipur	Sarada	Social Service Trust	Anti trafficking operations	Dakshini Rajasthan Majdoor Union (Source Area General Union for South Rajasthan)
		Girwa	Badlav Sansthan	Rally on child workers' issue	
		Jhadol	Virasata Sansthan	Active in anti trafficking operations	
		Kherwara	Prayas Centre for Labour Research and Action	Campaign on child labor, PDS, case work	
2	Rajasthan, Dungarpur	Bichhiwada	Samaj Sahyog evam Vikas Sansthan	Sporadic meetings	
		Simalwada	Vikas evam Samanvay Sansthan	Discontinued after one year because of non performance	
		Sagwara, Dungarpur	Prayas CLRA	Campaign on child labor, anti trafficking operations, death cases, wage labor mapping	
3	MP, Alirajpur	Alirajpur, Sondhwa	Dhas Grameen Vikas Sansthan	Wage labor mapping in two blocks, mobilization of migrant workers, NREGA	Khedut Majdoor Chetna Sangthan (Source Area, General Union)
4	Chhattisgarh, Bilaspur	Masturi, Bilha	Prayas CLRA	Wage labor mapping, mobilization of brick kiln workers	Int Bhatta Majdoor Union (Distribution Area, Trade-specific union)
5	Gujarat Source, SK & BK	Meghraj, Khedbrahma/ Danta	Behavioural Science Centre	Wage labor mapping, mobilization of Bt cotton workers	Adivasi Sarvangan Vikas Sangh (Source Area, Dalit Organisation)
6	Gujarat, Vadodara	Chhota Udaipur	Navsarjan	Wage labour mapping NREGA	Gujarat Kamgar Ekta Sangthan (Destination Area, General Union)
7.	Gujarat Panchamahhal	Santrampur	Prayas CLRA	Wage labour mapping organising Bt cotton workers, share croppers, general workers, NREGA, PDS	Majdoor Adhikar Manch (General State level union – both origin and destination)
8.	Gujarat source & destination, Mahesana	Kadi	Prays Centre for Labour Research and Action	WC case work, mobilization around PDS	Guj. Ginning & Other Mill Workers Union (Destination Area, Trade Specific Union)
9.	Gujarat Destination, Ahmedabad		Prayas Centre for Labour Research and Action	Brick kiln workers' mobilization, strike, and case work, Registration of construction workers	Int Bhatta Majdoor Union, (Destination Area, Trade Specific Union) Majdoor Adhikar Manch (General Union)

4. **Achievements and Shortcomings**

Mobilisation and Organisation of Workers

Interpreted in the narrow sense of enrolment of workers into unions, the extent of achievement of this objective may not seem very impressive. Total membership of five unions associated with the project is just over 4200 which includes members enrolled prior to the Project and those belonging to the union promoted by one of the partner organisations. Among the unions promoted under the Project, the largest is among the brick kiln (with a membership of 1435), an activity in which the project has made significant progress in mobilising workers. Participation of about 50,000 workers in the strike called by the union in January 2010 in and around Ahmedabad, goes to show that its influence went far beyond its membership. DMRU is the next largest union with a membership of 1040.

Organising migrant workers particularly those working in the unorganised sector is not an easy task. Their vulnerability due to being away from home and extremely exploitative conditions in which they work lend urgency to their unionisation but also makes it difficult at the same time. In the present case, the migration streams selected have characteristics which makes the task still more difficult. Lack of transparency in recruitment and other labour processes, lack of access to workplaces, large scale use of child labour, prevalence of multi-layer chain of middlemen, strong resistance from employers to any effort towards unionisation and generally negative attitude towards unions in Gujarat made the task of unionisation extremely difficult. That the project was able to make an entry in such a difficult and hostile environment should be regarded as a significant achievement.

Some issues relating to the strategy to mobilise the workers and organise them into unions have emerged that need to be examined. First, the issue of identity of the project, implementation agency and the union and its implications for autonomy and sustainability of the unions has already been raised earlier. Second, there is the question relating to the scope and coverage of unions: whether they should be trade specific or general. Each of these formats have their advantages and disadvantages. At present, both models have been adopted. Should this strategy continue? How about the conventional mode of primary unions and federation? Third, involving middlemen (mates) in the organisation has proved ticklish.

