



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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Acronyms

AEFAA	Ali Enterprises Fire Affectees Association
BESSI	Balochistan Employees Social Security Institution
BMZ	<i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> (German Federal Ministry of Economic Cooperation and Development)
CNIC	Computerized National Identity Card
CO	Country Office
CTA	Chief Technical Adviser
DAC	Development Assistance Criteria
DoL	Department of Labour
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EFP	Employers Federation of Pakistan
EOBI	Employers Old Age Benefits Institution
ESSI	Employees Social Security Institution
GDP	Gross Domestic Product
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GoP	Government of Pakistan
GoS	Government of Sindh
HQ	Headquarters
ILO	International Labour Organisation
ILS	International Labour Standards
KII	Key Informant Interviews
KPESSI	Khyber Pakhtunkhwa Employees Social Security Institute
LFS	Labour Force Survey
LWSPEG	Labour Welfare and Social Protection Expert Group
MoPHRD	Ministry of Overseas Pakistanis and Human Resource Development
MoU	Memorandum of Understanding
NTUF	National Trade Union Federation
OC	Oversight Committee
OECD	Organisation for Economic Cooperation and Development
OSH	Occupational Safety and Health
PESSI	Punjab Employees Social Security Institution
PILER	Pakistan Institute of Labour Education and Research
PKR	Pak Rupee
PWF	Pakistan Workers Federation
ROAP	Regional Office Asia-Pacific
SDG	Sustainable Development Goal
SESSI	Sindh Employees Social Security Institution
SHC	Sindh High Court
SOCISO	Social Security Organization
SSTC	South - South - Triangular - Cooperation
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNSDF	UN Sustainable Development Framework

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Executive Summary

This report details the findings of the Project on *Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province*.

A tragic factory fire on 11 September 2012 occurred in the Ali Enterprises a garment factory in Baldia Town, Karachi. Approximately 255 workers died and more than 50 were injured. The fire was the most serious industrial accident in the history of Pakistan. Following the fire, the German retailer and main buyer, KiK Textilien financed an initial emergency compensation package of US\$1 million (Rs. 97.975 million) for the families of the deceased victims. A further amount of US\$618,000 (Rs 61.8 million) was paid by the employers¹ and an amount of US\$57,000 (Rs 5.7 million) was contributed by local philanthropists. The total compensation amount of US\$1,654,750 (Rs165.475 million) was distributed as immediate relief to dependants of identified victims through the Sindh High Court (SHC) Commission in 2013.

It is important to note that the background to the Baldia project is not about the initial funds provided as outlined above but rather the voluntary financing of the additional employment injury benefits to the Baldia victims.

To complement the compensation package provided by KIK, *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung* (German Federal Ministry of Economic Cooperation and Development-BMZ) mobilised EUR 1.7 million, paid to the International Labour Organisation (ILO) through a grant agreement with *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ). The grant aims at the provision of technical support and guidance to the Government of Pakistan (GoP) and partners, in particular the Sindh Employees Social Security Institution (SESSI), to provide technical assistance and to support overall management of the compensation system.

The project commenced in January 2018. The project was scheduled for an initial 18-month implementation period (1 January 2018–30 June 2019). The project period was extended for an additional 12-month period followed by an additional 6-month extension through to 31 December 2020. In late December 2020 a further final extension was granted a final extension to 31 December 2021.

The evaluation applied a participatory, mixed-method methodology. Key data collection methods included: (i) a desk review of project and other relevant secondary documents and analysis of the program's results management system (this included a review of project documents and other relevant research, reports and policies); (ii) key informant interviews (KIIs) with key stakeholders and donors and a series of interviews with beneficiaries who have been receiving cash payments.

Key Findings

The project is highly relevant and responds to an immediate need to support workers affected by the fire. The project provided a unique opportunity for the ILO to fulfil its mandate as an independent and transparent broker to facilitate support and assistance.

The project does demonstrate a high degree of coherence (policy and priorities) but the scheduling and timing of the project to align with the MoU is lacking.² The MoU runs through until 2023, however the

¹ As a result of the petition filed by PILER in the Sindh High Court on 11 September 2012 the employers were fined and had to pay the amount of Rs. 61.8 million for immediate relief of the workers. This amount of Rs61.8million is included in the total amount of Rs.165,475 million (KIK PKR 97.975 million, and PKR 5.7 million by local Philanthropists).

