



International Labour Organization

iTrack
Evaluation

ILO EVALUATION

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This evaluation report was prepared by the ILO Evaluation Office based on a draft report and field notes prepared by Karstein Haarberg. The ILO Evaluation Office collected additional data, conducted additional analyses and made revisions to the report to ensure completeness.

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Acronyms and Abbreviations

AJK	Azad Jammu and Kashmir
CEACR	Committee of Experts on Application of Conventions and Recommendations
DoL	Department of Labour
DWCP	Decent Work Country Programme
EFP	Employers' Federation of Pakistan
FPRW	Fundamental principles and rights at work
FTCC	Federal Tripartite Coordination Committee
GB	Gilgit-Baltistan
GoP	Government of Pakistan
ICT	Islamabad Capital Territory
ILO	International Labour Organization
ILS	International Labour Standards
LI	Labour Inspection
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Development
MTE	Midterm Evaluation
NAP	National Action Plan
OSH	Occupational Safety and Health
PAP	Provincial Action Plan
PCI	Private Compliance Initiative
PTCC	Provincial Tripartite Coordination Committee
PWF	Pakistani Workers Federation
SLISP	Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan
TCPRs	Technical Cooperation Progress Reports
ToC	Theory of Change
TOT	Training of Trainers
UNDSS	United Nation Department of Safety and Security

Executive Summary

Project background

Pakistan is a signatory to 36 ILO conventions including all eight fundamental conventions. Pakistan ratified Labour Inspection Convention 1947 (No. 81) in 1953. Ratification of this Convention obliges the Government of Pakistan (GoP) to put in place an effective labour inspection system to guarantee compliance of the International Labour Standards (ILS).

In 2010, a large number of federal functions – including labour administration and inspection – were devolved to provinces in Pakistan, through the 18th constitutional amendment. The amendment devolved legislative mandate on labour related issues to the four provinces of Punjab, Sindh, Khyber Pakhtunkhwa, and Baluchistan. Provincial government labour departments were given a more proactive role in legislation – with laws adopted by the Provincial Assemblies, as opposed to earlier, when such were adopted by the National Assembly - and the application of the labour laws through the mechanism of labour inspection. Labour inspection was already a provincial function. However, the capacity of the provincial labour departments to promote and ensure application of the labour standards was limited. The fire at Ali Enterprises in Karachi in September 2012, claiming more than 250 lives, highlighted the weaknesses of the labour inspection, and it thus became a turning point for reinvigorating the inspection, that had been restricted for a decade in exercising its function in at least certain areas.

An overarching programme of ILS compliance in Pakistan developed by the Ministry of Overseas Pakistanis & Human Resource Development (MOPHRD) in consultation with employers' and workers' organisations was introduced. At a meeting of donors on 4th March and 17th June 2014 called by MOPHRD, the ILO was asked to support the implementation of this more extensive programme.

The Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan (SLISP) project was initiated in July 2015 to support the Government of Pakistan's more comprehensive programme called "Strengthening National Capacities for ILS compliance in Pakistan". The major project stakeholders included MOPHRD, provincial labour departments, Employers' Federation of Pakistan (EFP), Pakistan Workers Federation (PWF), other trade unions and industry associations to deliver its interventions. The Ministry of Foreign Affairs of the Government of Netherlands funded the project which was expected to end in March 2019. The project received a nine month no-cost extension.

The project's strategy had three approaches as follows: a) Developing capacity of government labour inspection and enforcement institutions; b) Assisting in design, upgrade and roll out of labour inspection tools and a system that can effectively address disputes and propose resolutions; and c) Creating awareness on labour inspections i.e. approaches, relevance and benefits.

The project goal was formulated to promote "more respect for labour norms and safer workplaces in Pakistan" and was supported by several outputs of technical support under the following outcomes:

- Outcome-1: Policies, laws, regulations on labour inspection reformed at the macro level
- Outcome-2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and compliance and reporting on C81 (Labour Inspections).
- Outcome-3: Capacities of the workers' and employers' organization strengthened and their active engagement in labour inspection and occupational safety and health (OSH) activities promoted.
- Outcome-4: Outreach and quality of labour inspection improved through involvement of industrial associations, promotion of corporate social responsibility (CSR) and awareness.

The four outcomes were supported by 24 outputs. The project developed a clear strategy and purpose but did not make a full-fledged LFA nor a written Theory of Change (ToC)¹. The theory of change or intervention logic, therefore, needs to be read from the strategy and programme document.

Evaluation background

The specific purposes of this evaluation was to assess the relevance of the intervention objectives and approach; assess the extent to which the intervention achieved its planned outcomes and objectives; the extent to which its strategy was proven efficient and effective; and whether it was likely to have a sustainable impact. It was an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the project towards strengthening labour inspectors/labour inspectorates in Pakistan and the development of respect for labour norms and safer workplaces.

The donor, the Ministry of Foreign Affairs of the Netherlands, requested that the Evaluation Manager consider two additional issues:

- Look at the steps the project took to bring public and private labour inspection closer together/better aligned. Did the project help in developing a vision? What was the role of buying brands, like the Buyers' Forum?
- Furthermore, did GSP+ have an impact on labour rights compliance? Did the project contribute to this?

The ToR and subsequent additions put forward 39 evaluation questions to be assessed. The evaluator was informed that the list of evaluation questions was more indicative than required.

Methodology

The methodology is built on mixed-methods under time and resource constraints. The evaluation uses document study, qualitative interviews of stakeholders as well as data analysis of both financial and operational data where such exists. The evaluation adheres to UN evaluation norms, standards and ethical safeguards. The evaluation uses the updated guidelines put forward by ILO in this evaluation. ILO has put forward a number of guidelines and checklists on evaluations.

1. *Relevance and strategic fit of the intervention*: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies.
2. *Validity of intervention design*: The extent to which the design is logical and coherent.
3. *Intervention progress and effectiveness*: The extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
4. *Efficiency of resource usage*: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
5. *Effectiveness of management arrangements*: The extent to which management capacities and arrangements put in place support the achievement of results.
6. *Impact orientation and sustainability of the intervention*: The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes. The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.
7. *Capacity Building*: The implementation arrangements put in place by the project to ensure appropriate capacity building of its institutional counterparts.

¹ TOCs were not standard procedures for the ILO Development Cooperation Projects at the time of the development of the SLISP project.

Conclusions

Relevance & Strategic Fit

The final evaluation found that engagement with institutional stakeholders was adequate and this contributed to the relevance of the project. Analysis found that the SLISP outcomes were strongly aligned with the Pakistan DWCP and with Pakistan's Labour Inspection Policy of 2006. These, in turn, were aligned with SDGs 8, 10, 12 and 16. An assessment of the needs of the individual labour inspectors, the ultimate beneficiaries, was not conducted in a timely fashion. Therefore, evidence of the project's relevance to their needs was circumstantial.

Validity of Design

The benefit of quickly establishing the project, while Government interest was high, clearly outweighed the possible weaknesses in up-front, project planning. An informal logframe was developed with 24 outputs and nine quantitative targets. Not only was the number of outputs problematic, the outputs were poorly formulated. The logframe was not really used for project management—possibly because of its poor quality.

One of the big weaknesses in project design was the lack of emphasis on gender equality and non-discrimination. Of the 24 outputs discussed above, only one, 1.2, mentioned gender. The weaknesses of the project design, with respect to gender, were exacerbated by the failure to observe principles of Results-Based Management. There were no indicators, baselines, targets and milestones that could have permitted gender disaggregation.

A table of risk analysis and mitigation measures was also prepared. The table did not include what ended up being the greatest challenge to implementation—devolution. The table was not updated to stay current with the changing context in Pakistan. This does not mean that the project did not adapt. Evidence was found of Provincial Action Plans for strengthening labour inspection in Punjab, KPK, Sindh and Baluchistan provinces. However, it is clear that the adaptation was not made with the benefit of an up-to-date risk assessment as a tool to enhance the project.

The evaluation function shares responsibility with project management for leaving a poor project design in place for the duration of the project. Project management did not use any of the recommendations of the mid-term evaluation (MTE) to make adjustments to the project design. This is probably because the MTE was insufficiently rigorous with regard to the validity of the project design.

Project Effectiveness

A review of the evidence leads to the conclusion that the project achieved many outputs (Annex 8 and 9). Some of the outputs were substantially achieved. For example, it is impossible to deny that training of 26 master trainers and then training more than 400 labour inspectors is a significant achievement (Outcome 2.6).

However, the failure to observe principles of Results-Based Management means that it is not possible to say, conclusively, if the project achieved its OUTCOMES and, if they were achieved, to what extent. There were no outcome indicators, baselines, targets or milestones.

Management Arrangements

The project team was comprised of national professional staff who ran the day to day operations of the project and who facilitated the implementation and coordination of programme activities. Early during implementation, project team took the decision to also implement a nationwide training programme for labour inspectors, itself, instead of implementing it through sub-contracting to a consulting firm or to experts.

No evidence was found that the decision was ever reviewed or approved by the tripartite Project Steering Committee (PSC). This decision meant that the project team was responsible, not only for management, but for implementation, too. Analysis of workshop evaluations show that the training was not adversely affected. However, project management suffered, somewhat.

Project Efficiency

The project spent above 95% of the approved budget and that with a no-cost extension of nine months in to the project's lifespan. According to the final TCPR, substantial savings were derived from the project team's implementation of a nationwide training programme for labour inspectors.

However, any savings that were realized need to be balanced with the inefficiencies in management arrangements, described above. It may actually have been better value for money to have sub-contracted implementation of the training to a consulting firm or to experts so that the project team could have better focused on project management.

Impact & Sustainability

The likelihood of the project having impact and being sustainable is seen as being uneven. The prospect for the impact and sustainability of Outcome 1 (Labour law reform) appears to be good because the ILO has been able to influence the law development process.

The prospect for the impact and sustainability of Outcome 2 (Labour inspector capacity) also appears to be good because the project built a pool of 26 master trainers based in the provincial labour inspectorates and then trained more than 400 labour inspectors. Thus a critical mass was achieved to take the initiative forward.

The sustainability of Outcome 3 (Workers' and employers' capacity) and Outcome 4 (Improved LI quality) have fewer prospects for impact and sustainability. It appears that, with regard to these outcomes, the project engaged stakeholders in social dialogue. However, for the most part, the social dialogue did not translate into action.

Capacity Building

At the outset of the project, the project team took the decision to prioritize the needs of the "statutory labour inspection machinery". No evidence was found that the decision was ever reviewed or approved by the tripartite Project Steering Committee (PSC). Therefore, much of the project's financial and human resources were directed to building the capacity of labour inspectors.

By taking this decision, the project team effectively optimized Outcome 2 (institutional capacities of the labour inspectorate strengthened) and sub-optimized Outcome 3 (capacities of the workers' and employers' organization strengthened). All resources devoted to building the capacity of the labour inspectors were resources not devoted to building the capacity of the constituents.

Lessons learned

1. Timing is important: The project came about at a time that when the government were ready to move, after a long period where LI has not been on the agenda. This gave the project a quick win.
2. Training of Trainers: The benefit of having trainers in-house in Labour Inspectorates gained substantial benefit in the Inspectorates.
3. External support through GSP Plus: GSP Plus was a motivating factor for enforcing LI in Pakistan.

Recommendations

While SLISP is coming to an end, the recommendations will focus on a potential new or continued project. A potential renewal or continuation will be the responsibility of ILO Pakistan by Country Director in addition to the donor and other parties as well. For simplicity, the evaluator has set ILO Pakistan by Country Director as responsible for issues to be raised in such a potential new project on LI in Pakistan. The evaluator has the following recommendations:

Continuation

Recommendation 1: Continue the successful training activities and capacity building on labour inspection in Pakistan. Whether this is done through a specific project, like a continuation of the SLISP project or other organisational forms, is up to the ILO Pakistan to decide.

Responsible: ILO Pakistan by Country Director. Timeframe: Immediately after ending of SLISP.

Priority: High; Resources: Funding from donor necessary.

Gender

Recommendation 2: Need to focus on gender policy and actions. The evaluation shows that gender is not really a focus area, and this needs to change. Gender needs to be on the agenda for the Project on a daily basis. This finding aligns with what the Midterm Evaluation (MTE) found.

Responsible: ILO Pakistan by Country Director. Timeframe: Start of a new project or as soon as possible.

Priority: High; Resources: No funding resources necessary. Training of project management may be needed.

OSH

Recommendation 3: OSH skills and capacity are in high demand. Several of the labour inspection leaders raised OSH as an issue on which to focus more. While some initiatives are already underway, even more focus and initiatives are desired. Different provinces preferred different sectors, like Baluchistan, which wanted a special emphasis on ship demolition, as this is an exposed sector in the province.

Responsible: ILO Pakistan by Country Director, Timeframe: Start of a new project.

Priority: Medium; Resources: Funding from donor necessary.

LI-MIS

Recommendation 4: IT tools and system will drastically increase labour inspections efficiency. Only Punjab province had implemented an IT system; it is definitely time to make this a reality in other provinces as well.

Responsible: ILO Pakistan by Country Director, Timeframe: Start of a new project.

Priority: High; Resources: Funding from donor necessary.

1. Project background

1.1 Context

Pakistan is a signatory to 36 ILO conventions including all eight fundamental Conventions. Pakistan ratified Labour Inspection Convention 1947 (No. 81) in 1953. Ratification of this Convention obliges the Government of Pakistan (GoP) to put in place an effective labour inspection (LI) system to guarantee compliance of the International Labour Standards (ILS). The role of LI is to provide advice on and to enforce the country's labour laws dealing with such matters as conditions of work and the protection of workers' health and safety. The ILO believes that LI is vital for the good governance of labour affairs and economic and social progress and therefore governments must develop and implement necessary legislation, policies, rules and administrative structures that ensure effective labour inspection.

In 2010, a large number of federal functions – including labour administration and inspection – were devolved to provinces in Pakistan, through the 18th constitutional amendment. The amendment devolved legislative mandate on labour related issues to the four provinces of Punjab, Sindh, Khyber Pakhtunkhwa, and Baluchistan. Provincial government labour departments were given a more proactive role in legislation – with laws adopted by the Provincial Assemblies, as opposed to earlier, when such were adopted by the National Assembly - and the application of the labour laws through the mechanism of labour inspection. Labour inspection was already a provincial function. However, the capacity of the provincial labour departments to apply the labour standards was limited due to restrictions on labour inspection (between 2001 and 2012). Pakistan also lacked a well-developed and effective labour inspection system that ensured the maintenance of occupational safety and health standards as the Labour Inspection Policy, 2006, that existed, was not implemented.

After a devastating factory fire in M/s Ali Enterprises in Karachi in September 2012, the ILO supported the Government of Sindh, Employers' Federation of Pakistan and the Pakistan Workers Federation (PWF) to jointly develop an 'Action Plan for Promoting Workplace Safety & Health in Sindh' which contained actions to strengthen the labour inspection system. The ILO's Committee of Experts on Application of Conventions and Recommendations (CEACR) in 2012, while reviewing Pakistan's case on Convention 081, further identified improvements required in quality, outreach and effectiveness of labour inspection. These fed into an eventual overarching programme of International Labour Standards compliance in Pakistan that was developed by the Ministry of Overseas Pakistanis & Human Resource Development (MOPHRD) together with the employers' and workers' organisations. At a meeting of donors on 4th March and 17th June 2014 called by MOPHRD, the ILO was asked to support the implementation of the wider project.

The GSP plus system from 2006 grants Pakistan full removal of tariff duties on over 66% of EU tariff lines as an incentive to ratify and effectively implement 27 international conventions on human and labour rights, environmental protection and good governance. The GSP Regulation of 2012 has introduced a strengthened monitoring mechanism – in the form of a 'scorecard' and continuous GSP+ dialogue – to ensure beneficiary countries comply with their commitments under the 27 key conventions as regards their ratification, effective implementation, compliance with reporting requirements and cooperation with international monitoring bodies.

1.2 The project

The Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan (SLISP) project was initiated in July 2015 to support the Government of Pakistan's wider programme called "Strengthening National Capacities for ILS Compliance in Pakistan".

The major project stakeholders include MOPHRD, provincial labour departments, Employers' Federation of Pakistan (EFP), Pakistan Workers Federation (PWF) and other trade unions and industry associations to deliver its interventions. The Ministry of Foreign Affairs of the Government of Netherlands funded the project with US\$ 1,280,663, and the project was expected to end in March 2019. The project received a nine month no-cost extension.

The project was executed by the ILO through the existing governance mechanism and infrastructure established within the scope of the DWCP, at the start of the project, already ongoing ILS Compliance Project. Activities were

executed according to a work plan formulated in consultation with partners and key stakeholders. The project was led by a National Project Coordinator, who also headed the Project Management Team discussed later in this report.

Various ILO instruments on labour inspection have guided the project, including the Labour Inspection Convention, 1947 (No. 81); the Labour Inspection (Agriculture) Convention, 1969 (No. 129), the Labour Administration Convention, 1978 (No. 150) and the resolution and conclusions from the discussions on labour administration and labour inspection at the International Labour Conference, 2011.

The project targeted four provinces: Khyber Pakhtunkhwa, Baluchistan, Punjab and Sindh.]

The project's strategy had three approaches: a) Developing capacity of government labour inspection and enforcement institutions; b) Assisting in design, upgrade and roll out of labour inspection tools and a system that can effectively address disputes and propose resolutions; and c) Creating awareness on labour inspections i.e. approaches, relevance and benefits.

The project entailed provisions for a mid-term evaluation and a final report. A mid-term evaluation was carried out between September and October 2017 to ascertain the validity of project design, relevance, effectiveness and efficiency in the context of national labour inspection regime and the project management arrangements. At the end of the project, a final report which depicts the entire learning and experience of the project shall be prepared and disseminated to different stakeholders. A financial report will also be enclosed for transparency.

1.3 Theory of Change

The project developed a clear strategy and purpose but did not make a full-fledged LFA nor a written Theory of Change (ToC). The TOC or intervention logic, therefore, needs to be read from the strategy and programme document. Based upon the programme documents' elaborations of the approach and activities, the following ToC can be derived:

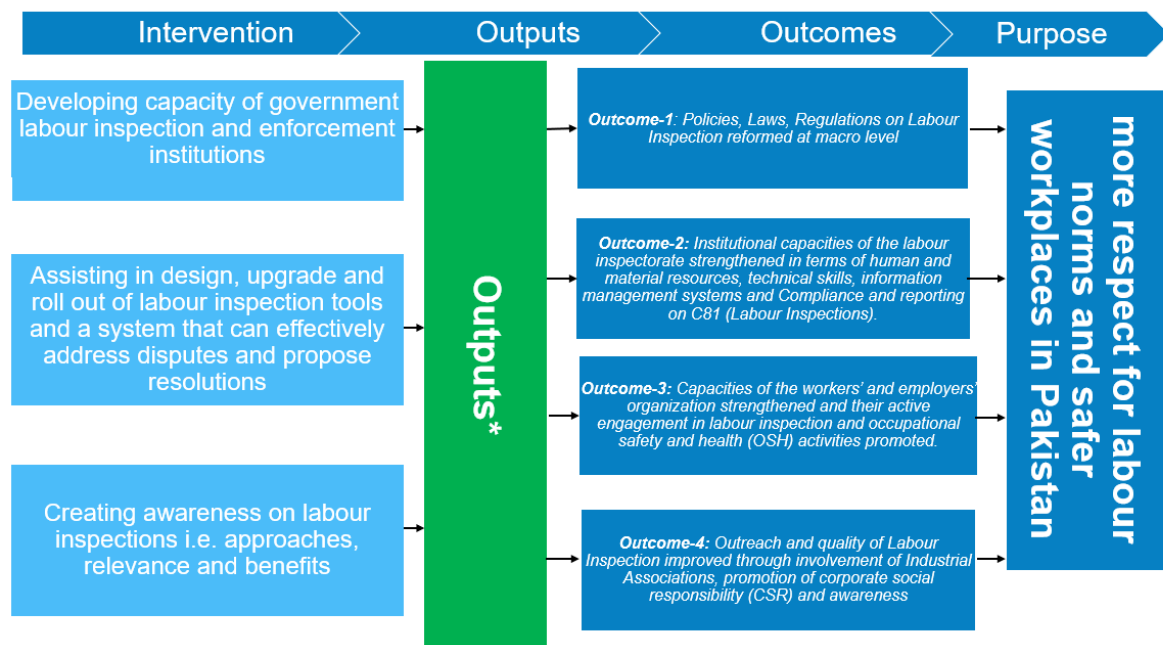


Figure 1 Interpreted Theory of Change overview

1.4 Outcomes

The developmental goal was formulated so as to promote “more respect for labour norms and safer workplaces in Pakistan” and has been supported by several outputs of technical support under the following outcomes:

- Outcome-1: Policies, laws, regulations on labour inspection reformed at macro level
- Outcome-2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and compliance and reporting on C81 (labour inspections).
- Outcome-3: Capacities of the workers' and employers' organization strengthened and their active engagement in labour inspection and occupational safety and health (OSH) activities promoted.
- Outcome-4: Outreach and quality of Labour Inspection improved through involvement of Industrial Associations, promotion of corporate social responsibility (CSR) and awareness

The project had some key milestones from the start in July 2015 to the closure in March 2019:



Timeline for the SLISP project from the start in 2015 to end of 2018.