Incorporating them, rather than ignoring, isolating and replacing them, was pragmatically seen necessary, and even desirable, as they belonged to the same social groups as workers and have been the sole channel of labour supply. Experience shows that their interest conflicts with those of the workers and they are more likely to align with employers than with workers. Yet, they are so deeply entrenched in the whole recruitment process that it is difficult to bypass them. The project will need to rethink its strategy in short and long-term perspective and may even have to think of different approaches in different streams. Fourth, the experience of the brick kiln workers' general strike has raised important issues relating to the use of strike as a strategy to mobilise workers. The strike can be regarded as highly successful so far as mobilisation of workers is concerned. Yet, the failure to sustain it and to bring the employers to the table for negotiations raises several questions relating to the degree of preparedness, particularly at the level of individual units (brick kilns), degree of mass base of the union, and probably also the height at which the demands were pitched (e.g. increasing patla wages from Rs. 300 to Rs. 500 per 1100 bricks).

There is, however, no dilemma in utilising measures of direct improvement in conditions of work and welfare of workers for mobilising them to form organisations. The project has, in fact, used several such measures, both as means of direct delivery of benefits to workers and as elements of strategy to organise them. They are mentioned above under the list of activities. A few comments on some of them are given below.

Creation of Labour Exchange

This was envisaged to be a major (the most important, going by the title of the Project) activity with the objective of gaining control over the supply of labour and to collectivise the labour recruitment process. It was seen as a process through which migrant workers are organised in source areas, by registering them and also enrolling them as union members. This work was initiated and made substantial progress particularly in South Rajasthan areas and to some extent in Alirajpur. The process seem to the have slowed down and not taken off at other places of origin. In so far as the proposition that it is more difficult to organise migrant workers directly

at destination, and it is easier and strategically preferable to start with the areas of origin, as advanced in the original proposal, is valid, it is rather surprising why this line is not being pursued more vigorously. It appears that even the exercise of labour mapping has also not been undertaken with the same speed and seriousness in all source areas.

Wage Increases Realised

Both as a part of the strategy to mobilise workers and as direct intervention to improve their conditions, efforts have been made in the project to raise wages. Results have been positive in two streams: Bt Cotton and brick kilns. Applying pressure and negotiations with employers have led to a substantial increase in wages of brick kiln workers and some increase in the case of cotton seed workers. It must be recognised that the success of attempts to raise wages will mainly depend on the strength of the workers' organisation. At the same time, it would also be a most potent means through which the membership base and influence could be increased. Communication with the workers to convince them that wage rises have been a result of the efforts of the union(s) does not seem to have been very effective, at least among the workers in cottonseed farms.

Welfare Services

Provision of welfare services through social security pilots features among the goal and activities of the Project in the original proposal as well as in the first annual report. In fact, the later document placed it at top by stating that "The overall project goal is to ensure social security to the vast mass of unorganised sector workers into Gujarat". In practice, however, the provision of social security and welfare services under the project has been mainly confined to facilitating delivery of welfare provisions in government social security schemes of accident insurance, pension, scholarships etc. and also under schemes like NREGS and PDS. Project itself has a component of service delivery in health and insurance, which is in operation mainly in brick kilns in and around Ahmedabad. This initiative run by a local health NGO seems to have become quite popular. Its sustainability beyond the project is, however, to be thought through. Though qualitatively significant and with potential

to enhance goodwill of organisations created/supported by the Project, it is in any case, too small a component to justify the prominence it was given in project documents.

Legal Services

The project proposal listed 'Legal Aid' as one of its activity under the broader head of "Collectivising Supply of Labour". This has emerged as a significant activity in different locations and streams. Major form it has taken is that of filing cases under different labour laws such as Bonded Labour Act, Payment of Wages Act, Minimum Wages Act, Workmen's Compensation Act and Sexual Harrasment legislation. Though the number of cases so far handled is not very large (reported to be 183 by March 2010), the number of workers covered under these cases is substantial (1691) and relief obtained particularly in terms of payment of back wages and extinguishing of bonded debt has been quite significant. Recognition by Gujarat High Court of existence of bonded labour (based on advance and refusal to allow workers to quit, by employers) in brick kiln has been a landmark achievement.