² It is noted that the project was designed and approved before the MoU was signed.

current project only runs until the end of 2020.³ This means that important capacity building efforts will fall short or reaching desired outcomes and results. The project itself does not appear to align with the MoU with regards to the requirements of capacity building and the timeframe for action.

The project undertook a robust and detailed approach to confirm deceased individuals and the verify dependents of the deceased. Much of the work was taken form SHC lists and a significant part was done prior to the commencement of the project, with the actual verification of the dependents took place in March-April 2018.

The intent of the ILO with regards to capacity building is good and aligns to the ILO's comparative advantage. However there appears to have been limited discussion as to the staged nature of capacity building and what does a successful system or staff look like where there is an agreed approach. There needs to be more clarity in results framework as to what "success will look like" and to align the intervention to achieve this end.

The project is effective with regards to Objective 1 (Cash Transfer System). Overall progress is on track with regards to this objective. The disbursement of compensation and pensions to beneficiaries has been successfully accomplished. Individual counselling has also been provided to the beneficiaries. By October 2018, to a large extent, the process of regular disbursements of benefits to affected families had commenced. Bank accounts were opened and funds were transferred through SESSI.⁴ Initial payments were made for the period 1 January 2017 through to 31 August 2018. Bank accounts for those who could access and open were created in May 2018.

Despite the challenges of compliance, the system of monthly payments is a very good outcome and result. Initial requests from stakeholders were for lump-sum payments. The ILO resisted this pressure and this has proven to be a very positive result as it has promoted a more sustainable outcome and reduced risks on misappropriation and misuse of funds.

For objective 2 (Capacity Development) progress has been somewhat slow. For capacity development to flourish, there needs to be appropriate political, legal and regulatory frameworks in place. Capacity development cannot occur within isolation. For capacity development to work, it needs to sit under enhanced frameworks that provide opportunity for the cash transfer system to operate and for the long-term hand-over of funds and responsibilities to SESSI. This is not to suggest that capacity development is removed, however a "third pillar" of work around legal and regulatory improvements that complements both objective one and two is warranted.

The focus of capacity building has been on the following subjects: (i) IT assessment; (ii) actuarial valuations; (iii) research on EII, (iv) awareness campaigns to expand the coverage; and (v) survey approaches to of workers, employers and injured workers about SESSI.

The Oversight Committee (OC) is a well thought out forum by ILO for the purpose of ensuring smooth decision making, transparency, and regular monitoring. A downside of the OC is that it is a temporary structure. There is scope for the OC to be finalised into a long-term governance mechanism which can continue once the project is completed. This would promote longer-term sustainability and maintain key members to support on-going oversight and decision making.

In light of the recent extension to the project, the following guidance is provided based on the findings and evidence presented in this report. The guidance is to provide an opportunity for further discussion

³ At the time of preparing the final evaluation report as 12-month extension had been provisionally approved, however this approval is outside the scope of the current final evaluation. Even with a 12-month extension, the timelines with the overall MoU are not fully aligned.

⁴ Two beneficiaries could not have their bank accounts because of the citizenship status they do not have CNICs which is mandatory for opening of bank accounts.

and engagement on key lessons, priorities and strategies for action going forward. Key elements to consider include:

- Consider a project that is aligned to the timing of the MoU which runs through to March 2023. This will provide time for relevant political engagement and capacity initiatives to be implemented.
- Technical support should be in line with what the ILO and Singh Government have agreed in the MoU. It may be useful to consider, as part of the extension phase, a brief update on the status of the MoU and priorities for the remaining 12-months, particularly as it relates to capacity development.
- Consider broader political engagement and work through the OC to promote possible enhancements/improvements to the legal and regulatory framework.
- In light of the above, re-design the capacity development program to focus on technical support and mentoring. Individual training sessions are not sufficient for long-term capacity development.
- Seek engagement with SESSI to prioritise areas of support and adopt a “formalised agreement” on capacity development. This limits the shifting of individuals and commits SESSI to a long-term plan.
- The agreement needs to be based on a detailed needs and capacity assessment to consider human resources and current systems.
- The OC is an important function but there also needs to be on-going social dialogue outside formal meetings.