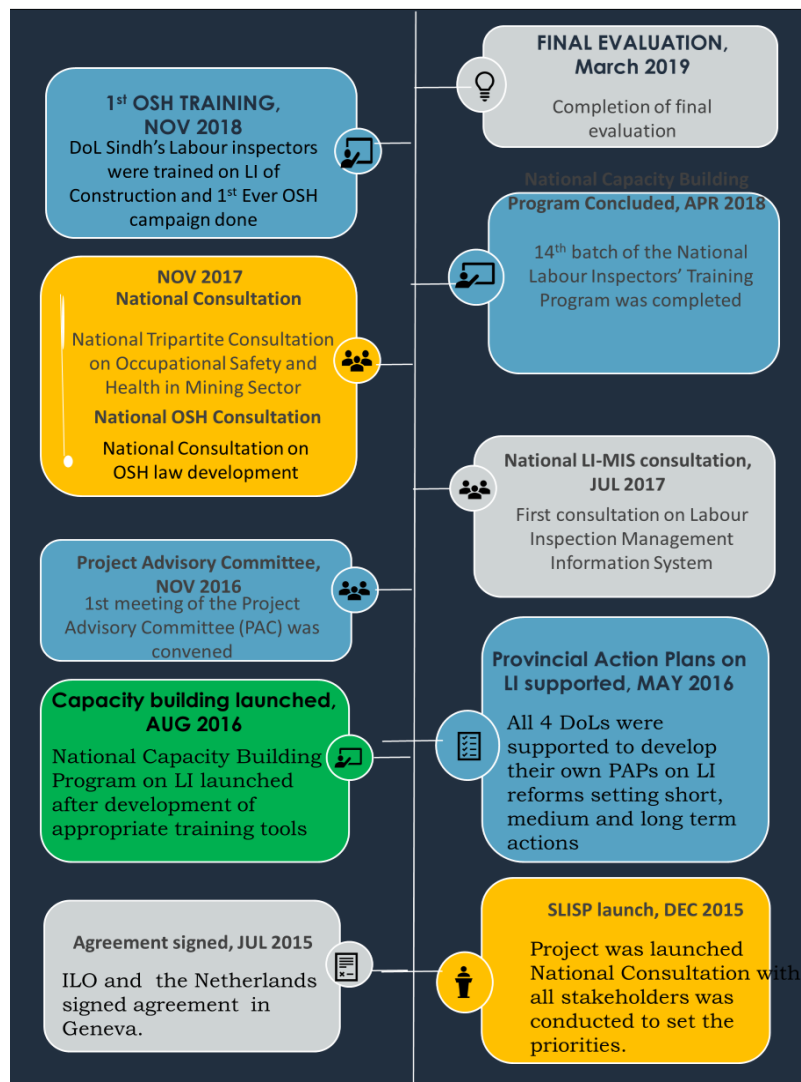


Figure 2 SLISP project timeline

2. Evaluation Purpose, Scope and Clients

This final independent evaluation is due as per ILO policy guidelines for an evaluation which states that projects over US\$ 1 million must undergo a final independent evaluation. The evaluation aims to assess the extent to which the project objectives have been achieved and identify lessons learned and best practices.

The specific purposes of this evaluation are to assess the relevance of the intervention objectives and approach; assess the extent to which the intervention has achieved its planned outcomes and objectives; the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact.

It is also an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the project towards strengthening labour inspectors in Pakistan and the development of respect for labour norms and safer workplaces.

The evaluation covers the SLISP project in Pakistan from its commencement in 2015 to the end of 2018. The evaluation covered all the four regions (Baluchistan, Khyber Pakhtunkhwa, Punjab and Sindh) that were the targets for the main intervention.

The expected clients and users of the evaluation are: the ILO, including the Country Office; ILO Decent Work Technical Support Team; ILO HQ and other project support functions; Government representatives; Worker and employer organization representatives; Representatives of employers' organization; relevant country stakeholders; and the Ministry of Foreign Affairs of the Netherlands as the funding agency.

3. Criteria and Questions

ILO project evaluations usually focus on the OECD DAC criteria including the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. In addition, the ToR included a seventh criteria, called capacity building and institutionalisation.

The donor, Ministry of Foreign Affairs of the Netherlands, also requested that two additional issues be considered:

- Look at the steps the project has taken to bring public and private labour inspection closer together/better aligned? Did the project help in developing a vision on this? What is the role of buying brands, like the Buyers' Forum in this?
 - Furthermore, did GSP+ have an impact on compliance to labour rights? Did the project contribute to this?
- 1) **Relevance and strategic fit:** To evaluate the outcomes of the project and assess whether the project has achieved its immediate objectives as well as contributed to the broader framework, specifically the project's *development objectives* and the *Pakistan DWCP*.
- Extent of project relevance and responsiveness to address its objective over the project period?
 - How flexible have been project strategies, tools (including training tools) in addressing project goals?
 - Has a gender and disability inclusion approach been taken into consideration in the project?
 - Extent to which the project approach is strategic and based on the ILO comparative advantages?
 - How appropriate were project strategies and interventions to promote respect for labour norms and create safer workplaces?
 - How does the project outcomes contribute to Sustainable Development Goals and ILO Pakistan DWCP?

2) **Validity of intervention design:** Assess appropriateness of results framework and appropriateness of its indicators, targets and the overall M&E strategy and practices

- Were the design and the logframe developed by the programme coordinator valid and consistent? Have there been adjustments in the logframe throughout the project implementation?
- Did the design appropriately identify risks and key assumptions? Did the project have a mitigation strategy that accounted for changing context in Pakistan?
- How was the process of consultation and identification of problem and strategies done during the project design stage? How did the consultation results affect the project design?
- Did the project design adequately consider the gender dimensions of the problem, challenges, and interests of the women target groups and of the planned interventions?
- Have there been adjustments made on the project design following the recommendations of the mid-term internal evaluation?

3) **Project progress and effectiveness:** Assess project progress against immediate objectives, expected outputs and outcome targets, as well as the delivery of quality outputs and outcomes.

- To what extent has the project attained its objectives?
- To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) toward gender equality and non-discrimination and inclusion of people with disabilities? What specific measures were taken by the project to address issues related to gender equality and non-discrimination and inclusion of people with disabilities? And how effective were these measures in advancing these issues?
- What were the major factors influencing the achievement or non-achievement of the project objectives? And to what extent had these factors contributed or potentially contributed to gender equality and non-discrimination and inclusion of people with disabilities?
- What were the challenges faced by the project in achieving the results and how were they addressed?
- To what extent has the project addressed the recommendations made during the mid-term internal evaluation?
- To what extent have stakeholders, particularly workers and employers' organizations been involved in project implementation?

4) **Resource efficiency:** Measure how economically resources/inputs (funds, expertise, time, etc.) are converted to results

- Have resources (funds, human resources, time, expertise etc.) been allocated and delivered strategically to achieve the project objectives? And to what extent the project resources factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination and inclusion of people with disabilities?
- Was the existing management structure and technical capacity sufficient and adequate?
- How well did the project manage finances (including work and financial planning, budget forecasts, spending and reporting)?
- What monitoring system was put in place to assess and improve resource utilization and its efficiency?
- To what extent did the project leverage resources (financial, partnership, expertise) to promote gender equality and non-discrimination and inclusion of people with disabilities?

5) **Impact orientation and sustainability:** Provide an overview of sustained impact of the project against the following outcomes;

- How conducive was the policy/regulatory environment in the target local areas for achieving project goals?
- Are there any good practices and tools of promoting developing a transparent, effective, modern, comprehensive labour inspection system that came about from this project? Have these been well-documented?
- Are there any follow-up actions required to continue the momentum of the project?
- What were the intervention's long-term effects in terms of reducing or exacerbating gender equality and non-discrimination and inclusion of people with disabilities?
- To what extent did the intervention advance strategic gender-related needs that can have a long-term positive bearing on gender equality and non-discrimination and inclusion of people with disabilities?

6) **Effectiveness of management arrangements:** To what extent the management system is appropriate to achieve desired results and outcome within a timely, effective and efficient manner including;

- What is the quality and frequency of operational work planning and risk management? Describe the process in each country and how coordination was done
- To what extent do project management capacities and arrangements put in place to support the achievement of the planned results?
- What are the internal and external factors that have contributed to the pace of project implementation? What are the lessons learnt to ensure effective project management?

7) **Capacity building and institutionalisation:** The implementation arrangements put in place by the project to ensure appropriate capacity building of its institutional counterparts.

- How did the project engage with the tripartite constituents (Government, labour organizations (employers and workers) during project implementation and to institutionalize project interventions?
- Which types of capacity building activities have been more and less effective and what lessons can be derived from these experiences?
- How likely are the project outcomes going to be sustainable? What are needed to increase the likelihood of sustainability?
- What are potential good practices, especially regarding models of interventions that can be applied further, shared and replicated?

3.1 Cross-Cutting Policy Drivers

The evaluation addresses the ILO's cross-cutting policy drivers – international labour standards, social dialogue, environmental sustainability and, especially, gender equality and non-discrimination. This implied involving both men and women as well as other social/cultural categories as relevant in the evaluation process. Moreover, the evaluator attempted to disaggregate data and information by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men.

4. Methodology

4.1 Evaluation approach

The evaluation used a mix of evaluation approaches to ensure a triangulation of information. A goal-based approach was used to examine outcome achievements. Additionally, a mixed methods approach (e.g. document analysis, interviews, direct observation and surveys) was used to ensure the validity and reliability of the findings. As well, a participatory approach was used in that, to the extent possible, the evaluation tried involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

4.2 Evaluation process

Phase I: Inception report and document study

The evaluation process began when the evaluator received selected project-related document from the ILO a few days before contract signing. The list of documents were slightly increased later in the evaluation process. For a list of documents, see Annex 5. When the contract was signed, an inception report was initiated. The field mission was scheduled and commenced the day after the contract was signed² and the Inception Report was later completed. The document study was partially completed in parallel with the in-country field visit.

Phase II: In-country evaluation

The field mission undertook interviews of ILO staff, tripartite parties located in Islamabad, as well as interviews with senior labour inspector managers from Khyber Pakhtunkhwa which arrived in Islamabad. Later, the evaluator visited Lahore, Punjab for an interview with Punjab labour inspection. The evaluator also visited Karachi, Sindh for interviews with representatives of Sindh labour inspection and the Department of Labour and Human Resources. Also, an interview with Baluchistan labour inspectors took place in Karachi but was very brief. The prevailing security situation did not allow for the evaluator to go to Peshawar or Quetta.

Scheduling interviews was challenging for the project team, and no meetings with MOPHRD in Islamabad were possible. Though scheduled twice, the meetings were cancelled both times. An interview with the Department of Labour and Human Resources in Sindh was later completed on WhatsApp. No female inspectors were interviewed.

Even though the project documents requested some quantitative performance data, and even had a section “Quantitative Targets” with nine quantitative targets set, no significant quantitative performance data was found. This also concerned supporting documents, like the mid-term review, which did not use any quantitative data in its report.

Basic performance data was lacking, and in the final debriefing call, the head of the country office suggested that the PMU collect this information to be sent over. A request for quantifiable data was drafted by the evaluator and handed over to the PMU. The evaluator received the requested information the following week. It is this information that is used in this report.

Phase III: Analysis and reporting

After the return from the field visit to Pakistan, the evaluator drafted this report. The analysis was based upon the totality of collected information, undertaken analysis and data and findings from field visit and document study. The evaluator did not meet several of the stakeholders during the field trip nor had a stakeholder workshop upon which to rely. ILO Pakistan commenced two reports, one on EFP’s Annual OSH Award and one rapid assessment of Occupational Safety & Health (OSH) in the Construction Sector in Sindh. These reports were sent to the evaluator before completion of the draft report.

² Due to the transition to the new financial system IRIS

4.3 Disclaimer and limitations

The initial plan for the field visit was to visit all four provinces to have meetings and workshops in the Department of Labour and labour inspection headquarters. The evaluator consulted his country's Embassy which did not recommend travel to Khyber Pakhtunkhwa and Baluchistan. After a security clearing process with UNDSS, the UNDSS decided that a visit by the consultant to Peshawar, KP, and Quetta, Baluchistan, was not advisable. Therefore, instead, key labour inspection staff from these regions traveled to Islamabad and Karachi for an interview with the evaluator, as a mitigation step to collect information from these provinces.

The rescheduling made it challenging to make a satisfactory interview schedule. Many of the stakeholders were, therefore, not interviewed. For example, the evaluator did not meet central government (see discussion in Evaluation Process section), the Ministry of Overseas Pakistanis and Human Resource Development. The interviews were therefore far fewer and shorter than anticipated, and the report should be read with this context in mind.

ILO Pakistan chose to move the stakeholder workshop planned and requested in the TOR to after the evaluator had left the country. The opportunity to consult stakeholders in plenary discussions and feedback was therefore, not available. No mitigation steps were possible.

The ToR and subsequent additions have put forward 39 evaluation questions to be assessed, which is a large number of questions. The evaluator was informed that the list of evaluation questions was more indicative than required. The questions also are somewhat overlapping. To prevent the report from being unreadable, the list of evaluation questions were grouped and responded to in readable sections rather than responded to one by one. One example is gender which appeared in nine questions in the TOR but was responded to in only one section.

To the extent feasible, the evaluator studied and adhered to the highest evaluation standards and codes of conduct and followed the UN evaluation standards and norms. The ILO's policy guidelines for results-based evaluation (3rd edition) 2017 provided the basic framework. The evaluation was carried out according to ILO standard policies and procedures.

5. Findings

The findings regarding fulfilment of the performance targets and regarding all of the main evaluation questions are elaborated below.

5.1 Relevance and strategic fit

The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies.

- Was the project relevant to the needs of the stakeholders?

Output 2.1 states that a needs assessment for strengthening labour inspection based on international standards would be undertaken. As of December 2018, a draft of the National Profile was under review and finalization. Therefore, this outcome was deemed to have been significantly achieved. The final evaluation, however, does not agree with this assessment. The needs assessment should have been carried out in 2015 prior to undertaking project activities.

However, there is some evidence to suggest that the project was relevant to the needs of stakeholders. One of the main project activities was to provide training to labour inspectors. Over the course of the project, 12 workshops were presented to 292 inspectors. At the end of each workshop, a satisfaction survey was conducted. One of the questions that was asked was "How much did you expect before coming to the training that it would be a useful training?" The mean response was 3.97 on a scale of 1-5 in which one was low and five was high. The standard deviation was 1.18. These results seem to suggest that there was, at least, an expectation that the workshop would be useful among the inspectors who were being trained.

- Was the project aligned to the Pakistan DWCP and to the ILO's Programme and Budget outcomes?

In 2015, the same year that the SLISP began, the ILO's constituents signed a third DWCP for 2016-2020. The DWCP document identified four priorities: (1) promoting decent work in the rural economy; (2) promoting job creation for youth and vulnerable groups; (3) strengthening compliance with International Labour Standards (ILS) through social dialogue; and, (4) extending social protection floors.

DWCP Outcome 3.2 is "Workplace compliance enhanced through effective monitoring and labour inspection systems". There are three indicators for this outcome: (1) number of frameworks to reform labour inspection developed; (2) number of institutions/individuals supported to undertake effective labour inspections; and, (3) number of labour inspections undertaken in the informal economy.

A comparison of the DWCP outcome strategies with SLISP outcomes shows that there was a strong alignment between the two.

Outcome 3.2 strategies	SLISP outcomes
Provide technical assistance to establish a reliable and efficient reporting mechanism/compliance system which will rely primarily on labour inspection;	Outcome-2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and compliance and reporting on C81 (Labour Inspections).
Strengthen capacity of the tripartite constituents to undertake diagnoses of the workplace compliance, inform the design of relevant strategies such as labour	Outcome-3: Capacities of the workers' and employers' organization strengthened and their active

inspection and monitor progress towards its implementation;	engagement in labour inspection and occupational safety and health (OSH) activities promoted.
Strengthen capacity of the tripartite constituents to advocate for formulation of relevant policies and legal farm-workers concerning labour inspection;	Outcome-1: Policies, laws, regulations on labour inspection reformed at macro level
Facilitate targeted actions by national and provincial authorities to improve quality and outreach of LI;	
Support workers and employers organizations awareness raising, training and knowledge sharing initiatives in the target areas;	Outcome-4: Outreach and quality of labour inspection improved through involvement of industrial associations, promotion of corporate social responsibility (CSR) and awareness
Ensure availability of technical advisory services, the dissemination of policy resources packages and capacity-building interventions for tripartite plau. This includes training and knowledge development of the collection and analysis of statistics on labour inspection and implementation of gender-responsible labour inspection toolkits.	

The project was also aligned with Outcome 11 of the 2014-15 P&B (Labour administrations apply up-to-date labour legislation and provide effective services).

- Was it relevant to national, regional and international development frameworks?

This project is related to the umbrella reform programme, Labour Inspection Policy from 2006 — this programme aimed to transform the labour inspection system at the national scale. The LI Policy of 2006, however, had limited progress as the then Federal Ministry of Manpower and Overseas Pakistanis had a restricted mandate in terms of labour inspection and issues related to its establishment. MOPHRD was established in 2013 after the devolution in 2010 and was a merger of several former ministries.

The Ministry is still nascent and is struggling with the development of institutional mechanisms and required expertise to coordinate with relevant stakeholders of labour administration, report on ratified labour conventions, ratify new conventions and coordinate with provincial governments to align national labour laws with Pakistan's international obligations on labour standards, according to the MTE. The SLISP programme does align well with the Policy of 2006.

On the policy level, support to provinces and central government with updating policy and laws were set a quantitative target of two laws. A high number of labour laws has been updated, which is naturally in the wake of the devolution, and the key to updating provinces for a modern labour regime. SLISP key issues have been included, according to findings from interviews and checks, in many of these laws. SLISP contributed to the support of these law updates as this was part of Outcome 1

Even though the updated laws are aligned with the Constitution and, as such, is not an ILO-only outcome, the ILOs involvement in supporting provinces and government in bringing the laws up-to-date has been a relevant and responsive activity during a time of large changes in the Pakistani labour market and economy with Government and provincial governments continuing in a phase of transformation after the devolution in 2010 and scarce capacity.

- Was it relevant to the SDGs?

The DWCP priority and outcome to which the SLISP is aligned are, in turn, aligned with SDG no. 8 (promote inclusive and sustainable economic growth, employment and decent work for all; no. 10 (reduce inequality within and among countries); no.12 (ensure sustainable consumption and production patterns); and no. 16 (promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).

5.2 Validity of intervention design

The extent to which the design is logical and coherent.

- Were the design and the logframe developed by the programme coordinator valid and consistent? Have there been adjustments in the logframe throughout the project implementation?