With further widening and intensification of work by unions supported under the project and increasing awareness among workers in different locations and activities, the number of cases to be taken up would increase. How successfully they are handled would depend on the capacity of the unions which at the moment are primarily dependent both for professional knowledge and expertise and material and financial resources on the project. In fact, it is the project, not the NGO/unions that claims to have handled the cases! Another problem seems to be in the lack of sufficient effort to utilise the case work and its success for mobilisation of workers and strengthening the membership and influence of the unions. It appeared in some meetings that the workers and others attending them looked upon the project staff/union/implementing agency as the patron or service provider (as teacher giving them knowledge/awareness and as lawyer providing legal service or redressal of grievances in case of programmes like NREGs or PDS) and themselves as clients or beneficiaries. The sense of belongingness to the union/organisation seemed rather weak. It appeared that while individual cases are seriously pursued often with substantial benefits to those involved, these instances are not adequately projected

to the larger audience in meetings and campaigns to highlight the benefits of associating with the organisation with a view to enhancing credibility, influence and membership base of the unions.

Advocacy and Campaigns

The Project has been very successful in raising awareness and concerns about employment of child labour from Rajasthan in cottonseed production in North Gujarat, in so far as the governments in both states have taken certain pro-active steps following the DRMU campaign and action at checkpoints. An important strategic point was won by the Union with Rajasthan government that movement of children involves child trafficking and should be treated under IPC and JJAct, as it was not possible to book cases under CL(A&R) Act because child labour as such is not prohibited in agriculture (cotton seed production). Similarly, campaign to raise the issue of deaths in cottonseed plots was successful in so far as national bodies like NCW, NCPDR and NHRC took cognisance of the phenomenon and FIRs were lodged. A public hearing highlighting high incidence of accidents in cotton ginning led to some action on the part of Directorate of Industrial Health and Safety of Gujarat government. Steps are also initiated towards formation of national network on migrant workers.

Policy advocacy and campaign to implement laws formed a critical component of the proposal. It has also proved successful where it was directly related with the scope and area of work of the project e.g. child trafficking, bonded labour in brick kiln and accidents in cotton ginning mills. It is not certain whether the project and organisations created or supported by it has the capacity to spearhead larger issues relating to migrant labour. Priorities and strategies, therefore, need to be more clearly defined. Also, advocacy and campaign should not be seen as independent activities, but as part of the strategy to strengthen the organization of workers.

A period of two years is rather too short to judge the initiative in terms of its goals and objectives. But an assessment can be made in terms of indicators of outputs that were envisaged in pursuance of its objectives. The “main output” according to the project proposal was to be “functional workers’ organisations”. As

already noted earlier, the project has promoted/supported seven organisations in different areas of its operation. All except one of them are workers' organisations; some are general others trade/activity specific. The Project proposal further specified the following six indicators to measure the performance of the project in respect of the main output viz. (i) membership of workers organisation; (ii) wage hikes realised; (iii) workers benefited under social security pilots; (iv) improvement in working and living conditions; (v) legal case work; (vi) reduction in the incidence of undesirable practices like child labour and sexual harassment. In terms of these indicators, the project has made a steady progress, of course, more in respect of some than others, as noted earlier.

5. Future Directions: 2010-11 and Beyond

The strategy for the last year of the present phase of the project should focus on consolidating the gains achieved so far; and (assuming that the Project will be extended further as otherwise the efforts made so far would go waste) identify the activities that need to be intensified in their present areas of operation and those that could be extended to new areas. At the same time the focus should continue to be on migrant workers as the key target group and the strategy of working both at the source and destination ends should continue. Some aspects of the Project which need to be more clearly specified and developed during the remaining period of the current phase and should form the basis for planning the next phase, are indicated below:

Goals and Strategy

With the experience of working for two years, the goals and strategy of the initiative seem to have crystallised. The project seeks to mobilise and organise seasonal migrant labour with a view to improving their work conditions, wages and welfare. It works at multiple fronts to produce several interim outputs through activities such as assistance in provisioning and delivery of welfare services, creating awareness about and assistance in securing the rightful benefits to people in general and workers in particular under government schemes, legal services to workers to secure benefits due to them under different labour laws, advocacy with government

for policy and legislation in favour of migrant workers, and for abolition of undesirable labour practices like use of child labour, sexual exploitation and bonded labour, and struggle including strikes for wage rise and improvement in the conditions of work. These efforts directly help in improving the lot of migrant workers, but for the Project these are also elements of the strategy to achieve the final goal of organising them into collectives.