The project has achieved significant progress in its efforts to establish and implement a cash transfer system to support beneficiaries. This is a significant achievement and establishes a sound model for the GoP to formally adopt and replicate.

To support the model, it is imperative that attention is provided to support enhancement of the legal and regulatory framework that underpins social security, compensation and associated cash transfers. The evaluation concludes that this would be a pre-condition for any eventual transfer of ownership and management of funds going forward. It would also shape and support the type and focus of capacity building initiatives. Without a clear framework, capacity building results will not be realised as the gains made in the short-term will not be supported by broader institutional reform and change.

It is hard to see long-term sustainability of results without the reciprocal commitment by GoP to formally establish these legal and regulatory requirements.

The following recommendations are made:

Recommendation 1: ILO to consider adding a “third pillar” to any extension to focus on legal and regulatory support of social protection and compensation schemes going forward

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO	High	Long	Medium

Recommendation 2: ILO to structure a detailed capacity building program that aligns to the political framework and context under the MoU. Important to identify what “success looks like” for SESSI to achieve an appropriate standard to receive and manage funds and where the ILO’s interventions commence and end.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
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ILO CO	High	Medium	Medium
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Recommendation 3: It is pertinent the international companies coming to Pakistan must ensure the relevant partners are in compliance with ILS and relevant legislation in Pakistan. It is important that employers contribute to social security for workers, contracts of workers, social security, benefits, compensations, payments in accounts etc. This would also ensure safe and good working conditions and benefits for workers thus improving their conditions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO, ROAP and EVAL	High	Medium	Medium

Recommendation 4: The ILO and SESSI should consider options to formalise the OC as a means for technical oversight and strategic input, not only for the remaining 12-months but as a model for other disasters and events that involve SESSI input

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO, OC	Low	Low	Low

“Capacity building is very important. We have weak capacities and need strengthening at all levels. This project is a big step in SESSI and we need further support.....till the time we have gained the required capacities required.... We are going into digitalization with NADRA. ILO support is required for capacity building.... SESSI has achieved a new approach through ILO “ SESSI Senior Official.

1. Introduction

This report⁵ details the results and findings of a final evaluation of the *Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province (the Project)*. The Project is scheduled for completion on 31 December 2021. A copy of the Terms of Reference (ToR) for the evaluation is included as Annex 1.

1.1 Project Background

A tragic factory fire on 11 September 2012 occurred in Ali Enterprises garment factory in Baldia Town, Karachi. Approximately, 255 workers died and more than 50 were injured. The fire was the most serious industrial accident in the history of Pakistan. Following the fire, the German retailer and main buyer, KiK Textilien financed an initial emergency compensation package of US\$1 million (Rs. 97.975 million) for the families of the deceased victims. A further amount of US\$618,000 (Rs 61.8 million) was paid by the employers and an amount of US\$57,000 (Rs 5.7 million) was contributed by local philanthropists. The total compensation amount of US\$1,654,750 (Rs165.475 million) was distributed to dependants of identified victims through the Sindh High Court (SHC) Commission in 2013. These compensations were the consequence of the petition filed in the SHC or the workers of Ali Enterprises, by the Labour Rights Organization, Pakistan Institute of Labour Education and

“Factory accidents should be avoided and they can be avoided....the accident happened and affected so many people and familiesonly because the company did not take proper measures for the welfare and well-being of its workers.....there should be strict measures for such companies and they should be closed or heavily penalized. Their negligence harms so many people and so many lost their lives leaving behind elderly parents, sibling, children and wives ... Please convey this to the higher ups in ILO and government” Injured worker (Male)

Research (PILER)⁶. Immediate relief was provided in the form of lump-sum payments. Affected families of workers also received payments from public social security schemes.

The tragic incident was an eye opener in many ways. There were no measures in place for the safety of the workers. Questions were raised around the existence and suitability of legislation for

international companies sourcing textiles and clothing in Pakistan. There was an expectation from stakeholders that international companies should ensure International Labour Standard (ILS) compliance should be enacted for all companies sourcing materials and products from Pakistan. In the case of Baldia Town, relevant safety standards in accordance with national legislation were not observed.