The intervention was not supported by a formal logframe, which often is the preferred approach in the ILO. An informal and simple logframe was developed by the programme team, as part of a project planning and monitoring spreadsheet workbook in Excel. An annual activity plan was also part of this planning workbook. This logframe and Excel workbook were only for internal use, were not approved by anyone, and therefore not regarded as part of the intervention mechanism. This logframe appeared to only be used for activity planning.

An analysis of the informal logframe (Annex 7 & 8) shows that there were 24 outputs and 9 quantitative targets. The ILO's DWCP, RBM and Development Cooperation handbooks do not put limits on the number of outputs that a project can have. None-the-less, they do indicate that outputs, along with activities and resources, should be continuously monitored. The evaluation found that many of the outputs (e.g. number of female labour inspectors) were not monitored properly. Monitoring such a large number of outputs could have been a drag on implementation.

A bigger problem, however, was that many of the outputs were not well formulated. In this sense, the final evaluation is of an opinion that is different from that expressed in the mid-term evaluation (MTE). The MTE found the outputs to be "well thought through". However, analysis for the final evaluation showed that many of the outputs did not meet the SMART criteria. According to the ILO's *Guide to Writing SMART Outputs*, outputs should be Specific, Measurable, Achievable, Relevant and Time bound.

For example, Output 2.5 states *Modern and computerized labour inspection tools, including computer-based checklists, protocols and equipment for monitoring workplace environment developed and inspectors trained on their use (also includes a modern database and information management system on Labour inspection and OSH)*. These are actually two separate outputs that were combined into one. The first output is development of modern labour inspection tools and the second is training. The many caveats make measurement very difficult.

The quality of the informal logframe may have been a contributing factor to the observation, made by the evaluator, that the outcomes and outputs were not really used for programme management. Some of the numerous outputs were not realistic, as discussed in the outcome matrix found in Annex 9. A more realistic and reduced design would most likely have been more manageable for the project.

- Did the design appropriately identify risks and key assumptions? Did the project have a mitigation strategy that accounted for changing context in Pakistan?

A table of risk analysis and mitigation measures was included in Annex C of the project document. The table contained ten risks, seven of which were judged to be outside of the scope of influence of the ILO or the programme. Three risks are under the influence of ILO. It is interesting to note that the risks did not include what ended up being the greatest challenge to project implementation—devolution.

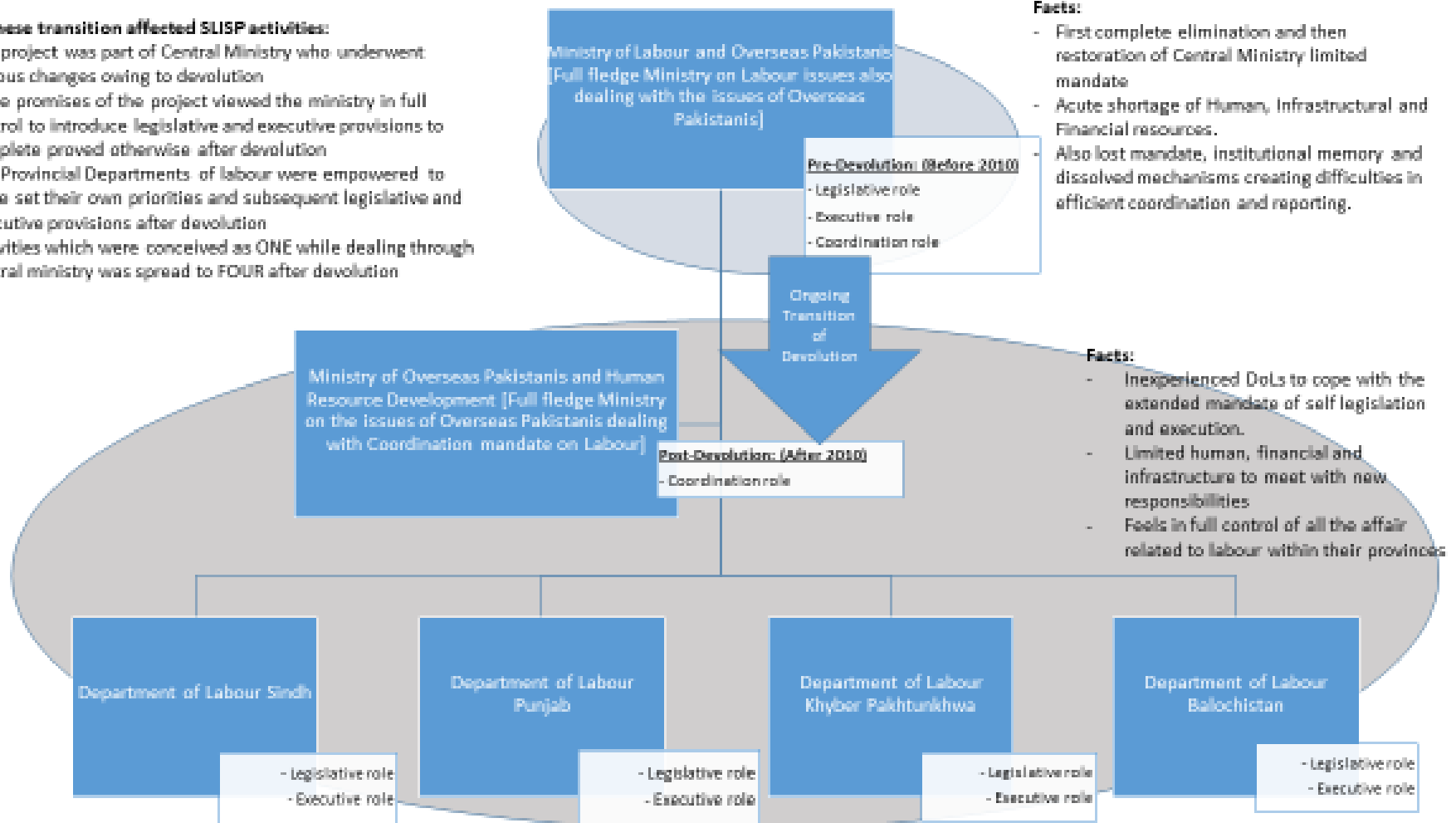
SLISP was conceptualized, before devolution, as being part of a very ambitious umbrella reform programme that aimed to transform the **national** labour inspection system. The 18th Constitutional Amendment of 2010-2011 devolved responsibility and resources for labour inspection to the provinces. This totally altered the landscape of the labour administration system in the country (see graphic on following page).

It is also interesting to note that the table was not updated to stay current with the changing context in Pakistan. This does not mean that the project did not adapt. Evidence was found of Provincial Action Plans strengthening labour inspection in Punjab, KPK, Sindh and Balochistan provinces. However, it is clear that the adaptation was not made with the benefit of an up-to-date risk assessment as a tool to enhance the project.

Risks associated with devolution.

How these transition affected SLISP activities:

- The project was part of Central Ministry who underwent serious changes owing to devolution
- Some promises of the project viewed the ministry in full control to introduce legislative and executive provisions to complete proved otherwise after devolution
- The Provincial Departments of labour were empowered to make set their own priorities and subsequent legislative and executive provisions after devolution
- Activities which were conceived as ONE while dealing through central ministry was spread to FOUR after devolution



- How was the process of consultation and identification of problem and strategies done during the project design stage? How did the consultation results affect the project design?

According to the project document, consultations on the SLISP project were held during the second National Tripartite Consultative Committee (NTCC) meeting. The ILO website³ reports that the second NTCC meeting was held on 27 January 2015 at the Ministry of Overseas Pakistani and Human Resource Development in Islamabad. Attendance included representatives from the Provincial Departments of Labour, Employers Federation of Pakistan and Pakistan Workers Federation. The agenda included consultations on labour inspection reforms – a shift from activity to system-based inspection amongst other issues. Therefore, it appears that consultation and identification of the problem and strategies were adequate.

- Did the project design adequately consider the gender dimensions of the problem, challenges, and interests of the women target groups and of the planned interventions?

Of the 24 outputs discussed above, only one, 1.2, mentions gender. The text reads, *Gender-mainstreamed into national & provincial labour inspection and OSH, policies and implementation strategies developed, adopted and implemented in consultation with the social partners.* The weaknesses of the project design, with respect to gender, were exacerbated by the failure to observe principles of Results-Based Management (to be discussed below). There were no indicators, baselines, targets or milestones that could have permitted gender disaggregation.

- Have there been adjustments made on the project design following the recommendations of the mid-term internal evaluation?

Project management did not use any of the recommendations of the mid-term evaluation (MTE) to make adjustments to the project design. This is probably because the MTE was insufficiently rigorous with regard to the validity of the project design. In the 2017 TCPR, submitted the same year as the MTE was conducted, project management reported considering the revision of five outputs (see below verbatim table from 2017 TCPR)) and the combination of two outcomes (3 and 4). None of the proposed revisions, all of which appear to have had merit, were recommended in the MTE report.

Output #	Output Text	Status	Analysis of Output Delivery
1.4	Legal provisions to facilitate 'alternate inspection systems' introduced	Canceled	The law of the land neither recognizes nor permits any alternative labour inspection system.
2.2	System for labour inspection human resources management and career development established, including performance monitoring and appraisal system for the promotion of labour inspection credibility, accountability and transparency and reinforcement of good practice and professional integrity;	Delay: behind schedule	The information collected in the [draft] National LI Profile developed in 2018-19 provides a fair assessment of the elements that could be a good consideration for provincial inspectorates and directorates to improve their human resource management system. However, the transition in the governments' human resources management system requires a legal provision subscribed by the legislature.

³ https://www.ilo.org/islamabad/whatwedo/eventsandmeetings/WCMS_340478/lang--en/index.htm

			The output is categorized as “delayed” but that owing to the exogenous factors.
2.7	Pilot projects supported in selected Districts on (a) Registration and classification of the enterprises; (b) enforcement of integrated inspection in the selected Districts; (c) self- inspection and self-reporting in the selected enterprises having low risk; and (d) designing and piloting of labour extension system (to informal economy) in the selected District/sector	Cancelled	The output envisaged an overambitious restructuring of the labour inspection system that couldn't materialize within the present regulatory framework. The pilot projects were not admissible by the government in absence of the legislation that may have recognized integrated inspection and/or self-inspection/reporting
4.4	Independent inspection and counselling mechanisms designed and piloted at Industrial Association and enterprise levels – with active engagement of public sector Labour Inspectorate	Cancelled	The law of the land neither recognizes nor permits any alternative labour inspection system.
4.5	Database of Private Certification companies developed and a regulatory framework for Private (third party) Certification for Labour Inspection developed in consultation with Buyers and Industrial Associations	Completed	The study on PCIs provides information about international accreditations. However, the public labour inspection does not recognize or interface with the private certification due to lack of legal provision in this regard.

- RBM?

The evaluation found that the project design contained no outcome indicators, baselines, targets or milestones as recommended in the *ILO's Results-Based Management Guidebook*. This had significant implications for this final evaluation. The results were assessed on the output level (Annex 9) because no indicators, baselines, targets or milestones were formulated on the outcome level.

5.3 Project progress and effectiveness

The extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.

- To what extent has the project attained its objectives?

Outcome 1: Policies, laws, regulations on labour inspection reform

For strengthening the regulatory framework, the project through ILO's office-wide approach supported stakeholders' consultations, technical review of labour laws and persuasion to advance the labour law reform process. Specifically, the project facilitated i) National tripartite plus consultation with stakeholders and social partners; ii) development of National Action Plan and Provincial Action Plans to improve labour inspection; iii) development of National Profile on Labour Inspection and OSH; iv) study on District Level Inspection System; and v) development and showcasing of a national level report on OSH legal framework and statistical trend analysis.

With regard to specific activities, the ILO supported the adoption of updated [provincialized] Factories Acts and other major laws in the province of Sindh, Punjab and Khyber Pakhtunkhwa (KP), Baluchistan and ICT. So far Punjab, KP and Sindh have enacted 17, 11 and 13 labour laws respectively. One noticeable milestone achieved during the reporting period was the promulgation of the first-ever stand-alone law in Pakistan (according to our knowledge) on OSH in Sindh (i.e. Sindh OSH Act 2017). Also, the province of Punjab and KP⁴ are preparing to pass similar OSH law in 2018. Baluchistan has approved only one major labour law, i.e. Baluchistan Industrial Relations Act, and their remaining laws await legal vetting before promulgation in the province.

The Departments of Labour (DoL) in Punjab, Sindh, Khyber Pakhtunkhwa and Baluchistan are also at varying stages of updating/adapting/enacting their remaining respective labour laws and rules. Legislation on OSH and child labour are the major areas that the provincial DoLs are currently prioritizing. Islamabad Capital Territory is also in the process of passing six laws at present. In its final year, the project continued support to DoLs on this front by supporting the creation of rules for implementing these laws, in particular, OSH legislation.

SLISP also advocated with the Federal and Provincial Tripartite Coordination Committees, i.e. FTCC and PTCCs for the prioritization of labour inspection as an important priority. Moreover, the project convened the first meeting of the Project Advisory Committee (PAC), which comprised representatives from relevant federal ministries, provincial departments of labour, workers' and employers' organizations and the Embassy of the Netherlands. The PAC, along with overseeing the project activities, also helped in creating demand for a stronger labour inspection system. The PAC recommended expanding the geographic coverage of the project activities to areas outside the four provinces and stressed upon the tripartite partners to play a more active role in advancing the labour inspection agenda in Pakistan.

Laws and policies are coming into place, and a number of laws with relevant labour content are being approved. In section 5.2 of this report, the evaluator has a more in-depth discussion on this objective, where the evaluator observed that the actual content of the laws does not exceed what is already in the Constitution, for the reviewed laws. It is therefore difficult to verify SLISP additionality, i.e. to consider the extent to which desirable outcomes (in this respect the laws) would have occurred without SLISP intervention.

Outcome 2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and Compliance and reporting on C81 (Labour Inspections).

With regard to building institutional capacities, SLISP provided technical assistance and support to Provincial Labour Inspectorates for development of Provincial Action Plans. It also conducted Training of Trainers (TOT) to build a pool of 26 master trainers based in the provincial labour inspectorates. A comprehensive toolkit for labour inspectors

⁴ Adopted in January 2019, while the second draft of the OSH law for KP has been prepared.

was developed and used to train the entire cadre of labour inspectors of three provinces namely Baluchistan, Khyber Pakhtunkhwa and Sindh and the majority of inspectors from Punjab and the territories⁵. The project aided capacity building of senior leadership of labour inspection machinery and supported seminars and commemoration of international days that provided opportunities to promote social dialogue between workers and employers. The project also helped MOPHRD in meeting its mandatory reporting requirements regarding ILO convention C-81 and accessing consultative and capacity building opportunities.

The aforementioned toolkit contains technical information on FPRW and working conditions, ethical codes and soft skills. The toolkit offers several practical and simulation exercises to help better grasp the technical contents. The feedback provided by the labour inspectors and their line managers reveals that the toolkit greatly helped the participants in germinating their learning outcomes by the employment of adult learning methodologies.

The training of 26 trainers-of-trainers⁶ and, later, of most of the labour inspectors in the four provinces is the major success of SLISP. The LI in the four provinces went from being outdated in LI to being more updated and aware of international LI standards. Provincial LI have been motivated to implement better LI in their province because of the capacity building according to findings in interviews. Also, other provinces have benefitted of the training, and the number of trained inspecting staff are 403 inspecting staff (i.e. 385 men and 18 women) from Baluchistan, Khyber Pakhtunkhwa, Punjab, Sindh, AJK, ICT and GB.

Regarding training, institutionalizing master training within the inspectorates could become a more suitable proposition if the government-owned training functions/institutions are supported in employing the capacities of these master trainers, according to the SLISP programme. The project thus made an effort to strengthen its engagement with and support to the such government institutions during the last year of the project.

Product 2.2 System for labour inspection human resources management and career development established. The project meaningfully engaged with provincial governments to create demand for reforming their human resource management policies, systems and practices. However, the output cannot be achieved without major restructuring and reengineering of the entire labour administration and labour inspection architecture, which is unlikely in the near future.

Outcome 3: Capacities of the workers' and employers' organization strengthened and their active engagement in labour inspection and OSH activities promoted.

SLISP supported a number of activities for the workers' and employers' organizations. Several OSH activities were held, and in later years the mining sector was targeted as particularly relevant. The mining sector has particular challenges in Pakistan, as an industry with a high number of fatalities as a result of occupational accidents and poor safety and health conditions in general, according to reports from trade unions and media⁷.

Another example is that the Employers' Federation of Pakistan organizes the International Day on Safety and Health at Work, in collaboration with SLISP, with the objective to promote a culture of prevention on OSH. The objective of the event is to celebrate the universal day and to create awareness about safety and health amongst the employers in general and EFP members in particular. SLISP also reprinted the ILO's resource handbook entitled "Safety & health in small-scale surface mines" as a handbook for mines inspectorates and social partners

Progress (level of success) was not measurable. Engagements of the workers and employers' activities are going well. The activities also break some new ground in addition to continuing existing events like the EFP's Annual OSH Award. Example of new ground activities is National Tripartite Consultation on Occupational Safety and Health in Mining Sector, held in November 2017.

⁵ Training completed in March 2019.

⁶ Gender disaggregation not available.

⁷ See also report from National Tripartite Consultation on Occupational Safety and Health in Mining Sector, Pakistan, (November 21-22, 2017).

Outcome 4: Outreach and quality of labour inspection improved through involvement of industrial associations, promotion of CSR and awareness.

This objective was inspired by the ILO's earlier successful pilot of a child labour inspection model that was supported by the industry. The model was being replicated before the start of this project.

As a first step, a PCI (Private Compliance Initiative) study mapped various private compliance standards practiced in Pakistan. The prevalence of PCIs – geographical, industrial/sectoral and economic classification were documented. This was done in mid-2017. This was ground-breaking work with the PCI study important for LI and private collaboration and common understanding.

SLISP and labour inspection are also joining Buyers forum meetings. Also, labour inspection representatives are invited to these meetings.

This outcome was partially achieved. Visible and verifiable progress was difficult to find. The PCI study revealed that companies in Punjab and Sindh have a lead in the use of PCIs. Textiles, the garment industry, sporting goods, and surgical instruments are the top four sectors out of the 19 sectors included in the study. In response to these findings, participants in Buyers Forum events have raised concerns on the scope and coverage of labour inspection in Pakistan in general, and in response to the presentation highlighted, the following are the prevalent issues that need to be addressed in order to improve productivity in the labour market.

- Absence of contracts
- Late or no payments of overtime
- Wage documentation and transparency
- OSH: Fire and Building Safety
- Freedom of association versus work councils

Even though the Buyers Forum has been around for some time, it is still more for information than decision-making purposes, at least for LI. This is our finding based on interviews with LI in provinces as well as from documents from Buyers' Forum and Buyers' Forum meetings.

- To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) toward gender equality and non-discrimination and inclusion of people with disabilities? What specific measures were taken by the project to address issues related to gender equality and non-discrimination and inclusion of people with disabilities? And how effective were these measures in advancing these issues?

An annual TCPR was prepared for the project and represents an important milestone in monitoring and reporting the status of the project. The TCPRs reported on progress towards planned activities, output targets, and outcomes (immediate objectives). A risk and assumption chapter, as well as performance issues and lessons learned, are a part of this report.

The TCPRs reported some progress on gender issues. In 2016, the TCPR reported that gender had been integrated into the law development process. The following year, 2017, the TCPR reported that all provincial laws and major regulatory instruments had been vetted with a gender lens. In addition, for both years, the TCPR reported progress recruiting labour inspectors with gender disaggregation.

However, the final TCPR struck a more pessimistic note. It reported that gender dimensions of labour remain neglected. Despite some provisions in the labour laws, labour inspections are not being done with a gender lens because the number of women inspectors is "laughably" small whereas male inspectors lack adequate awareness and sensitization about this issue.