It is important that this understanding and perspective of the goals and strategy of the project is shared by all those involved in the project either as implementing partners, staff members, and functionaries of the unions and other organisations. A well-thought out coordination and communication strategy is necessary for this purpose. The communication strategy should aim at not only highlighting achievements such as a wage rise, compensation under WCA, payment of dues under PWA etc. as immediate benefits to the workers, but at projecting them as the reasons for enrolling as members of organizations. Coordination among partner institutions needs to be strengthened through periodical meetings preferably in their areas of work by rotation and workshops and seminars on different activities of the Project. Besides, outcomes of some common activities such a labour mapping, legal services and welfare services being undertaken by different partners should be shared and to the extent possible coordinated among them in the next year. If the absence of common understanding of the goals and strategies of the project continues because of some basic differences in the approach and 'ideologies', a rethinking on partnership would be necessary for the next phase.

Wage Labour Exchange

The idea of collectivising and controlling the supply of labour, by registering and organising workers at the source as envisaged in the original proposal, needs to be pursued more vigorously. This is important both for improving wages and conditions of work and organising them into unions, as unionisation and waging struggle at the destination is more difficult. The initial success achieved in the pre-Project period in Bt cotton seed farms seems to be difficult to repeat now because the idea of taking middlemen (mates) as partners in that initiative is no longer found

to be usable. That should, however, not deter the Project from thinking alternative models where middlemen face the threat of replacement and though not being part of workers' organisations, are willing to cooperate. Organising workers independently of the mates could be attempted at least in the migration streams where labour supply is not abundant. Attempt should also be made to forge links between the organisation at source and organisations that exist or are promoted at destination.

General *Versus* Trade Specific Unions

The Project has attempted both models: but the strategy seems to be based on pragmatic considerations. While that is reasonable, it needs to be ensured that the workers do not lose interest in general union as it is not able to address trade-specific problems. There is a strong case for general unions in the unorganised sector, but promotion of trade specific unions can prove to be a useful strategy. In any case, if the basic unit of project operation is migration stream, activity-specific union is the logical solution. There seems no harm in adopting the conventional model of primary unit and trade based unions and general federation. In the areas where trade-specific unions are not formed due to small number of workers or other reasons, the general union, should be promoted to take care of the trade specific problem. For example, it appears necessary that the project, probably through the general union promoted by it, namely, Majdoor Adhikar Manch, should have its presence in Saurashtra and Surat to deal with problems of migrant workers from Chhota Nagpur and Santarampur in Gujarat and Alirajpur in MP, from where a significant number of workers migrate to those areas.

Autonomy and Sustainability of Unions

The project should make sustained efforts to ensure that unions are 'owned' by the workers and their leaders and functionaries grow from the grassroots. The present situation where the identity of the union and the project is blurred and union functionaries are seen as (or, in fact, are) project staff, should change and the project should have a clear 'exit' strategy in which the unions have become autonomous and are sustainable on their own, on the cessation of project support.

Conscious and retain continuous efforts by the project staff to phase out their role as 'actors' and retain it only as 'facilitators', on the one hand, and to promote grassroots leadership, on the other, should form essential parts of such a strategy.