The TCPR came to the conclusion that, given the massive scale and complexity of the problem, it may be well beyond the capacity of a small project like SLISP to make any visible impact. However, if SLISP intends to continue

to work in this area, it will need more resources and a comprehensive strategy for mainstreaming gender into labour inspection.

- What were the major factors influencing the achievement or non-achievement of the project objectives? And to what extent had these factors contributed or potentially contributed to gender equality and non-discrimination and inclusion of people with disabilities?

One important factor that supported the performance of SLISP was the GSP Plus. GSP Plus allows almost 20 per cent of Pakistani exports to enter the EU market at zero tariff and 70 per cent at preferential rates. The EU GSP Plus Scheme promises economic benefits. According to Punjab Governor Chaudhry Muhammad Sarwar, Pakistan has earned \$15 billion due to the GSP Plus since 2013. It is seen as being incumbent on all the stakeholder, public and private sectors alike, to play their part in ensuring that Pakistan continues to benefit from such an opportunity. It was evident when interviewing stakeholders that GSP Plus was an important motivation for enforcing good policies, including labour inspection.

- What were the challenges faced by the project in achieving the results and how were they addressed?

According to the final TCPR, the effectiveness and coverage of labour inspection in Pakistan was constrained by a host of challenges and bottlenecks such as:

- Very small number of labour inspectors;
- Labour inspections are devoid of sufficient evidence as these are conducted, documented and reported in an unsystematic and non-scientific manner which leads to prolonged judicial proceedings, resulting in wastage of time and resources and ultimately in poor industrial relations;
- Paper based inspection is not only inefficient, it also fails to generate authentic inspection data;
- There is no system for gathering and regularly updating country wide data which could help to identify and target problematic geographical areas, sectors and establishments;
- Questionable transparency of labour inspection, which results in actual as well as alleged corruption.

The final TCPR failed to take into account the internal challenges that faced the project. For example, there were challenges related to project design. As noted, the 24 outputs are too many, and the MTE also concluded that the presentation of all the outputs “clearly shows that the project made too many promises, given its limited resources and lean implementation team”.

- To what extent has the project addressed the recommendations made during the mid-term internal evaluation?

The mid-term evaluation report contained 12 recommendations, nine of which were within the ILO’s scope of action. The recommendations were expected to provide the basis for amendments, adjustments and refinement in the project design and implementation during its remaining life of the project. The final Technical Cooperation Progress Report (TCPR) contained a section that described how the project addressed the recommendations. A comparison of the recommendations with the description from the TCPR can be found in the table below. The comparison shows that action was taken on only two of the nine recommendations (22%) addressed to the ILO. Also, action was taken on one recommendation that was not addressed to the ILO.

1. Stronger advocacy and lobbying for labour inspection funding	SLISP kept advocating with the provincial labour departments to increase the number of labour inspectors especially the women inspectors.
2. Continued professional development of labour inspectors	

3. Simplification and wider dissemination of labour laws	Recommendation addressed to government, Employers Federation and Workers Federation
4. Continued efforts to mainstream gender into labour inspection	SLISP kept advocating with the provincial labour departments to increase the number of labour inspectors especially the women inspectors.
5. Greater efforts to improve occupational health and safety (OSH)	Recommendation addressed to tripartite constituents SLISP enhanced its attention towards boosting OSH conditions for workers by a) continued support of Employers Federation of Pakistan (EFP) in convening annual OSH award and b) implementing OSH awareness campaign in the construction sector of Karachi
6. Address on-going challenges and bottlenecks	
7. On-going support to provinces for automation of labour inspection	
8. Engagement with forums and bodies in addition to traditional Social Partners	
9. More engagement with top-level political and executive leadership in the provinces	
10. Replicate the project in selected priority areas	
11. Institutionalize research, reform and capacity development within government structures	Recommendation addressed to government
12. Improve technical support to the project	

- To what extent have stakeholders, particularly workers and employers' organizations been involved in project implementation?

The Social Partners were quite involved in the governance of the SLISP project. However, they were less involved in the project's implementation. According to the final TCPR, almost the entire set of project activities was implemented by the project team, itself, without the participation of the workers' and employer's organisations. However, given that the training needs of the labour inspectors had been prioritized, it is possible that the participation of the Social Partners would have been inappropriate.

5.4 Resource efficiency

A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

- Have resources (funds, human resources, time, expertise etc.) been allocated and delivered strategically to achieve the project objectives? And to what extent the project resources factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination and inclusion of people with disabilities?

The total budget for the project 1.2 million USD over initially a three-year period, but later extended to end 2018⁸. The total and annual approved budget is as follows (in USD):

Table 1 Total approved budget in USD

Total approved budget in USD	2015	2016	2017	2018
1 280 663	69 523	334 731	278 201	598 008

Table 4 contains the numbers provided by the ILO financial system. A detailed budget is enclosed in Annex 6. As Figure 4 SLISP project cost allocations illustrate, around half of the costs were for personnel (e.g. salaries for National Project Manager and Project officer, drivers and administrative and finance assistant). These are costs that are not up to the project implementation to adjust or manipulate. These costs are allocated from the ILO centrally.

Administration costs, around 20 percent, are also difficult to manipulate to make it more efficient. The ILO has a “ProgrammeSupport Cost” overhead of 13%, which is a non-negotiable overhead charge to cover the institutional support from the ILO. It is normal to have a support overhead of this amount for both multilateral and civil society implementing partners⁹. The remaining administration costs are sundries related to utilities, office rent, security and costs for operational equipment.

The Project Management Unit costs, those that are more up to the project to allocate, are only around a third of the total costs. These costs have been divided between sub-contracting, seminar and in-service training.

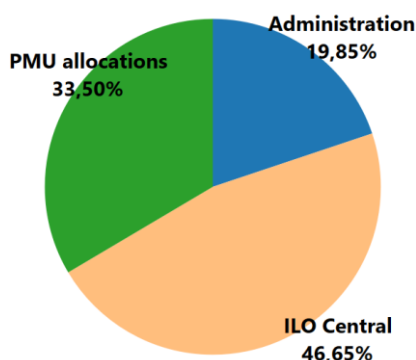


Figure 4 SLISP project cost allocations

⁸ Further extended to 31 March 2019

⁹ Such overhead charges vary from 5-15 percent according to the evaluator’s experience. The level more reflect what costs are included in the percentage than the implementer’s efficiency.

Neither the detailed budget nor the statements of income and expenditure contained information that was disaggregated by gender or disability. This suggests that the project resources did not factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination and inclusion of people with disabilities.

- Was the existing management structure and technical capacity sufficient and adequate?

The project had two full-time project staff and several supporting staff (one national project manager, one project officer, one administrative and finance assistant and one driver). The detailed budget shows that there was a budget line for hiring additional human resources like a short-term international expert and international consultant. While the workload clearly was heavy at times, the staffing seems to have been adequate with some exceptions. The lack of progress on gender issues suggests that human resources with stronger gender skills and capacity could have benefitted the project.

With regard to technical capacity, the project suffered from a lack of technical support from the Decent Work Team (DWT). Normally, a technical LI expert from the Decent Work Technical Support Team for South Asia, based in New Delhi, supports projects like this one. However, such a resource was not present during a significant part of the project period. Technical resources were received from the ILO International Training Centre in Turin and ILO HQ for three trainings/ consultations, including the Training-of-Trainers and the training course on accident investigation and risk.

- How well did the project manage finances (including work and financial planning, budget forecasts, spending and reporting)?

According to the final TCPR, the project consumed above 95% of the approved budget and that with a no-cost extension of nine months into the project's lifespan. SLISP's spending trend resulted from subscribing to a cost efficient methodology that was viewed as being suitable to the operating environment. The major portion of savings was derived from implementing the nationwide training programme by the project team itself instead of implementing it through sub-contracting to the consulting firms or experts. Due to this strategy, SLISP gained a stronger engagement of the government-run training institutions. These training institutes are now eagerly looking forward to ILO's support to continue training of labour inspectors and workers. The creation of this stronger demand by the government institutions could also be attributed to the gains of SLISP.

- What monitoring system was put in place to assess and improve resource utilization and its efficiency?

As reported above, the project team itself implemented the nationwide training programme for labour inspectors instead of implementing it through sub-contracting to a consulting firm or to experts. According to the final TCPR, this strategy offered a number of benefits, one of which was related to monitoring. This arrangement offered the opportunity to the project team to implement almost the entire set of project activities and to bring back the required data/information required to understand the level of achievement against outputs thereby monitoring progress against the outcomes stipulated therein. Progress was reported in the annual TCPRs.

- To what extent did the project leverage resources (financial, partnership, expertise) to promote gender equality and non-discrimination and inclusion of people with disabilities?

The Training of Trainers (ToT) approach that the project team used to train labour inspectors likely resulted in achieving a multiplier effect. The multiplier effect happened because there was an increase in labour inspection capacity greater than the initial amount of training. The first training SLISP that was conducted developed the capacity of a pool of 26 master trainers, based in the provincial labour inspectorates. These master trainers in turn, trained labour inspectors in the provinces in cooperation with the SLISP project. This resulted in efficient training in the provinces, as well as better scale, late in the project cycle.

5.5 Impact orientation and sustainability

The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.

The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.

- What is the likelihood for achieving impact and sustainability

Outcome 1 Policies, laws and training support will most likely generate impact and sustainable results. Typically, these policies, laws and training are lasting when adopted. However, the evaluator emphasizes that laws need to be implemented to generate real impact.

Outcome 2 Training material are being used and will likely be useful for a period of time after a possible project exit, as both trained inspectors, trainers and printed material are present in the provinces. The evaluator views that the received training on LI will have raised their competence sustainably. It is likely that the competence will be maintained even if the SLISP would hypothetically be closed down, therefore earning the term sustainable.

Outcome 3 Workers and employers: While there are positive activities going on, seeing that this will generate impacts and being sustainable is not likely. The evaluator notes that some of the supported activities have been going on for a long time, longer than the project and cannot see that the project could be credited for this success.

Outcome 4: Very little has happened in this area when it comes to impact and sustainability. Less impact would be expected, as the project is only a three-year project, the outcome addressed new areas of intervention and sustainability is also fragile. Sustainability depends on the LI themselves taking ownership of the benefits created and to develop these further.

- How conducive was the policy/regulatory environment in the target local areas for achieving project goals?

The policy/regulatory environment is seen as being conducive to the achievement of some of the project goals—but not others. In 2018, the ILO's Committee of Experts on the Application of Conventions and Recommendations (CEACR)¹⁰ recommended the creation of independent labour inspection authorities (separate from the provincial labour departments currently acting as central authorities) at the provincial levels with sufficient human and financial resources. This was one of SLISP's outputs (1.4).

In response, the Government's indicated that there are currently no resources to set up independent labour inspection entities at the provincial levels. (And, in fact, such alternative labour inspection systems appear to be illegal.) However, the Government proposed to increase the number of labour inspectors in all provinces. This was another of SLISP's outputs (2.4).

The Government indicated that: (i) in Khyber Pakhtunkhwa, it is proposed to recruit 41 new inspection staff (in addition to the existing 108); (ii) in Punjab, it is recommended to increase the current number of labour inspectors from 71 to 95; (iii) in Balochistan, there are constant efforts to increase the number of labour inspectors every year; and (iv) in Sindh, it is proposed to improve the labour inspection system and increase the number of labour inspection visits in the area of OSH.

- Are there any good practices and tools of promoting developing a transparent, effective, modern, comprehensive labour inspection system that came about from this project? Have these been well-documented?

¹⁰ Adopted in 2018 and published in the 108th ILC session (2019)

The final TCPR identified and documented three good practices. First, the project realized that in the post devolution scenario, all four provinces are at varying levels in terms of their development needs and organizational capacities to regulate the labour inspection function. This context therefore required a province specific strategy to reform Labour Inspection. Realizing this, the project developed respective Provincial Action Plans (PAPs) to address their particular development needs and priorities.

Second, advocacy, communication and capacity building are the essential ingredients for success of any project. It became relevant in SLISP too. The project therefore continued investing efforts towards a) advocating the need of upgrading labour inspection machinery; b) fostering inter and intra stakeholders' communication; and c) intensification of capacity building endeavors.

Third, in the post-devolution context, the project realized the need for coordination mechanisms at the provincial and federal level. Therefore, it streamlined notification of provincial focal persons on Labour Inspection. This arrangement helped SLISP to strengthen institutional collaboration with provincial labour inspectorates and to strengthen ownership within the official cadres. The disposition thereby helped to advance the labour inspection reform agenda which was otherwise viewed as being quite challenging.

- Are there any follow-up actions required to continue the momentum of the project?

According to the mid-term evaluation, the gains that SLISP made so far have laid vital foundations on which a nation-wide modern labour inspection system can be built in the future, and in this sense, SLISP is a pioneering project in many ways. Given this, it would be critical for the ILO to make all possible efforts for the continuation of SLISP for another few years. This would allow project achievements in the areas of legislative reform, stakeholders' engagement, modernization of labour inspection systems, and knowledge creation with regard to compliance and OSH to be sustained beyond the project life.

- What were the intervention's long-term effects in terms of reducing or exacerbating gender equality and non-discrimination and inclusion of people with disabilities?

Gender progress was generally low. Based upon findings in interviews and studies of existing data, the evaluator does not see that gender targets were met. The evaluator does not see that gender and discrimination is included more than the bare minimum in training materials (LI training package). Therefore, the long-term effects of gender equality and non-discrimination are seen as being low.

- To what extent did the intervention advance strategic gender-related needs that can have a long-term positive bearing on gender equality and non-discrimination and inclusion of people with disabilities?

The final evaluation found that, with respect to gender and non-discrimination, Pakistan has a disabling environment which could not be overcome by the project because of a weak project design (recall that only one output made reference to gender), a lack of dedicated financial resources (recall that the detailed budget contained no resources for gender) and no human resources with GED expertise (recall that technical support to the project was absent). It appears that, from the beginning, there was little or no chance for gender to have a long-term effect.

5.6 Effectiveness of management arrangements

The extent to which management capacities and arrangements put in place support the achievement of results.

- What was the quality and frequency of operational work planning and risk management? Describe the process in each country and how coordination was done.

The project concept note states there would be semi-annual activity reports, quarterly progress, and financial reports, whereas the agreement of July 2015 between the ILO and the Kingdom of the Netherlands concerning the project specified that it would be annual reports with a due date of 31 March the following year. Work plans were reviewed and revised on a quarterly basis depending upon the nature of the assignment. In line with the agreement, overall project reporting (Technical Cooperation Progress Report -TCPR) has been done on an annual basis – last annual report (2017) showed project output classification as satisfactory which indicates that a majority (60-80%) of outputs are on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met, even though most “percent completion” was not supported by evidence that it was the right completion rate.

- To what extent did project management capacities and arrangements put in place to support the achievement of the planned results?

The project management was comprised of national professional staff who run the day to day operations of the project and who facilitated the implementation and coordination of programme activities. These were supported by two general service staff. The primary responsibilities of the project management included the following:

- Prepare project work plans and budgets
- Facilitate the implementation of project activities and ensure operational efficiency
- Ensure resources are effectively used to achieve set project outputs and outcomes
- Define project baseline information to enable sound monitoring and evaluation,
- Establish and implement adequate project reporting mechanisms
- Ensure integration of work plans, budgets, reports, and other project related documents,
- Prepare project progress reports
- Provide recommendations on re-allocation of budget provisions
- Address management and implementation challenge and identify emerging lessons.

Project Management Unit (PMU)

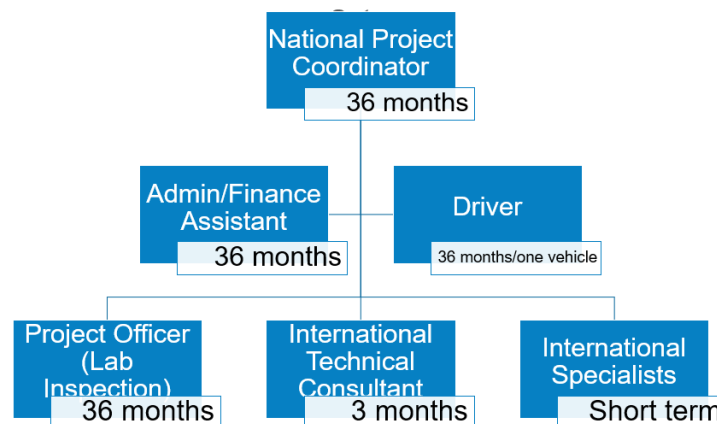


Figure 5 Project Management Unit structure

In addition, there are resources budgeted for international specialists including a Labour Inspection Specialist, ILS Specialist, and Communication Specialist.

The ILO has monitored project implementation and undertaken field missions to project sites and to meet with partners and stakeholders.

- What were the internal and external factors that have contributed to the pace of project implementation?
What are the lessons learnt to ensure effective project management?

Ownership of LI responsibility in provinces was good (GSP plus was a key motivational factor) and provinces brought progress forward. Punjab was the most advanced and progressing province. Punjab had at least some recruitment of women labour inspectors, with a quota of one per application round, as well as having taken LI-IMS in use and had ambitious plans for expanding the use and improve the system.

One important factor that supported the performance of SLISP was GSP Plus. This fact became very clear in talks with the provinces. EU GSP Plus Scheme promises economic benefits, and it is incumbent on all the stakeholder, public and private sectors alike, to play their part in ensuring that Pakistan continues to benefit from such an opportunity. It was evident when interviewing stakeholders that GSP Plus was an important motivation for enforcing good policies, including labour inspection.

5.7 Capacity building and institutionalisation:

The implementation arrangements put in place by the project to ensure appropriate capacity building of its institutional counterparts.

- How did the project engage with the tripartite constituents (Government, labour organizations, employers and workers) during project implementation and to institutionalize project interventions?

The Social Partners were quite involved in the governance of the SLISP project. However, they were less involved in the project's implementation. The capacities of government, workers and employers organizations to participate in project implementation were at different levels. According to the final TCPR, the project team made an executive decision to prioritize the needs of the "statutory labour inspection machinery". Therefore, most of the project's financial and human resources were directed to building the capacity of labour inspectors.

By making this decision, the project team effectively optimized Outcome 2 (Institutional capacities of the labour inspectorate strengthened) and sub-optimized Outcome 3 (Capacities of the workers' and employers' organization strengthened). The importance of this decision on the project cannot be over-stated. All resources that were devoted to building the capacity of the labour inspector were resources not devoted to building the capacity of the constituents.

- Which types of capacity building activities have been more and less effective and what lessons can be derived from these experiences?

It is not possible to determine the relative effectiveness of different types of capacity building activities. This is because reporting on the results of capacity building activities did not use principles of results-based management. For example, the project reported output 2.6 (Capacity development programmes/workshops carried out among Labour Inspectors. . . with the aim to develop and operationalize OSH and modern labour inspection procedures and practices) was significantly achieved by training of 26 master trainers and then training of more than 400 labour inspectors. This is reporting at the output level, whereas, results-based planning requires reporting at the outcome or impact levels. The lesson to be derived is clear—results-based planning can help inform a project's results.

- How likely are the project outcomes going to be sustainable? What are needed to increase the likelihood of sustainability?

The likelihood of project outcomes being sustainable is uneven. First, a caveat, as discussed, in the original logframe, there were no outcome or output indicators. Therefore, their measurement, let alone determining their sustainability, is difficult.

That said, the prospect for the sustainability of related to Outcome 1 (Labour law reform) appears to be good because the ILO has been able to influence the law development process. The prospect for the sustainability of related to Outcome 2 (Labour inspector capacity) appears to be good because the project built a pool of 26 master trainers based in the provincial labour inspectorates. T achieved a critical mass of trained inspectors to take the initiative forward.

The sustainability of Outcome 3 (Workers' and employers' capacity) and Outcome 4 (Improved LI quality) have fewer prospects for sustainability. It appears that, with regard to these outcomes, the project engaged stakeholders in social dialogue. However, for the most part, the social dialogue did not translate into action.

- What are potential good practices, especially regarding models of interventions that can be applied further, shared and replicated?

Timing is important: The project came about following a prolonged period where LI was deprived in Pakistan. Only a small project in 2013 addressed the issue on which to build the ILOs perspective. Strengthening LI was clearly important for Pakistan, and the basis for LI was at that time weak. This gave the project an important “quick win” as the government and provinces were ready to move on this. The early involvement and inclusion in DWCP, however, was done without the opportunity for thorough analysis and governmental involvement. The benefit of a quick establishment of the project clearly outweighed the possible weaknesses in project planning up front.

Training of Trainers: 26 master trainers were trained and dispatched to the provinces. The benefit of having trainers in-house in the provinces was very much appreciated and gained substantial benefit, according to interviews in the field. Compared to a capacity model where trainers are centrally located and travel around or hold training in central locations, this master trainer model was much preferred. It gave added value in having these experts in-house.

External support through GSP Plus: GSP Plus was a motivating factor for enforcing LI in Pakistan. While LI was recognized by the government, without the motivation given by GSP Plus, it became evident from interviews that such external motivation was key for taking real actions against labour issues that could hamper GSP Plus status.

6. Conclusions

Relevance & Strategic Fit

The final evaluation found that engagement with institutional stakeholders was adequate and this contributed to the relevance of the project. Analysis found that the SLISP outcomes were strongly aligned with the Pakistan DWCP and with Pakistan's Labour Inspection Policy of 2006. These, in turn, were aligned with SDGs 8, 10, 12 and 16. An assessment of the needs of the individual labour inspectors, the ultimate beneficiaries, was not conducted in a timely fashion. Therefore, evidence of the project's relevance to their needs was circumstantial.

Validity of Design

The benefit of quickly establishing the project, while Government interest was high, clearly outweighed the possible weaknesses in up-front, project planning. An informal logframe was developed with 24 outputs and nine quantitative targets. Not only was the number of outputs problematic, the outputs were poorly formulated. The logframe was not really used for project management—possibly because of its poor quality.

One of the big weaknesses in project design was the lack of emphasis on gender equality and non-discrimination. Of the 24 outputs discussed above, only one, 1.2, mentioned gender. The weaknesses of the project design, with respect to gender, were exacerbated by the failure to observe principles of Results-Based Management. There were no indicators, baselines, targets or milestones that could have permitted gender disaggregation.

A table of risk analysis and mitigation measures was also prepared. The table did not include what ended up being the greatest challenge to implementation—devolution. The table was not updated to stay current with the changing context in Pakistan. This does not mean that the project did not adapt. Evidence was found of Provincial Action Plans for strengthening labour inspection in Punjab, KPK, Sindh and Baluchistan provinces. However, it is clear that the adaptation was not made with the benefit of an up-to-date risk assessment as a tool to enhance the project.

The evaluation function shares responsibility with project management for leaving a poor project design in place for the duration of the project. Project management did not use any of the recommendations of the mid-term evaluation (MTE) to make adjustments to the project design. This is probably because the MTE was insufficiently rigorous with regard to the validity of the project design.

Project Effectiveness

A review of the evidence leads to the conclusion that the project achieved many outputs (Annex 8 and 9). Some of the outputs were substantially achieved. For example, it is impossible to deny that training 26 master trainers and then training more than 400 labour inspectors is a significant achievement (Outcome 2.6).

However, the failure to observe principles of Results-Based Management means that it is not possible to say, conclusively, if the project achieved its OUTCOMES and, if they were achieved, to what extent. There were no outcome indicators, baselines, targets or milestones.

Management Arrangements

The project team was comprised of national professional staff who ran the day-to-day operations of the project and who facilitated the implementation and coordination of programme activities. Early during implementation, the project team took the decision to also implement a nationwide training programme for labour inspectors, itself, instead of implementing it through sub-contracting to a consulting firm or to experts. No evidence was found that the decision was ever reviewed or approved by the tripartite Project Steering Committee (PSC). This decision meant that the project team was responsible, not only for management, but for implementation as well. Analyses of workshop evaluations show that the training was not adversely affected. However, project management suffered somewhat.

Project Efficiency

The project spent above 95% of the approved budget and that with a no-cost extension of nine months in to the project's lifespan. According to the final TCPR, substantial savings were derived from the project team's implementation of a nationwide training programme for labour inspectors.

However, any savings that were realized need to be balanced with the inefficiencies in management arrangements as described above. It may actually have been better value for money to have sub-contracted implementation of the training to a consulting firm or to experts, so that the project team could have better focused on project management.

Impact & Sustainability

The likelihood of the project having impact and being sustainable is seen as being uneven. The prospect for impact and sustainability of Outcome 1 (Labour law reform) appears to be good because the ILO has been able to influence the law development process.

The prospect for impact and sustainability of Outcome 2 (Labour inspector capacity) also appears to be good because the project built a pool of 26 master trainers based in the provincial labour inspectorate and then trained more than 400 labour inspectors. Thus, a critical mass was achieved to take the initiative forward.

The sustainability of Outcome 3 (Workers' and employers' capacity) and Outcome 4 (Improved LI quality) have fewer prospects for impact and sustainability. It appears that, with regard to these outcomes, the project engaged stakeholders in social dialogue. However, for the most part, the social dialogue did not translate into action.

Capacity Building

At the outset of the project, the project team took the decision to prioritize the needs of the "statutory labour inspection machinery". No evidence was found that the decision was ever reviewed or approved by the tripartite Project Steering Committee (PSC). Therefore, much of the project's financial and human resources were directed to building the capacity of labour inspectors.

By taking this decision, the project team effectively optimized Outcome 2 (Institutional capacities of the labour inspectorate strengthened) and sub-optimized Outcome 3 (Capacities of the workers' and employers' organization strengthened). All resources that were devoted to building the capacity of the labour inspectors were resources not devoted to building the capacity of the constituents.

7. Recommendations

While SLISP is coming to an end, the recommendations will focus on a potential new or continued project. A potential renewal or continuation will be the responsibility of ILO Pakistan by the Country Director, in addition to the donor and other parties. The evaluator views ILO Pakistan's Country Director as responsible for issues raised for a potential new project on LI in Pakistan. The evaluator has the following recommendations:

Continuation

Recommendation 1: Continue the successful training activities and capacity building in labour inspections in Pakistan. Whether this is done through a specific project, like a continuation of the SLIPS project or other organisational forms is up to ILO Pakistan to decide.

Responsible: ILO Pakistan by Country Director. *Timeframe:* Immediately after ending of SLISP.

Priority: High; *Resources:* Funding from donor necessary.

Gender

Recommendation 2: Gender policy and actions require greater focus. The evaluation shows that gender is not really a focus area, and this needs to change. Gender needs to be on the agenda for the PMU on a daily basis. This finding aligns with the MTE findings.

Responsible: ILO Pakistan by Country Director. *Timeframe:* Start of a new project or as soon as possible.

Priority: High; *Resources:* No funding resources necessary. Training of project management may be needed.

OSH

Recommendation 3: OSH skills and capacity are in high demand. Several of the labour inspection leaders raised OSH as an issue requiring greater focus. While some initiatives already are underway, even more focus and initiatives are desired. Different provinces wanted different sectors, like Baluchistan, which wanted a special emphasis on ship demolition, as this is an exposed sector in the province.

Responsible: ILO Pakistan by Country Director, *Timeframe:* Start of a new project.

Priority: Medium; *Resources:* Funding from donor necessary.

LI-MIS

Recommendation 4: IT tools and system will drastically increase labour inspections efficiency. Only Punjab province had implemented an IT system; it is definitely time to make this a reality in other provinces as well.

Responsible: ILO Pakistan by Country Director, *Timeframe:* Start of a new project.

Priority: High; *Resources:* Funding from donor necessary.

Annexe 1: Lessons learned and emerging Good Practices

Number 1: Timing is important	
Evaluation Title: Evaluation of Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan	
Project TC/SYMBOL: PAK/15/01/NET	
Name of Evaluator: Karstein Haarberg	
Date: March 2019	
LL Element	Text
Brief summary of a lesson learned (link to project goal or specific deliverable)	The project came about after a long time where LI has been deprived in Pakistan. Only a small project in 2013 addressed the issue and on which to build on from ILOs perspective. Strengthening LI was clearly important for Pakistan, and the basis for LI was at that time weak, this gave the project an important “quick win” as the government and provinces were ready to move on this. The early involvement and inclusion in DWCP, however, was done without the opportunity for thorough analysis and governmental involvement. The benefit of a quick, establishment of the project clearly outweigh the possible weaknesses in project planning up front.
Context and any related preconditions	Significant changes in the country’s constitutional context from a deprived situation to a situation where opportunities for improvements arise.
Targeted users / Beneficiaries	ILO and its partners
Challenges /negative lessons - Causal factors	---
Success / Positive Issues - Causal factors	Bringing country partners and government on board is important.
ILO administrative issues (staff, resources, design, implementation)	Country management needs to be leading the initiation of opportunities.
Other relevant comments	----

Number 2: ILO Training of trainers

Evaluation Title: Evaluation of Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan Project TC/SYMBOL: PAK/15/01/NET

Name of Evaluator: Karstein Haarberg

Date: March 2019

LL Element	Text
Brief summary of a lesson learned (link to project goal or specific deliverable)	26 master trainers were trained, which was dispatched to the provinces. The benefit of having trainers in-house in the provinces was very much appreciated and gained substantial benefit, according to interviews in the field. Compared to a capacity model where trainers were centrally located and travel around or held training in central locations this master trainer model was much preferred. It gave added value in having these experts in-house.
Context and any related preconditions	The significant deficit of knowledge among beneficiaries and beneficiaries that are receptive and interested to learn.
Targeted users / Beneficiaries	Beneficiaries will likely be staff in key areas for Decent Work.
Challenges /negative lessons - Causal factors	---
Success / Positive Issues - Causal factors	Master trainers bring new knowledge on a constant basis as they often are working among the beneficiaries on a daily basis. Therefore, represent a knowledge transfer that goes beyond the training sessions. It also provides better prospects for sustainability.
ILO administrative issues (staff, resources, design, implementation)	Country management needs to be leading the initiation of such opportunities.
Other relevant comments	----

Number 3: External support through GSP Plus

Evaluation Title: Evaluation of Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan Project TC/SYMBOL: PAK/15/01/NET

Name of Evaluator: Karstein Haarberg

Date: March 2019

LL Element	Text
Brief summary of a lesson learned (link to project goal or specific deliverable)	External support through GSP Plus: GSP Plus was a motivating factor for enforcing LI in Pakistan. While LI was recognized by the government also without the motivation given by GSP Plus, it became evident from interviews that such external motivation was key for taking real actions against labour issues that could hamper GSP Plus status.
Context and any related preconditions	Policy conditions enforced by external partners with incentives for improvement for the national industry.
Targeted users / Beneficiaries	/National policymakers and industry.
Challenges /negative lessons - Causal factors	---
Success / Positive Issues - Causal factors	External/international policy conditions may be a strong motivating factor for national policymakers and industry to align with good practice.
ILO administrative issues (staff, resources, design, implementation)	ILO staff don't need to be much involved as the policy change will happen outside ILO/UN. ILO staff should where possible identify such policies and facilitate good Decent Work practice.
Other relevant comments	----

Annexe 2: Terms of reference



International Labour Organization Final Independent Evaluation

Terms of Reference (TOR) (draft as of 27 September 2018)

Project Title	Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan
Project Code	PAK/15/01/NET
Starting Date	July 2015
Ending Date	December 2018
Type - Timing of Evaluation	Independent - Final
Evaluation Period	November 1 to December 30 2018 (23 working days)
Area covered	Pakistan (specifically Islamabad, Lahore, Karachi, Quetta and Peshawar)
ILO Administrative Unit	ILO CO-Islamabad
ILO Technical units	DWT/CO – New Delhi LABADMIN/OSH
Financing Agency	Ministry of Foreign Affairs of the Netherlands
Donor contribution	USD\$ 1,280,663
Evaluation manager	Prakash Sharma, ILO Kathmandu
TOR draft version	27 September 2018

1. Introduction and evaluation rationale

This terms of reference (TORs) is for the independent final evaluation of *Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan* project.

The project is geographically focused in Pakistan. It started in July 2015 for an agreed duration of 3 years and the project will end on December 2018 (including the no-cost extension period of six months i.e. Jun-Dec 2018).

This final independent evaluation is due as per ILO policy guidelines for evaluation which states that the projects over US\$ 1 million must undergo a final independent evaluation. The evaluation aims to assess the extent to which the project objectives have been achieved and identify lessons learned and best practices. As per ILO evaluation guidelines, the evaluation will assess the project against the evaluation criteria of relevance, validity of design, effectiveness, efficiency, impact and sustainability.

~~The independent final evaluation will be conducted by a lead evaluator and will be managed by the ILO Evaluation Manager based in ILO Office in Nepal with quality assurance provided by Regional Evaluation Officer, ILO Regional Office for Asia and the Pacific.~~

2. Background & context

The 18th amendment of Pakistan's constitution in 2010 devolved authority and responsibility on labour related issues to the four provinces of Punjab, Sindh, Khyber Pakhtunkhwa, and Baluchistan. Provincial government labour departments were provided a more proactive role in legislation and the application of the labour laws through the mechanism of labour inspection. However, capacity of the provincial labour departments to apply the labour standards have been considerably limited due to a long ban on the labour inspection (between 2001 and 2012). Pakistan also lacks a well-developed and effective labour inspection system that ensures the maintenance of occupational safety and health standards. This was not for a lack of policy as a Labour Inspection Policy existed but was not implemented.

After a devastating factory fire in M/s Ali Enterprises in Karachi on September 2012, ILO supported the Government of Sindh, Employers Federation of Pakistan and the Pakistan Workers Federation (PWF) jointly developed an 'Action Plan for Promoting Workplace Safety & Health in Sindh' which contained actions to strengthen labour inspection system. The ILO's Committee of Experts on Application of Conventions and Recommendations (CEACR) in 2012, while reviewing Pakistan's case on Convention 081, further identified improvements required in quality, outreach and effectiveness of labour inspection. These fed into an eventual overarching programme of International Labour Standard compliance in Pakistan developed by Ministry of Overseas Pakistanis & Human Resource Development (OP&HRD) together with employer and worker organizations. At a meeting of Donors on 4th March and 17th June 2014 called by OP&HRD, the ILO was asked to support implementation of the wider project.

The *Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan* project was initiated on July 2015 to support the Government of Pakistan's wider programme called "Strengthening National Capacities for ILS compliance in Pakistan". The major project stakeholders include, Federal Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), provincial labour departments, Employers Federation of Pakistan (EFP), Pakistan Workers Federation (PWF) and industry associations to deliver its interventions. Project was funded by Ministry of Foreign Affairs of the Government of Netherlands and is expected to end in December 2018.

The project has been guided by various ILO instruments on labour inspection, including the Labour Inspection Convention, 1947 (No. 81); the Labour Inspection (Agriculture) Convention, 1969 (No. 129), the Labour Administration Convention, 1978 (No. 150) and the resolution and conclusions from the 2011 International Labour Conference discussions on labour administration and labour inspection.

Project Strategy:

The end project goal is to promote ‘**more respect for labour norms and safer workplaces in Pakistan**’.

This project takes a three-pronged approach with a focus on:

- Developing capacity of government labour inspection and enforcement institutions;
- Assisting in design, upgrade and roll out of labour inspection tools and a system that can effectively address disputes and propose resolutions.
- Creating awareness on labour inspections i.e. approaches, relevance and benefits.

Gender equality has been integrated into project approach by developing an outcome as more people have access to better manage and more gender equitable social security benefits. Project strategy implementation has been done while working with worker and employer organizations to design activities for workplace compliance.

The project period was extended beyond its June 2018 to December 2018 (at no cost) and is currently operating. A logframe was not part of the project concept note however, one was developed by the national programme coordinator. This was then used to develop a performance monitoring plan and a performance monitoring system. Evaluator should take note of all three.

Implementation takes advantage of ILO strong technical expertise and knowledge-base on Labour Administration, Labour Inspection and other dimensions of Decent Work. Further, project interventions relate to other prior interventions such as,

a. *Joint Action Plan for Promoting Workplace Safety & Health:* After a devastating factory fire in M/s Ali Enterprises in Karachi (Sep 2012), ILO provided a platform for Workers, Employers and the Government of Sindh to develop a ‘Joint Action Plan for Promoting Workplace Safety & Health in Sindh’ which was signed in September 2013.

b. *Decent Work Labour Inspection Toolkit and Training Manual:* With ILO’s technical support, the Departments of Labour have developed a comprehensive Gender responsive Decent Work Labour Inspection Toolkit and Training Manual (along with checklists). The Toolkit has been widely appreciated and won a ‘UN Public Service Award’ in 2013. It has recently been adopted in India and Korea as a good practice. All Labour Inspectors in four provinces as well as in Gilgit Baltistan are currently being trained on the usage of this toolkit (320 trained already). An electronic database is also being designed to compile labour inspection data in a real time.

c. *Foundational Training Course for Labour Inspectors in Sindh:* ILO, with the financial support of Netherlands Embassy, has also supported the Department of Labour Sindh to arrange Foundational Training Course for all (120) officials of Labour Inspectorate on basic concepts of Labour Inspection and OSH in September 2014.

‘Buyers Meeting’ in Pakistan: In December 2014, ILO organized the first ever ‘Buyers Meeting’ in Islamabad to effectively engage international buyers of ‘Garment and Textile Sectors’ in promoting Labour Standards. The meeting was organized in collaboration with relevant Ministries in Government of Pakistan as well as International Finance Corporation (IFC) and the Government of Kingdom of Netherlands and it remained successful in bringing about a framework of a ‘Buyers

Forum’ – which will be further evolved. In their deliberations, both the Buyers and Pakistani industry representatives affirmed their commitment to enhance application of labour standards through joint interventions.

Partnership and integration with such interventions during the project period was expected to boost outcomes and enhance project sustainability.

Project Objectives:

The project goal is to promote ‘**more respect for labour norms and safer workplaces in Pakistan**’. This is in line with Decent Work Country Programme(2016-2020) priority 3 – *Strengthening Compliance with International Labour Standards through Social Dialogue*. Project concept note does not outline how it links to wider Sustainable Development Goals. Main outputs will include technical support under the following expected outcomes:

Outcome-1: Policies, Laws, Regulations on Labour Inspection reformed at macro level

Outcome-2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and Compliance and reporting on C81 (Labour Inspections).

Outcome-3: Capacities of the workers’ and employers’ organization strengthened and their active engagement in labour inspection and occupational safety and health (OSH) activities promoted.

Outcome-4: Outreach and quality of Labour Inspection improved through involvement of Industrial Associations, promotion of corporate social responsibility (CSR) and awareness

The primary beneficiaries are the Labour Inspectorates of four Provincial Labour Departments, Workers and Employers – which will be targeted through specific interventions to enhance quality of Labour Inspection. Secondary beneficiaries would be the federal ministries and civil society organizations who will get timely and accurate picture of compliance with labour standards.

Private sector/industries would be actively engaged through partnerships for expanding outreach of Labour Inspection. The Provincial Labour Departments, at large, would benefit from improved competence of Labour Inspectorate and its effective use for improving ‘working conditions’ in the province.

Quantitative Targets:

At the end of the project, the following quantitative targets will be achieved:

1. A minimum of two laws (Factories Act & Shops & Establishments Act) upgraded in all provinces.
2. A coordination mechanism established in each province to strengthen labour inspection
3. A minimum of two reports on labour inspection (as per the requirements of Convention 81) developed
4. An upgraded human resource system for labour inspection adopted in at least one province
5. One unified, computerized, labour inspection system developed and operationalized. • At least 70 per cent of labour inspectorates and labour court officials trained
6. At least 50 new labour inspectors recruited (20 per cent to be women)
7. One federal and at least two provincial tripartite supervisory systems for labour inspection put in place

8. A minimum of one new private sector initiative for initiative for expanding the outreach of labour inspection begun.

Management Set-up:

Programme Management Unit (PMU) comprises of technical staff who run day to day operations of the project and who will facilitate implementation and coordination of programme activities. The primary responsibilities of the PMU will include the following:

- Prepare project work plans and budgets
- Facilitate implementation of project activities and ensure operational efficiency
- Ensure resources are effectively used to achieve set project outputs and outcomes
- Define project baseline information to enable sound monitoring and evaluation,
- Establish and implement adequate project reporting mechanisms
- Ensure integration of work plans, budgets, reports, and other project related documents,
- Prepare project progress reports
- Provide recommendations on re-allocation of budget provisions
- Address management and implementation challenge and identify emerging lessons.