Migration Streams to Cover

The original proposal had identified eight streams to cover in the Project. Three stream (cross-pollination of cotton seeds, cotton ginning and brick kilns) have been substantially covered. A beginning has been made in a fourth (construction) stream. It is important to consolidate work in these streams rather than plunging into new streams at present. It would, however, be useful to expand work in whole of Gujarat as the destination area in case of some activities (e.g. brick kilns) and cover more source areas in respect of the presently covered streams where a large number of workers originate from areas other than now covered. The decision to widen the coverage nationwide or into new migration streams should better be taken in the next phase, only after further review of work in the covered streams. Certain activities like networking, policy advocacy and campaigning would need to have a national perspective but here, the Project should venture only in partnership with other national and regional organisations, as its own capacity to undertake them single handedly is rather limited.

Social Security Pilots

There is an obvious temptation to expand the reasonably successful health service delivery initiative being undertaken among brick kiln workers, to other areas and activities. This should certainly be considered and new services like education and child care could also be explored as suitable candidates for coverage. This should, however, depend on availability of suitable institution to partner with. It may not be easy to find partners like Dr. Rajesh Mehta and his organisation in all locations and activities. Also in all cases including in Dr. Mehta's initiative, it is necessary to think and plan before hand the mechanism to transfer the service to the government system, public health delivery or basic education system or schemes like ICDS.

Research

The exercise of labour mapping should be completed in all source areas on a priority basis in the year 2010-11. Idea of a Wage Labour Atlas seems to have emerged from project work in different migration streams. This requires more detailed discussion before launching. The project may, prepare a detailed outline of the proposal for wider discussion and if found feasible and useful could be included in the next phase.

ANNEXURE 1

Terms of reference for Evaluation of Migration Project

- (a) The assessment of the project has to be carried out in terms of achievements, failures and stragglers vis-à-vis objectives, efforts and strategies. Given the time and resource limit, it may be around three broad objective of:
- (i) Mobilization and unionization of labourers around wages, employment conditions and security. Here we would like to have a critical examination of the unionization from the point of view of autonomy and sustainability of the unions as well. Further, in the context of mobilization and unionization, the strategy used was specific to the context of seasonal migration. Firstly, the focus of unionization has been stream specific. Second, whereas usually the unionization processes are confined to work places, under the project a deliberate strategy was used to have the processes to both the areas-source and destination. It may be useful to assess the efficacy of this approach in terms of overall unionization efforts, processes and outcomes;
 - (ii) Experimentation with service-provisions related to health check-ups at door step, insurance as a model for sustainable access through the state institutions; and
 - (iii) Advocacy and partnering with the Government with regard to implementation of various provisions of existing social legislations as well as for new policies and other instruments.
- (b) The assessment should preferably include pointed recommendations/suggestions regarding mid-course corrections and future work. The project life is three years with expiry date of 31st March 2011.
- (c) The basis of assessment may be available documents and field visit. A detailed assessment may be confined to couple of migrations streams-brick-workers and cottonseed workers. If considered necessary, primary data could be gathered through the ad-hoc research staff.

ANNEXURE 2

Itinerary of Dr. T.S. Papola's Field Visit

Date	Item	Place
23/02/2010	Discussion with Project Management Participation in an Organisational Workshop Meeting with Project partners of Rajasthan	Udaipur Udaipur Udaipur
24/10/2010	Meeting in a Village Meeting with DRMU Executive	Kherwara, Udaipur District Durgapur
25/10/2010	Travel to Ahmedabad by Road – field visit on the way Meetings at the office of Behavioural Science Centre (BSC) - Adivasi Sarvangin Vikas Sangh - BSC Staff	Meghraj, Sabarkantha District, Gujarat
26/10/2010	Meeting with Project Staff Meeting with Brick Kiln Workers Meeting with Project Partners from Gujarat - BSC (Varsha) - Navsarjan (Manjula)	PRAYAS Office Chandkhera, District Ahmedabad, Gujarat
27/10/2010	Meeting with representatives of Project Partner from Alirajpur Madhya Pradesh (Dhas Grameen Vikas Sansthan) Meeting with Dr. Rajesh Mehta, on Health Services among brick kiln workers Visit to health camp Field visit and Meeting with Union workers from brick kilns and others	PRAYAS Office Chandkhera, Ahmedabad PRAYAS Office Chandkhera, Ahmedabad Adlaj, Ahmedabad, Kadi, Mehsana District
28/10/2010	Debriefing with Shri Sudhir Katiyar	Hotel, Ahmedabad