This team comprises of the following core technical positions:

- | | |
|--|---|
| a. <i>National Project Coordinator</i> | 36 months - lead person for overall project management and for effective achievement of results |
| b. <i>Project Officer (Lab Inspection)</i> | 36 months – to assist in implementation of all project interventions national wide |
| c. <i>International Technical Consultant</i> | 3 months - providing advice and strategic direction on the implementation of the project for the realization of results |
| d. <i>Admin/Finance Assistant</i> | 36 months – Support in Admin/Finance activities |
| e. <i>Driver</i> | 36 months – (One vehicle will be provided by ILO) |

In addition, there are resources budgeted for international specialists including a Labour Inspection Specialist, ILS Specialist, and Communication Specialist.

Previous Evaluation and Reviews:

ILO has monitored project implementation and undertaken field missions to project sites and to meet with partners and stakeholders. The partner agencies, who provide direct support to people, develop a tracking/monitoring system for individual beneficiaries.

The project concept note states there will be six-monthly activity reports, quarterly progress, and financial reports. Work plans will be reviewed and revised on quarterly basis depending upon the nature of assignment. Overall project reporting has been done on an annual basis – last annual report (2017) showed project output classification as satisfactory which indicates that majority (60-80%) of

outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.

Monitoring and evaluation of the programme objectives, activities and outcome is based on logical framework which is established in the first quarter of the project implementation. The logical framework is developed by the programme coordinator.

The project provisions for a mid-term evaluation and a final report. A mid-term evaluation was carried out between September to October 2017 to ascertain the validity of project design, relevance, effectiveness and efficiency in the context of national labour inspection regime and the project management arrangements. At the end of the project a final report which depicts entire learning and experience of the project shall be prepared and disseminated to different stakeholders. A financial report will also be enclosed for transparency.

Sustainability:

Project contributes towards capacity development and modernization of existing Labour Inspection institutions by adding value to their existing programs. No new institutions are established – rather existing sustainable institutions are further supported to make their programs more relevant and effective for the people in need. Project results will provide a strong and sustainable foundation for an effective labour inspection and reporting in the long run.

Progress towards sustaining the project intervention through local stakeholders will be tracked along three parameters, namely (1) institutional, (2) financial and (3) technical sustainability, where (1) refers to the endurance of institutional networks and implementation arrangements facilitated by the project, (2) refers to the capacity of stakeholders to generate returns on their investment in the project (either in material or non-material benefits) that at least equal the costs incurred, and (3) relates to the level of capacity of local stakeholders with minimum process standards.

3. Purpose and scope

Purpose:

This independent final evaluation of the Project is being carried out in line with the requirements of the ILO Policy Guidelines for Evaluation¹. ILO project evaluations are conducted for the purposes of promoting accountability and enhancing learning with the ILO, the donor and other key stakeholders. Evaluations provide an opportunity for the Office and funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.

The specific purposes of this evaluation are to assess the relevance of the intervention objectives and approach; assess how far the intervention has achieved its planned outcomes and objectives; the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact. It is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the project towards strengthening labour inspectors in Pakistan and the creation of respect for labour norms and safer workplaces.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities within countries in similar situations.

Clients and users of the evaluation are

- ILO CO-Islamabad Director
- ILO Decent Work Team, management, programme and finance units
- Government representatives
- Worker and employer organization representatives
- Representatives of employers' organization
- Relevant country stakeholders - see Annex 1 for guidance
- ILO HQ and other programme backstopping officers
- Ministry of Foreign Affairs of the Netherlands as the funding agency

The evaluation will ensure that issues and inputs from stakeholders and tripartite constituents are being adequately covered in the objectives of this evaluation.

Scope:

The evaluation period, including formulation of TOR to delivery of evaluation report, is from Mid-September to Late December. The evaluation will be completed by a consultant who will cover all activities undertaken by the project since the beginning of the project until the time of final evaluation – including project geography.

The evaluation shall include all stages of the project - initial project design, work plan, implementation, monitoring and reporting. It shall also refer to the progress reports submitted to the donor, particularly the achieved outcomes and how lessons learned and recommendations were progressively followed up to attain desired results. The evaluation should also look at actual implementation mechanisms in line with initially planned implementation mechanisms, from the institutional set-up to the implementation plan and budget expenditures. How the strategies and approaches have progressed, changed or evolved over the three-year implementation period shall be examined to draw lessons from project experience.

Gender equality disability inclusion and other non-discrimination issues are important cross cutting concern of the ILO. The evaluation will ensure that these concerns will be integrated throughout its methodology, strategies/approaches, data and all deliverables, including in the final report.

The evaluation will also give specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, UNDAF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme.

The evaluation shall verify good practices, if any, impacts and lessons learned from the implementation of the project. At the end of the evaluation, a set of practical recommendations for possible immediate adoption/ application should be made available. This can be further integrated in ILO practices in future ILO projects. Evaluation shall identify approaches and / or activities that have proven to be particularly innovative, unique or otherwise valuable that can be referred to with regards to labour inspection system, labour standards compliance and promotion of standards.

4. Evaluation criteria and questions

The evaluation should focus and assess on the following:

- 1) **Relevance and strategic fit:** To evaluate the outcomes of the project and assess whether the project has achieved its immediate objectives as well as contributed to the broader framework, specifically the project's *development objectives* and the *Pakistan DWCP*.
- Extent of project relevance and responsiveness to address its objective over the project period?
 - How flexible have been project strategies, tools (including training tools) in addressing project goals?
 - Has a gender and disability inclusion approach been taken into consideration in the project?
 - Extent to which the project approach is strategic and based on the ILO comparative advantages?
 - How appropriate were project strategies and interventions to promote respect for labour norms and create safer workplaces?
 - How do the project outcomes contribute to Sustainable Development Goals and ILO Pakistan DWCP?
- 2) **Validity of intervention design:** Assess appropriateness of results framework and appropriateness of its indicators, targets and the overall M&E strategy and practices
- Were the design and the logframe developed by the programme coordinator valid and consistent? Have there been adjustments in the logframe throughout the project implementation?
 - Did the design appropriately identify risks and key assumptions? Did the project have a mitigation strategy that accounted for changing context in Pakistan?
 - How was the process of consultation and identification of problem and strategies done during the project design stage? How did the consultation results affect the project design?
 - Did the project design adequately consider the gender dimensions of the problem, challenges, and interests of the women target groups and of the planned interventions?
 - Have there been adjustments made on the project design following the recommendations of the mid-term internal evaluation?
- 3) **Project progress and effectiveness:** Assess project progress against immediate objectives, expected outputs and outcome targets, as well as the delivery of quality outputs and outcomes.
- To what extent has the project attained its objectives?
 - To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) toward gender equality and nondiscrimination and inclusion of people with disabilities?
 - What specific measures were taken by the project to address issues related to gender equality and non-discrimination and inclusion of people with disabilities? And how effective were these measures in advancing these issues?
 - What were the major factors influencing the achievement or non-achievement of the project objectives? And to what extent had these factors contributed or potentially contributed to gender equality and non-discrimination and inclusion of people with disabilities?
 - What were the challenges faced by the project in achieving the results and how were they addressed?

- To what extent has the project addressed the recommendations made during the mid-term internal evaluation?
 - To what extent have stakeholders, particularly workers and employers' organizations been involved in project implementation?
- 4) **Resource efficiency:** Measure how economically resources/inputs (funds, expertise, time, etc.) are converted to results
- Have resources (funds, human resources, time, expertise etc.) been allocated and delivered strategically to achieve the project objectives? And to what extent the project resources factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination and inclusion of people with disabilities?
 - Was the existing management structure and technical capacity sufficient and adequate?
 - How well did the project manage finances (including work and financial planning, budget forecasts, spending and reporting)?
 - What monitoring system was put in place to assess and improve resource utilization and its efficiency?
 - To what extent did the project leverage resources (financial, partnership, expertise) to promote gender equality and non-discrimination and inclusion of people with disabilities?
- 5) **Impact orientation and sustainability:** Provide an overview of sustained impact of the project against the following outcomes;
- How conducive was the policy/regulatory environment in the target local areas for achieving project goals?
 - Are there any good practices and tools of promoting developing a transparent, effective, modern, comprehensive labour inspection system that came about from this project? Have these been well-documented?
 - Are there any follow-up actions required to continue the momentum of the project?
 - What were the intervention's long-term effects in terms of reducing or exacerbating gender equality and non-discrimination and inclusion of people with disabilities?
 - To what extent did the intervention advance strategic gender-related needs that can have a long-term positive bearing on gender equality and non-discrimination and inclusion of people with disabilities?
- 6) **Effectiveness of management arrangements:** To what extent the management system is appropriate to achieve desired results and outcome within a timely, effective and efficient manner including;
- What is the quality and frequency of operational work planning and risk management? Describe the process in each country and how coordination was done
 - To what extent do project management capacities and arrangements put in place to support the achievement of the planned results?
 - What are the internal and external factors that have contributed to the pace of project implementation? What are the lessons learnt to ensure effective project management?

7) **Capacity building and institutionalization:** The implementation arrangements put in place by the project to ensure appropriate capacity building of its institutional counterparts.

- How did the project engage with the tripartite constituents (Government, labour organizations (employers and workers) during project implementation and to institutionalize project interventions?
- Which types of capacity building activities have been more and less effective and what lessons can be derived from these experiences?
- How likely are the project outcomes going to be sustainable? What are needed to increase the likelihood of sustainability?
- What are potential good practices, especially regarding models of interventions that can be applied further, shared and replicated?

These questions should be answered while addressing wider factors that concern project such as,

- Exploring transitory challenges/issues/adjustments in implementation of 18th Constitutional Amendment as well as national government reform of labour inspection system.
- Considering political history/background of province/country

It is expected that the evaluation will address all criteria and questions detailed above to the extent possible. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO team and the evaluator. The evaluation instruments (to be summarized in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

5. Methodology to be followed

Evaluation methodology will be determined by the evaluator and will consider suggestions from the stakeholders, in consultation with the evaluation manager. The proposed methodology should clearly state the limitations of the chosen evaluation method, including those related to representation of specific group of stakeholders. The evaluator will elaborate detailed methodology, approach and work plan on basis of the TOR in the inception report, subject to approval by evaluation manager.

It is expected that the evaluation will apply mixed methods that draw on both quantitative and qualitative evidence and involve multiple means of analysis. These include but not limited to;

- Desk review of relevant documents and related to the background of the project, context of the countries covered (statistics, national plans, etc.) performance and progress related to the project, including the initial project concept note, mid-term evaluation report, progress reports, monitoring and evaluation plan, mission reports, contracts and implementation agreements with partners, in-built project knowledge etc.
- Interviews with the concerned staff in the ILO offices in relevant DWT, Country office in Pakistan, management, programme and finance units, project team including key staff of other ILO projects that are linked to this project, and ILO staff responsible for technical backstopping of

the project in ILO HQ or others either through conference calls or face-to-face interviews early in the evaluation process. An indicative list of persons to interview will be prepared by the project in consultation with the evaluation manager.

- Interviews with the donor, project implementing partners, tripartite constituents, project target groups (participants in project activities) and other stakeholders such as - business management organizations, CSOs, community organizations as deemed relevant. Focus group discussions can also be arranged with selected implementing partners and beneficiaries.
- Field trip(s) to selected locations for more in depth reviews at outcomes level of the respective project interventions. These will be based on suggestions from the project team and stakeholders in consultation with the evaluation manager.
- Identify project good practices that contribute towards strengthening labour inspection
- Stakeholders' validation workshop will be held – upon completion of the field trips, to present the preliminary findings to key stakeholders.

Interview questionnaires will be prepared by the consultant in consultation with the evaluation manager to ensure context-specific questions and will be translated into the local language for ease of reference, if needed. It is expected that, to the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to diversity and non-discrimination, including disability issues and gender disaggregated data.

While the evaluator can propose changes in the methodology, any such changes should be discussed with and approved by the evaluation manager, and provided that the research and analysis suggest changes and the indicated range of questions are addressed and reflected in the inception report.

It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms. Transparency and objectivity will be observed at all times. ILO's policy guidelines for results-based evaluation (3rd edition) 2017 provides the basic framework, the evaluation will be carried out according to ILO standard policies and procedures. ILO adheres to the United Nations Evaluation Group (UNEG) norms and standards on evaluation as well as to the OECD/DAC evaluation quality standards.

6. Main deliverables

Key deliverables are as follows:

1) **Inception report:** upon the review of available documents and an initial discussion with the project management. The inception report should set out any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The inception report shall be submitted with 5 working days after issuing the contract. The inception report will;

- Describe the conceptual framework that will be used to undertake the evaluation;

- Set out in some detail the approach for data collection, the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and selection criteria, and indicators;
- Set out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables;
- ~~Set out a plan for data collection, interviews or discussions;~~
- Set out a list of key stakeholders to be interviewed

2) In-country evaluation Mission: Conduct interviews and consultations with tripartite constituents and relevant stakeholders and hold informal feedback meetings with stakeholders during the mission

3) Evaluation stakeholder's workshop: Conduct a stakeholder workshop upon completion of field trip to validate findings. It will include;

- Presentation of preliminary findings at a stakeholders meeting to be organized by the project team.
- Workshop facilitation and delivering a PowerPoint presentation.

4) Draft final evaluation report: To be submitted within after evaluation mission. The draft evaluation report should include action-oriented, practical and specific recommendations assigning or designating audiences/implementers/users. The draft evaluation report should be prepared as per the ILO Checklist 5: Preparing the Evaluation Report which can be downloaded from the link in the Annex 1). The first draft evaluation report will be improved by incorporating evaluation manager's comments and inputs.

5) Final evaluation report (with Title Page, the Executive Summary and Annexes including lessons learned and emerging good practices in the ILO Template): The evaluators will incorporate comments received from ILO and other key stakeholders into the final report. The report should be submitted within 7 days after receiving consolidated comments from the evaluation manager. The evaluation report should be finalized as per the ILO Checklist 5: Preparing the Evaluation Report which will be provided to the evaluators. The quality of the report and evaluation summary will be assessed against the ILO Checklists 5, 6, 7, and 8

The reports and all other outputs of the evaluation must be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data should be provided in electronic version compatible with WORD for windows. Ownership of the data from the evaluation rests jointly between ILO and ILO consultants. The copy rights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

7. Management arrangements, work plan, formatting requirements and time frame

Management arrangements: This evaluation will be fully financed by the ILO-Ministry of Foreign Affairs of the Netherlands project (PAK/15/01/NET: M.270.06.342.811). The funds will cover consultant(s), evaluation missions and stakeholder workshop costs.

Evaluation manager: Mr. Prakash Sharma, Programme Officer of ILO Office Nepal (prakash@ilo.org) will take the responsibility as Evaluation Manager for final evaluation of the project and manage the whole evaluation process in consultation with all concerns.

Quality assurance: Regional M&E officer ILO Regional Office for Asia and the Pacific, Bangkok will provide quality control throughout the evaluation process. The final evaluation report will only be considered final when it gets approved by the ILO Evaluation Office.

Administrative and logistic support: The ILO Project team lead by the National Project Coordinator will provide relevant documentations, administrative and logistic support to the evaluation team. The project team will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders particularly those relevant ILO staff, the donor, tripartite constituents, relevant government agencies, and key other project partners – will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

Reporting lines: The evaluator reports to the evaluation manager. The evaluator will be selected through a competitive process from qualified international consultants. The consultant will lead the evaluation and will be responsible for delivering the above evaluation deliverables using a combination of methods as mentioned above.

Work plan:

Key Steps	Indicative Deadlines
1. ILO Evaluation Manager (EM) to collect inputs to the evaluation design from the project stakeholders	By mid-September
2. ILO EM drafts a Terms of Reference (TOR) for the independent final evaluation by incorporating inputs from the stakeholders.	By mid-September
3. ILO EM shares the TOR with the project stakeholders and seek final inputs for finalization.	By mid-September
4. ILO EM to seek approval from EVAL on the final TOR	By September End
5. ILO EM calls for application for evaluator.	By September End
6. ILO EM selects evaluator.	By October End
7. Evaluator drafts and submits an inception report (5 days)	November 1-7
8. ILO EM and project team will review and provide comments on draft inception report	November 14

9. Field Mission in Pakistan (total 11 days); subject to be discussed during the inception phase - Islamabad - Lahore - Karachi - Quetta - Peshawar - Stakeholder workshop (1 day)	November 19– December 3
10. Evaluation consultant writes a draft report of final evaluation to be submitted to ILO EM. (5 days)	December 4-10
11. EM to share the draft report with the project stakeholders EM consolidates comments to the draft report and share with the evaluation consultant for revisions	December 17
12. Evaluation consultant to finalize the report and submit to the EM. The EM will share the final report with the project stakeholders for feedback (2 days)	December 18-19
13. EVAL to review and approve the final report	Not later than 30 th December

An

international evaluator will be responsible for designing and carrying out the evaluation. The ILO will provide logistical support in arranging meetings, accommodation and travel and other administrative assistance such as details of implementing partners and access to project documents and ILO guidelines.

The evaluator will be paid a daily fee for 23 work days broken down into;

- Inception report preparation (5 days)
- Field mission (11 days)
- Draft evaluation report (5 days)
- Incorporate comments and finalize report (2 days)

In addition, the ILO will cover all costs related to local and international travel for the assignment on an actual basis, according to ILO standard rules and regulations. Note that ILO will pay a daily subsistence allowance in line with ILO standard regulations. A debriefing session will also be arranged and payment made after review and approval of final report by EVAL.

The evaluator should have the following qualifications and experience;

- University degree in social sciences
- Demonstrable experience and understanding of labour laws, labour administration and concerned issues
- Experience of leading evaluations for the UN or other international development agency
- Experience of designing and conducting project evaluations

- Experience of data collection, analysis and reporting as part of evaluations
- Familiarity with the ILO's mandate and its cross-cutting issues is an advantage
- Work experience in Pakistan and ability to communicate in local languages is an asset
- Ability to write concisely in English

Legal and ethical matters: Evaluation will comply with UN Norms and Standards. The TOR is accompanied by the code of conduct for carrying out the evaluations. UNEG ethical guidelines and EVAL's code of conduct will be strictly followed. It is important that the evaluator has no links to project management or any other conflict of interest that would interfere with the independence of evaluation².

Annexe 3: Inception report



Evaluation of Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan

Inception Report

29 November 2018

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The assignment

The Strengthening Labour Inspection System for Promoting Labour Standards and Ensuring Workplace Compliance in Pakistan project was initiated on July 2015 to support the Government of Pakistan's wider programme called "Strengthening National Capacities for ILS compliance in Pakistan". The major project stakeholders include, Federal Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), provincial labour departments, Employers Federation of Pakistan (EFP), Pakistan Workers Federation (PWF) and industry associations to deliver its interventions. Project was funded by Ministry of Foreign Affairs of the Government of Netherlands and is expected to end in December 2018.

Key event in the up run to project identification, initiation and implementation:



The project has been guided by various ILO instruments on labour inspection, including the Labour Inspection Convention, 1947 (No. 81); the Labour Inspection (Agriculture) Convention, 1969 (No. 129), the Labour Administration Convention, 1978 (No. 150) and the resolution and conclusions from the 2011 International Labour Conference discussions on labour administration and labour inspection

The projects strategy is to promote: *"more respect for labour norms and safer workplaces in Pakistan"* through three approaches as follows:

Project strategy

more respect for labour
norms and safer
workplaces in Pakistan

Approaches:

Developing capacity of government labour inspection and enforcement institutions

Assisting in design, upgrade and roll out of labour inspection tools and a system that can effectively address disputes and propose resolutions

Creating awareness on labour inspections i.e. approaches, relevance and benefits

Haarberg Consulting

The purpose

End project goal is aligned with the strategy and are formulated exactly the same as to promote “**more respect for labour norms and safer workplaces in Pakistan**”.

The project goals are supported by a number of outputs of technical support under the following outcomes:

Project objectives



Evaluation purpose

This final independent evaluation is due as per ILO policy guidelines for evaluation which states that the projects over US\$ 1 million must undergo a final independent evaluation. The evaluation aims to assess the extent to which the project objectives have been achieved and identify lessons learned and best practices. As per ILO evaluation guidelines, the evaluation will assess the project against the evaluation criteria of relevance, validity of design, effectiveness, efficiency, impact and sustainability.

The specific purposes of this evaluation are to assess the relevance of the intervention objectives and approach; assess how far the intervention has achieved its planned outcomes and objectives; the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact. It is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the project towards strengthening labour inspectors in Pakistan and the creation of respect for labour norms and safer workplaces.

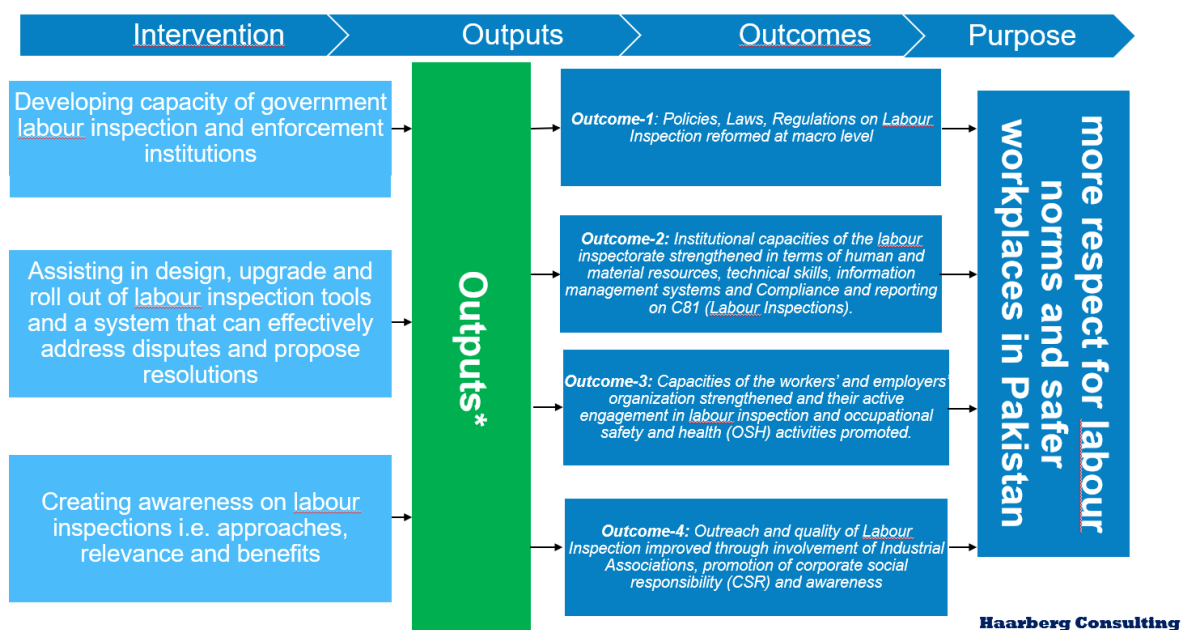
The donor, Ministry of Foreign Affairs of the Netherlands, requested to the Evaluation Manager that two more additional issues should be considered:

- Look at the steps the project has taken to bring public and private labour inspection closer together/better aligned? Did the project help in developing a vision on this? What is the role of buying brands, like the Buyers' Forum in this?
- Furthermore, did GSP+ have an impact on the compliance to labour rights? Did the project contribute to this?

The GSP plus system from 2006 grants Pakistan full removal of tariff duties on over 66% of EU tariff lines as an incentive to ratify and effectively implement 27 international conventions on human and labour rights, environmental protection and good governance. The GSP Regulation of 2012 has introduced a strengthened monitoring mechanism – in the form of a 'scorecard' and continuous GSP+ dialogue – to ensure beneficiary countries comply with their commitments under the 27 key conventions as regards their ratification, effective implementation, compliance with reporting requirements and cooperation with international monitoring bodies.

Theory of Change

The programme has a developed and clear strategy and purpose, but did not make a LFA nor a written Theory of Change. The theory of change or intervention logic therefore needs to be read from the Strategy and programme document.



The theory of change has many more outputs than what can be fitted in the core ToC model. The following outputs are organised under each outcome:

Output

Immediate Objective 1: **Policies, Laws, Regulations on Labour Inspection reformed.**

- 1.1 National and provincial Labour Inspection and OSH Profiles developed;
- 1.2 Gender-mainstreamed into national & provincial labour inspection and OSH, policies and implementation strategies developed, adopted and implemented in consultation with the social partners;
- 1.3 Existing laws, policies and regulations on labour inspection (e.g. Labour Policy 2006, Factories Act, Mines Act and Shops & Establishment Ordinance) reformed in line with the ILS
- 1.4. Legal provisions to facilitate 'alternate inspection systems' introduced;
- 1.5. Implementation plans developed for the Policy and Legislations and actions supported to allocate resources for implementation of reformed labour inspection system;
- 1.6. National coordination mechanism (both vertical and horizontal) on LI & OSH established to provide oversight and convergence to the provincial level initiatives on LI and OSH Reforms;

1.7. Mechanism developed for the preparation and submission of annual ILO Labour Inspection Reports (including detailed statistical information on labour inspection) at provincial level and in different sectors, including in export processing zones (industrial and commercial workplaces liable to inspection, number of inspections, infringements detected and the legal provisions to which they relate, etc);

Immediate Objective 2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills, information management systems and Compliance and reporting on C81 (Labour Inspections).

2.1 Needs assessment for strengthening Lab Inspection based on international standards undertaken;

2.2 System for labour inspection human resources management and career development established, including performance monitoring and appraisal system for the promotion of labour inspection credibility, accountability and transparency and reinforcement of good practices and professional integrity

2.3 Recruitment of Labour Inspection Officers facilitated and induction programme developed - including recruitment of women labour inspectors (advocacy for more recruitments as well as developing a recruitment induction programme);

2.4 Code of Conduct for Labour Inspectors developed;

2.5. Modern and computerized labour inspection tools, including computer-based checklists, protocols and equipment for monitoring workplace environment developed and inspectors trained on their use (including a modern database & information management on LI&OSH

2.6 Capacity development programmes/workshops carried out among Labour Inspectors, their supervisors and judges of labour courts with the aim to develop and operationalize OSH and modern labour inspection procedures and practices;

2.7 Pilot projects supported in selected Districts on (a) Registration & classification of the enterprises; (b) enforcement of integrated inspection in the selected Districts; (c) self-inspection & self-reporting in the selected enterprises having low risk; (d) designing and piloting of labour extension system (to informal economy) in selected districts / sectors

Immediate Objective 3: Capacities of the workers' and employers' organization strengthened and their active engagement in labour inspection and OSH activities promoted.

3.1 Tripartite mechanisms on labour inspection and OSH established and strengthened;

3.2. Capacities of workers' and employers' representatives on labour inspection and OSH developed through seminars, training workshops and promotional and educational material.

3.3 Thematic Labour Inspection campaigns organized in each Province with active involvement of local workers and employers

3.4 Innovative Labour Inspection mechanisms tested to include 'Informal Economy Workers' in the Labour Inspection through inclusion of Local Government and Civil Society Organizations'

Immediate Objective 4: Outreach and quality of Labour Inspection improved through involvement of Industrial Associations, promotion of CSR and awareness.

4.1 Thematic Labour Inspection campaigns organized in each Province with active involvement of local workers and employers

4.2 Industrial Associations and Buyers engaged through dialogue on social compliance for enhancing outreach of labour inspection to uncovered industries (see 4.4)

4.3 Existing Private-sector initiatives on Labour Inspection mapped and documented

4.4 Independent inspection and counselling mechanisms designed and piloted at Industrial Association and enterprise levels - with active engagement of public sector Labour Inspectorate

4.5 Database of Private Certification companies developed and a regulatory framework for Private (third party) Certification for Labour Inspection developed in consultation with Buyers and Industrial Associations

4.6 Good practices of Industry-supported Labour Inspection Systems documented and disseminated for upscale and replication

Evaluation questions

The ToR and subsequent additions have put forward 39 evaluation questions to be assessed. The evaluator is informed that the list of evaluation questions is more indicative the required. The questions also are somewhat overlapping and to avoid the report to be unreadable, the list of evaluation questions will be bulked together and responded to in readable sections rather than responded to one by one.

An evaluation matrix is therefore made but will be used for the evaluator in an adjusted form compared to its TOR form. However, the list of indicative evaluation questions is as follows:

Evaluation question	Indicator	Sources of data	Comment
1) Relevance and strategic fit: To evaluate the outcomes of the project and assess whether the project has achieved its immediate objectives as well as contributed to the broader framework, specifically the project's development objectives and the Pakistan DWCP.			
· Extent of project relevance and responsiveness to address its objective over the project period?	Alignment with national/regional strategies	Documents, interviews, all stakeholders	
· How flexible have been project strategies, tools (including training tools) in addressing project goals?	Perceived flexibility, actual changes	Documents, interviews, all stakeholders	
· Has a gender and disability inclusion approach been taken into consideration in the project?	Gender inclusion in approach and activities	All available data sources	
· Extent to which the project approach is strategic and based on the ILO comparative advantages?	Actual project approach aligned with strategy and ILO comparative advantages	All available data sources	
2) Validity of intervention design: Assess appropriateness of results framework and appropriateness of its indicators, targets and the overall M&E strategy and practices			
· Were the design and the logframe developed by the programme coordinator valid and consistent? Have there been adjustments in the logframe throughout the project implementation?	Consistency in programme design. Number and size of changes and adjustments	Programme document, Documents and interviews of ILO staff.	No logframe developed. Question adapted to context.

<ul style="list-style-type: none"> Did the design appropriately identify risks and key assumptions? Did the project have a mitigation strategy that accounted for changing context in Pakistan? 	<p>Risk matrix and assessment aligned with actual events and assumptions. Mitigation strategy's alignment with changes in Pakistani context.</p>	<p>Risk analysis and mitigations in TCRs all years, interviews of stakeholders</p>	
<ul style="list-style-type: none"> How was the process of consultation and identification of problem and strategies done during the project design stage? How did the consultation results affect the project design? 	<p>Processes</p>	<p>Process identification through documents and interviews</p>	
<ul style="list-style-type: none"> Did the project design adequately consider the gender dimensions of the problem, challenges, and interests of the women target groups and of the planned interventions? 	<p>Gender dimension in project</p>	<p>All available data sources</p>	
<ul style="list-style-type: none"> Have there been adjustments made on the project design following the recommendations of the mid-term internal evaluation? 	<p>Changes i project design after MTE</p>	<p>MTE, interview ILO staff</p>	
<p>3) Project progress and effectiveness: Assess project progress against immediate objectives, expected outputs and outcome targets, as well as the delivery of quality outputs and outcomes.</p>			
<ul style="list-style-type: none"> To what extent has the project attained its objectives? 	<p>Results per objective(outcomes)</p>	<p>Documents, interviews stakeholders all</p>	<p>Attainment already reported in MTE and annual TCPRs</p>
<ul style="list-style-type: none"> What specific measures were taken by the project to address issues related to gender equality and non-discrimination and inclusion of people with disabilities? And how effective were these measures in advancing these issues? 	<p>Gender interventions</p>	<p>Documents, interviews stakeholders all</p>	
<ul style="list-style-type: none"> What were the major factors influencing the achievement or non-achievement of the project objectives? And to what extent had these factors contributed or potentially contributed to gender equality and non- 	<p>Factors identified and assessed</p>	<p>Documents, interviews stakeholders all</p>	

discrimination and inclusion of people with disabilities?			
· What were the challenges faced by the project in achieving the results and how were they addressed?	Identified challenges	Particularly section 2.2 in TCPR reports. Other documents and relevant interviews.	
· To what extent has the project addressed the recommendations made during the mid-term internal evaluation?	Recommendations in MTE	MTE and interviews	
· To what extent have stakeholders, particularly worker's and employers' organizations been involved in project implementation?	Stakeholder involvement	Documents, interviews all stakeholders	Question in nature descriptive
4) Resource efficiency: Measure how economically resources/inputs (funds, expertise, time, etc.). are converted to results			
· Have resources (funds, human resources, time, expertise etc.) been allocated and delivered strategically to achieve the project objectives? And to what extent the project resources factor-in the cost of specific activities, outputs and outcomes to address gender equality and non-discrimination and inclusion of people with disabilities?	Budget allocations	Budgets, spending accounts, documents, interviews	
· Was the existing management structure and technical capacity sufficient and adequate?	Management structure	Interviews, project documents and other documents presenting management structure	
· How well did the project manage finances (including work and financial planning, budget forecasts, spending and reporting)?	Finance allocations	Budgets, spending accounts, documents, interviews	
· What monitoring system was put in place to assess and improve resource utilization and its efficiency?	Monitoring system	Interviews with staff	
· To what extent did the project leverage resources (financial, partnership, expertise) to promote gender equality and non-discrimination and inclusion of people with disabilities?	Project leverages indicator (attracted other resources)	Budgets, spending accounts, documents, interviews	

<p>5) Impact orientation and sustainability: Provide an overview of sustained impact of the project against the following outcomes;</p>			
<p>· Are there any good practices and tools of promoting developing a transparent, effective, modern, comprehensive labour inspection system that came about from this project? Have these been well-documented?</p>	<p>Identified good practices and tools</p>	<p>Documents, interviews stakeholders all</p>	
<p>· Are there any follow-up actions required to continue the momentum of the project?</p>	<p>Identified follow up actions</p>		
<p>· To what extent did the intervention advance strategic gender-related needs that can have a long-term positive bearing on gender equality and non-discrimination and inclusion of people with disabilities?</p>	<p>Identified gender advances</p>	<p>Documents, interviews stakeholders all</p>	
<p>6) Effectiveness of management arrangements: To what extent the management system is appropriate to achieve desired results and outcome within a timely, effective and efficient manner including;</p>			
<p>· What is the quality and frequency of operational work planning and risk management? Describe the process in each country and how coordination was done</p>	<p>Frequency of op. work planning</p>	<p>Documents, interviews stakeholders all</p>	
<p>· To what extent do project management capacities and arrangements put in place to support the achievement of the planned results?</p>	<p>Identified support from PM capacities</p>	<p>Documents, interviews stakeholders all</p>	
<p>· What are the internal and external factors that have contributed to the pace of project implementation? What are the lessons learnt to ensure effective project management?</p>	<p>Identified internal and external factors with contribution to implementation</p>	<p>Documents, interviews stakeholders all</p>	
<p>7) Capacity building and institutionalisation: The implementation arrangements put in place by the project to ensure appropriate capacity</p>			

building of its institutional counterparts.			
· How did the project engage with the tripartite constituents (Government, labour organizations (employers and workers) during project implementation and to institutionalize project interventions?	Identified tripartite engagements	Documents, interviews stakeholders	all
· Which types of capacity building activities have been more and less effective and what lessons can be derived from these experiences?	Identified capacity building success per type	Documents, interviews stakeholders	all
· How likely are the project outcomes going to be sustainable? What are needed to increase the likelihood of sustainability?	Likelihood for benefit are present after project closure (potentially)	Documents, interviews stakeholders	all
· What are potential good practices, especially regarding models of interventions that can be applied further, shared and replicated?	Identified good practices	Documents, interviews stakeholders	all
These questions should be answered while addressing wider factors that concern project such as,			
· Exploring transitory challenges/issues/adjustments in implementation of 18th Constitutional Amendment as well as national government reform of labour inspection system.	Descriptive exploration		
· Considering political history/background of province/country	Descriptive exploration		
Special questions from Donor:			
Look at the steps the project has taken to bring public and private labour inspection closer together/better aligned? Did the project help in developing a vision on this? What is the role of buying brands, like the Buyers' Forum in this?	Identified project vision on the issues	Documents, interviews stakeholders	all
Furthermore, did GSP+ have an impact on the compliance to labour rights? Did the project contribute to this?	Identified project contributions	Documents, interviews stakeholders	all Will elaborate on GSP+ impact on compliance

Gender equality disability inclusion and other non-discrimination issues are important cross cutting concern of the ILO. The evaluation will ensure that these concerns will be integrated throughout its methodology, strategies/approaches, data and all deliverables, including in the final report.

The evaluation will also give specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, UNDAF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme.

Methodology

The methodology is built on mixed-methods under time and resource constraints. The evaluation will use document study, qualitative interviews of stakeholders as well as data analysis of both financial and operational data where such exists. The evaluation will use the updated guidelines and advice in this evaluation put forward by ILO. ILO have put forward a number of guidelines and checklists on evaluations.

Scope

As a basis for the recommendations, the team will use the OECD/DAC evaluation criteria (see OECD/DAC 2002, "Evaluation Glossary"), which also is the foundation for the "ILO Policy for Evaluation" approach to evaluations of programmes and projects. The definitions of the evaluation criteria are therefore:

Relevance: The extent to which the programme responds to and is in line with the priorities of the countries, involved institutions and different target groups and stakeholders; as well as whether there is a need for what the programme and projects deliver?

Efficiency: Whether results are achieved with regard to cost, time and quality?

Effectiveness: To what extent are programme objectives being achieved?

Risk management: Is the process to identify, assess, manage and control potential events or situations to provide reasonable assurance regarding the achievements of objectives. A risk is the possibility that an event will occur and adversely affect the achievement of objectives.

Sustainability: Whether the positive impacts of the programme, projects and activities may be sustained.

The approach suggested by Haarberg Consulting is based on the Invitation to tender/Terms of Reference as well as Haarberg Consulting's long experience with reviews, evaluations, audits and due diligence.

4.4 Work plan

Phase I: Preparatory



A draft inception report was made after a delayed start-up. Basic documents were sent from ILO the evaluator. A draft Inception report was made based on this information. At this time we have had no interviews with any stakeholder only planning and contractual exchange.

The draft Inception Report is this document.

Phase II: Inception report



A brief interview guide will be drafted during the initial in-country visit. The following activities will be undertaken:

Field Mission in Pakistan (total 11 days) including Stakeholder workshop:

No	Date	Location	Travel mode Dept. & Arr. details	Activity	Time
1	Nov. 26	Islamabad	N/A	Project Briefing with Zishan and Faisal	10:00
2	Nov. 26	Islamabad	N/A	Security Briefing	1230
3	Nov. 26	Islamabad	N/A	Project Briefing with Zishan and Faisal	13:00
4	Nov. 26	ILO Building, Islamabad	Road	Meeting with PWF Mr Zahoor Awan General Secretary	At 3pm
5	Nov. 27	ILO Islamabad	N/A	Meeting with CD	At 10am
6	Nov. 27	ILO Building, Islamabad	N/A	Meeting with DOL KP Mr Irfan Ullah Khan Director Labour Mr. Wajid Ali, Chief Inspector of Factories, CIM, KP	At 2pm
7	Nov. 29-30	Lahore	Air 29 Nov: PK-651: 1500-1600 30 Nov: PK-654: 1720-1820	Meeting with Daud Abdullah Director, Punjab 62-D, New Muslim Town Wahdat Road, Lahore	30 Nov DoL at 10 am
8	Dec. 3-5	Karachi	Air 3 Dec: ER-501: 1000-1200 5 Dec: ER-502: 1330-1530	Meeting Mr Majyd Aziz President, EFP 2 nd Floor, State Life Building No. 2 Wallace Road, I.I. Chundrigar Road, Kyc. Meeting with DOL Mr Saeed Sauleh Jumani, Director Labour, Meeting with Ali Ashraf Naqvi, Joint Director and Technical Inspectors of Sindh Meeting with Mr Muhammad Zahir Assistant Director Labour DOL Balochistan	3 Dec EFP at 3pm 4 Dec DoL at 10am 4 Dec DoL at 12pm 5 Dec at 10am
9	Dec. 06	Block "B", Pak Sect., Islamabad	Road	Meeting with Mr Saqib Ali Khan Deputy Secretary, MOPHRD	At 11am

List of stakeholders to be interviewed see Annexe 2:

Phase III: Data collection



In the last part of the in-country evaluation mission an Evaluation stakeholder workshop will be arranged. The principle should be “the whole system in one room”, bringing representatives from a wide range of stakeholder to work together often in groups of 4-6 people on important areas as well as commenting on preliminary key findings presented by the evaluators.

A typical agenda will be:

- Welcoming (by host/ILO)
- Presentation of evaluation and preliminary key findings (by the evaluator)
- Selected key issues (group work)
- Panel discussion

After the evaluation stakeholder workshop the evaluator will have a good basis for working on the draft report.

Phase IV: Analysis and reporting



Immediately after the return from the field visit to Pakistan to visit project sites and head offices, the review team will identify and report on the evaluation’s findings, main conclusions and recommendations. This analysis will be based upon the totality of collected information, undertaken analysis and data and findings from field visit and document study. The phase will consist of the following main activities:

- 4.1 Analysis
- 4.2 Drafting of draft report
- 4.3 Completed amendments and submission of final report

The evaluation report will have a format aligned with ILO evaluation Checklist 5 Preparing the evaluation report. The outline is tentatively as:

1. Title page
2. Table of contents
3. Executive summary
4. Project background
5. Evaluation background
6. Methodology
7. Main findings
8. Gender issues assessment
9. Tripartite issues assessment
10. International labour standards assessment
11. Conclusions
12. Lessons learned
13. Emerging good practice
14. Recommendation
15. Appendices

Evaluator writes the draft report of final evaluation to submit it to ILO evaluation manager, which shares the draft report with stakeholders. Evaluation manager consolidates comments to the draft report and send to the evaluator for revisions. Evaluator to finalize the draft report

and submit to the evaluation manager which will share the final report with the project stakeholders for feedback. EVAL to review and approve the final report.

The evaluator will finalize the report no later than 22 December given that the evaluator receives necessary information and consolidated comments in due time.

Data collection

The major data and information collection tools will be document study and interviews, as well as the larger Stakeholder workshop.

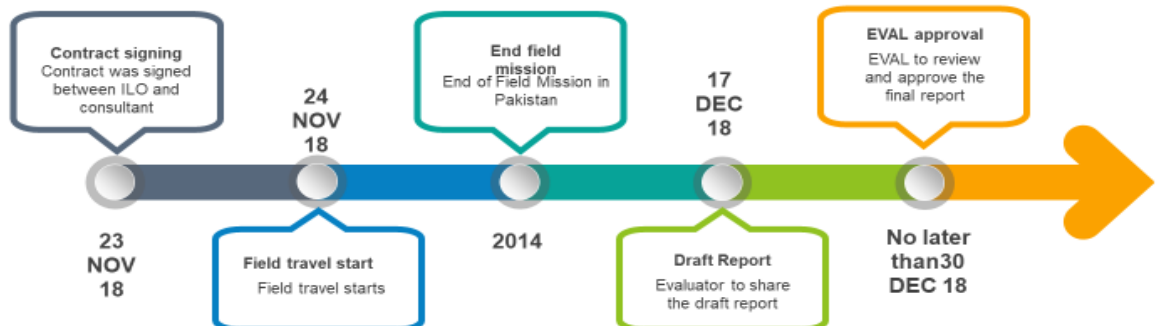
Qualitative data will be collected during interviews and document study.

Quantitative data will be used as the extent possible. The programme do have some quantitative data, but these data have not been used much for analysis. The Mid-term evaluation did not present any quantitative analysis or presentation at all.

Timeline

Evaluation timeline

Tentative timeline for the evaluation



Haarberg Consulting

Annex 1:

Terms of reference

List of stakeholders.

Annex 4: Field Mission Agenda in Pakistan and the list of people interviewed

No	Date	Location	Travel mode Dept. & Arr. details	Activity	Time
1	Nov. 26	Islamabad	N/A	Project Briefing with Zishan and Faisal	10:00
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9	Dec. 06	Block "B", Pak Sect., Islamabad	Road	Meeting with Mr Saqib Ali Khan Deputy Secretary, MOPHRD	At 11am

Annexe5: List of Documents

Signed Agreement and Project Concept Note (2015)

Project approval Minute Sheet 2015

SLISP Financial Statement 2015-18

SLISP Midterm Evaluation Report 2018

SLISP Technical Cooperation Progress Report JUL-DEC 2015

SLISP Technical Cooperation Progress Report JAN-DEC 2016

SLISP Technical Cooperation Progress Report JAN-DEC 2017

Pakistan Decent Work Country Programme 2016 2020

Labour Inspection Policy 2006 (Federal)

Department of Labour (DOL) Balochistan. Provincial Action Plan for Strengthening of Labour Inspection (2016)

Department of Labour (DOL) Khyber Pakhtunkhwa (KP). Provincial Action Plan for Strengthening of Labour Inspection (2016)

Department of Labour (DOL) Punjab. Provincial Action Plan for Strengthening of Labour Inspection (2016)

Department of Labour (DOL) Sindh. Provincial Action Plan for Strengthening of Labour Inspection (2016)

Government of Pakistan (GOP). Occupational safety & health: legal framework & statistical trend analysis 2016

International Labour Organization (ILO). [DRAFT] Proposed Framework for District-level Inspection System 2015

Labour Inspection Policy 2006

International Labour Organization (ILO). Sectoral Activities Program, Working Paper (WP.168). Safety and health in small-scale surface mines – A handbook 2001

International Training Center (ITC). Training of Master Trainers on Labour Inspection 2016 (Training program)

SLISP. [Draft] Assessing Labour Inspection and OSH in Pakistan 2016

SLISP. [DRAFT] Geographical Prevalence of Private compliance initiatives: A mapping study of Pakistani Industry 2017

SLISP. [DRAFT] National Tripartite Consultation on Occupational Safety and Health in Mining Sector, Pakistan 2017

SLISP. [DRAFT] Rapid Assessment – Employers Federation of Pakistan's Annual Award on OSH - Best Practice (Impact Tracing)

SLISP. [DRAFT] Rapid Assessment - Occupational Safety & Health (OSH) in Construction Sector - Sindh, Pakistan

SLISP. Effective Labour Inspection – A toolkit for labour inspectors 2017

SLISP. Effective Labour Inspection - Participants Handbook for Labour Inspectors 2016

SLISP. Financial Statement 2015-18

SLISP. Midterm Evaluation Report 2018

SLISP. Technical Cooperation Progress Report JAN-DEC 2016

SLISP. Technical Cooperation Progress Report JAN-DEC 2017

SLISP. Technical Cooperation Progress Report JUL-DEC 2015

SLISP. Training Needs Assessment Report 2017

Naila Usman RAPID ASSESSMENT Occupational Safety & Health (OSH) in Construction Sector Sindh, Pakistan

Naila Usman RAPID ASSESSMENT EFP's Annual Award on OSH Best Practice (Impact Tracing)

Annexe 6 Detailed budget

Line	POS	Description	Total approved	2015	2016	2017	2018
011	001	International Expert	15 000	-	-	-	15 000
011	050	International Consultant	15 000	-	-	-	15 000
013	001	Administrative & Finance Assitant-GS6	90 642	6 016	23 444	25 364	35 618
013	002	Driver-GS2	44 410	-	10 311	15 222	18 877
015	001	Travel Costs	74 070	6 891	19 322	17 857	30 000
016	001	Mission Costs	8 000	-	-	-	8 000
016	002	Project Evaluation Costs	29 000	-	-	4 781	24 219
017	001	National Project Manager	180 120	10 081	48 174	50 592	71 273
017	002	Project Officer-NOA	135 886	7 703	35 315	37 944	54 924
017	050	Local Consultant	32 400	2 450	-	5 035	24 915
021	001	Sub-Contract	176 884	-	85 680	11 639	79 565
032	001	Seminars	117 284	10 000	20 325	35 778	51 181
033	001	In-Service Training	109 800	-	33 434	20 782	55 584
041	001	Equipment	16 794	15 217	- 3 667	244	5 000
051	001	Operation & M'ce of Equipment	14 884	612	7 293	2 963	4 016
052	001	Reporting Costs	12 726	-	1 226	3 040	8 460
053	001	Sundries-Utilities	31 913	1 556	6 543	6 855	16 959
053	050	Sundries-Security	28 518	999	8 799	8 100	10 620
068	001	Prog. Support Cost 13%	147 332	7 998	38 532	32 005	68 797

Annex 7 Quantitative Targets

S#	Quantitative Targets:	Value per DEC 18	Short comment
<i>At the end of the project, the following quantitative targets will be achieved:</i>			
1	A minimum of two laws (Factories Act & Shops & Establishments Act) upgraded in all provinces.	Achieved	SLISP through ILO's office-wide approach supported the adaption of the Industrial Relations Act 1934 and other major laws in Sindh, Punjab and KP. So far Punjab, KP and Sindh have enacted 17, 11 and 13 labour laws respectively.
2	A coordination mechanism established in each province to strengthen labour inspection.	Achieved	1. LI Focal Persons Notified in all four Provinces. One focal point in each Province. 2. Provincial Action Plans to reform LI developed 3. Project Advisory Committee constituted comprising the Provincial Labour Inspectorates
3	A minimum of two reports on labour inspection (as per the requirements of Convention 81) developed.	Achieved	1. Federal MOPHRD was supported to submit three regular reports against C81. 2. Federal MOPHRD and four Provincial Labour Departments were supported to prepare and submit National Labour Inspection Reports and Provincial Labour Inspection Reports.
4	An upgraded human resource system for labour inspection adopted in at least one province.	Not Achieved	Out of project control. Not yet possible as it requires major amendments in the Civil Servants Governing rules.
5	One unified, computerized, labour inspection system developed and operationalized.	Achieved	DoL Punjab is supported to further the LIMIS, and they have piloted the online inspection module.
6	At least 70 per cent of labour inspectorates and labour court officials trained.	Achieved	Almost all the inspecting staff (far above 70%) including the ones dealing with the labour court cases trained. Labour court officials not trained.
7	At least 50 new labour inspectors recruited (20% women).	Partly Achieved	More than 50 new labour inspectors have been recruited, including some women ¹¹ . Women inspectors' recruitment, not on track.
8	One federal and at least two provincial tripartite supervisory systems for labour inspection put in place.	Achieved	Federal and Provincial Tripartite Consultative Committees in place with a mandate on labour inspection activities.
9	A minimum of one new private sector initiative for expanding the outreach of labour inspection begun.	Achieved	1. A study to enumerate PCIs in Pakistan completed. 2. The project through the office-wide approach contributed to strengthening engagement with Buyers' Forum and industrial associations to enhance compliance of International Labour Standards. 3. Construction campaign

¹¹ The project has not managed to come up with reliable figures on this. It is however, clear that it is below target.

Annex 9 Output Performance

The results were assessed on the output level as no targets are formulated on the outcome level.

#	Planned Results	Values DEC 2018	Achievement
1	Outcome 1: Policies, Laws, Regulations on Labour Inspection reformed		
1.1	National and provincial Labour Inspection and OSH Profiles developed	Developed National Labour Inspection Profile including Provinces, 2016	Achieved
		Developed National Labour Inspection Profile including Provinces, 2018	
1.2	Gender-mainstreamed into national & provincial labour inspection and OSH, policies and implementation strategies developed, adopted and implemented in consultation with the social partners	a. Appreciation of gender enhanced in all laws and policies that the provinces developed after devolution and with ILO's support.	Partially achieved
		b. Gender was made an element of training material that SLISP produced. However, review only find that the material contains only a minimum of gender information.	
		c. All the women serving in provincial labour inspectorates were given the opportunity to attend the training program.	
		d. All the 5 Industrial Relations Act, Clause 18 of The Sindh Minimum Wages Act., 2015 and Clause 25 of The Sindh Payment of Wages Act., 2015 are some examples. See discussion in section 5.2.	
1.3	Existing laws, policies and regulations on labour inspection (e.g. Labour Policy 2006, Factories Act, Minces Act and Shops & Establishment Ordinance) reformed in line with the International Labour Standards to ensure, among others, deterrent sanctions and adequate and effective powers and authorities to the labour inspectors	a. Labour Inspectors access to work establishments improved as a result of the enforcement and increased obstruction related penalties in Punjab, Sindh and Khyber Pakhtunkhwa. This was achieved through adherence to/with Section 63 of Factories Act 1934, which clearly prescribes the punishment for obstruction of labour inspectors in the performance of their duties.	Significantly achieved

		<p>b. In Punjab, under the Punjab prohibition of child labour at brick kilns act 2016 (XXXVII of 2016), penalties against infringements including the obstruction of labour inspector were further augmented by including the provisions of Chapter XXII of the Code of Criminal Procedure, 1898 (V of 1898).</p> <p>c. The Khyber Pakhtunkhwa Bonded Labour System (Abolition) act 2015 (section 17) & The Khyber Pakhtunkhwa Shops and Establishments act 2015 (section 30) prescribe fines against obstruction of labour inspectors.</p> <p>d. Sindh Factories Act, 2015 (section 95) provides increased fine Rs. 500 to Rs. 10,000 for obstructing an inspector</p>	
1.4	Legal provisions to facilitate 'alternate inspection systems' introduced	The way forward: The output is largely beyond the scope and sphere of influence of SLISP and needs to be revisited. ¹²	Not achieved
1.5	Implementation plans developed for the Policy and Legislations and actions supported to allocate resources for implementation of the reformed labour inspection system	Sindh, KP, Baluchistan and Punjab were supported to develop their independent Provincial Action Plans.	Significantly Achieved
1.6	National coordination mechanism (both vertical and horizontal) on LI & OSH established to provide oversight and convergence to the provincial level initiatives on LI and OSH Reforms	Yes, Federal Tripartite Consultative Committees and Provincial Tripartite Consultative Committees are in place across all Provinces.	Achieved
1.7	Mechanism developed for the preparation and submission of annual ILO Labour Inspection Reports (including detailed statistical information on labour inspection) at provincial level and in different sectors, including in export processing zones (industrial and commercial workplaces liable to inspection, number of inspections, infringements detected and the legal provisions to which they relate, etc.)	<p>A. SLISP supported the provincial DoL's and MOPHRD in grasping report contents, data collection and analysis with a view to helping them learn the process for the development of Annual Labour Inspection Report.</p> <p>B. The 1st draft of these four provincial reports and the 1st national report is under review and finalisation.</p>	Significantly Achieved
2	Outcome 2: Institutional capacities of the labour inspectorate strengthened in terms of human and material resources, technical skills and information management systems.		
2.1	Needs assessment for strengthening labour inspection based on international standards undertaken;	The draft of the National Profile is under review and finalisation.	Significantly achieved

¹²Detailed argumentation:

- Labour inspection is recognized as a public function, cf. ILC discussion 2011
- First of all, "alternative inspection systems" or rather Private Compliance Initiatives, third party auditing etc. is new in the country at the level of Government (private sector familiar with it) – there is not enough clarity to what provisions are needed.
- Initial discussions started, but not matured

2.2	System for labour inspection human resources management and career development established, including performance monitoring and appraisal system for the promotion of labour inspection credibility, accountability and transparency and reinforcement of good practice and professional integrity;	As part of the National Profile, the assessment of labour inspection human resources has been done. That will be shared with the concerned departments for consideration. However, the output cannot be fully achieved and needs a restructuring of labour administration to be fulfilled.	Partially achieved
2.3	Recruitment of Labour Inspection Officers facilitated induction programme developed – including recruitment of women labour inspectors;	Recruitment of Labour Inspection Officers in numbers was successful but failed to recruit enough women inspector officers.	Partially achieved
2.4	Code of Conduct for Labour Inspectors developed;	With the approval of IALI global code of ethics have been printed and extended to all labour inspectors	Achieved
2.5	Modern and computerized labour inspection tools, including computer-based checklists, protocols and equipment for monitoring workplace environment developed and inspectors trained on their use;	The LIMIS is being piloted in the biggest provinces of Punjab. The other provinces are not yet ready for implementation, but have joined consultations on it.	Partially achieved
2.6	Capacity development programmes/workshops carried out among Labour Inspectors, their supervisors and judges of labour courts with the aim to develop and operationalize OSH and modern labour inspection procedures and practices;	Training of 26 master trainers and then training of more than 400 labour inspectors.	Significantly achieved
2.7	Pilot projects supported in selected Districts on (a) Registration and classification of the enterprises; (b) enforcement of integrated inspection in the selected Districts; (c) self-inspection and self-reporting in the selected enterprises having low risk; and (d) designing and piloting of labour extension system (to informal economy) in the selected District/sector	The output seems largely beyond the achievable scope of SLISP since it involves major legislative changes. Ref. D) The Campaign for OSH in the construction sector was a pilot to reach out to the informal sector – and it also had an element of integrated inspection in that both OSH and non-OSH inspectors joined.	Not achieved
3	Outcome 3: Capacities of the workers' and employers' organization strengthened and their active engagement in labour inspection and OSH activities promoted		
3.1	Tripartite mechanisms on labour inspection and OSH established and strengthened;	1. SLISP developed a concept note for computerization of Labour Inspection MIS for FTCC 2. PTCCs and FTCC are being facilitated regularly through an office-wide approach. 3. OSH is a standing agenda point on all FTCC meetings and labour inspection is regularly discussed	Partially achieved
3.2	Capacities of workers' and employers' representatives on labour inspection and OSH developed through seminars, training workshops and promotional and educational material.	Two bipartite social dialogue forums on Labour Inspection organized since the MTE. A third discussion took place in March 2019 focusing on the role of labour inspection in addressing FPRW and OSH in the cotton supply chain.	Achieved
3.3	Thematic Labour Inspection campaigns organized in each Province with active involvement of local workers and employers	The project supported the DoL's Sindh to carry out 1st ever OSH campaign in the construction sector of Karachi.	Achieved

		Through this campaign, a batch of 18 labour inspectors (OSH and non-OSH) was trained and then carried out visits of 66 sites in 5 days campaign.	
3.4	Innovative Labour Inspection mechanisms tested to include 'Informal Economy Workers' in the Labour Inspection through inclusion of Local Government and Civil Society Organizations	OSH campaign in the construction sector of Karachi, a soft entry point is created for the labour department to cover this uncovered sector.	Achieved
4	Outcome 4: Outreach and quality of Labour Inspection improved through involvement of Industrial Associations, promotion of CSR and awareness		
4.1	Thematic Labour Inspection campaigns organized in each Province with active involvement of local workers and employers	This is a repetition of output 3.3	N/A
4.2	Industrial Associations and Buyers engaged through dialogue on social compliance	The project through the office-wide approach contributed to strengthening engagement with Buyers' Forum and industrial associations to enhance compliance of International Labour Standards. The project has also interacted with the "Buyers Forum" and informed the Buyers' Forum about the study on PCIs and its preliminary results.	Partially achieved
4.3	Existing Private-sector initiatives on Labour Inspection mapped and documented	PCI study phase 1 has been completed. PCI 2 remaining.	Partially achieved
4.4	Independent inspection and counselling mechanisms designed and piloted at Industrial Association and enterprise levels – with active engagement of public sector Labour Inspectorate	The objective not aligned with the LI as an independent institution. Several representatives from provincial Lis pointed to independence. Delineations of the role of the private sector should be done.	Partially achieved
4.5	Database of Private Certification companies developed and a regulatory framework for Private (third party) Certification for Labour Inspection developed in consultation with Buyers and Industrial Associations	Covered under 4.3	See 4.3
4.6	Good practices of Industry-supported Labour Inspection Systems documented and disseminated for upscale and replication	Covered under 4.3	See 4.3