After the immediate lump-sum payments there was a halt in the agreement⁷. In 2014 PILER approached KIK to discuss and negotiate the long-term compensation. With support of the German Government KiK agreed to pay a compensation package of US\$ 5.5 million and ILO facilitated the long term compensation.

⁵ During the course of the final evaluation a 1-year extension was granted to the project. The evaluation still remained “final” in terms of viewing results up to 31 December 2020.

⁶ PILER filed three petitions:

- (i) Sindh High Court for inquiry for the accident, body identification, justice for the victims and prevention of such accidents
- (ii) Sindh High Court for Compensation of victims by the relevant government organizations
- (iii) Criminal case in Lower Courts against the owners of the factory (which was shifted to the Anti-Terrorist Court (ATC))

⁷ Agreement signed between PILER and KiK on 21 December 2012. In broad terms it states disbursement of immediate relief to the factory victims and their families as well as a further long term compensation to be mutually determined at a later stage.

1.2 ILO Engagement in Compensation for Baldia Fire Victims

Following the fire, the Sindh Employees Social Security Institution (SESSI) provided benefits to the dependants of the deceased victims as per the SESS Act, but the benefits were much lower than what is provided for in relevant ILS, namely the Convention on *Employment Injury Benefits, 1964* (No. 121). There were also different charity-type payments made to the victims' families. KiK paid US\$1 million in the aftermath of the factory fire.

In supporting SESSI, the ILO provided initial support in strengthening labour inspection systems, promoting awareness-raising activities on occupational safety and health (OSH) and providing immediate skills development for victims. A tripartite stakeholders consultation was held on 6 December 2012, with more than 500 participants. It identified the challenges and called for actions in OHS, labour inspection and employment injury benefits. This resulted in adoption of a *Joint Tripartite Action Plan*.

Nonetheless, there were unsettled issues between stakeholders on the level of the benefits to be paid. Following a request by the Governments of Germany and Pakistan, the ILO completed a fact-finding mission in July-August 2016. Findings of the mission included

- Not all fire victims had been identified and verified;
- Initial compensation packages had been disbursed as per the requirements of the SHC and compensation from the public schemes had started to some of the victims; and
- Compensation support did not meet the requirements of the Employment Injury Benefits Convention, 1964 (No. 121) (C.121).

The ILO recommended support under the condition that C. 121 as a basis for involvement and support. That meant that lifetime periodical monthly benefits were going to be paid out to “dependants” of the deceased workers as well as to permanently disabled workers.

The ILO found that the legal entitlement was properly awarded to the survivors of deceased workers as per the law (SESS Act) while those workers who had become invalid had not been properly assessed. The only pending issues were that the benefits awarded to the victims were using a reference salary of 5,000 Rupees per month (the maximum insurable earnings under the social security law at the time) instead of the significantly higher salaries that had been previously earned (too low ceiling on insurable earnings) and indexation of benefits in payment were not guaranteed automatically.

In September 2016 the parties⁸ agreed that KiK would finance the C.121 gap benefits for the lifetime duration to the survivors (dependants)⁹ and disabled who were eligible according to SESSI Act. The agreement reached was for the ILO to handle the funds and establish a cash-transfer system to support the long-term objective of compensating fire victims. Mr Guy Ryder, Director General of the ILO, confirmed in May 2016 ILO's technical support and facilitation role as parties expressed good faith to pursue a settlement that would be guided by the international labour standard on C.121 and relevant national and provincial Pakistani legislation.

The actuarial present value of the C.121 gap benefits was estimated at US\$5.15 million. KiK transferred the full amount to the ILO pass-through account at the end of December 2016. This action formalised the Baldia Arrangement.

⁸ KiK Textilien und Non-food GmbH (Bonen, Germany), Stichting Clean Clothes Campaign (Amsterdam, The Netherlands), IndustriALL Global Union (Geneva, Switzerland) and the International Labour Organization represented by the International Labour Office (ILO, Geneva, Switzerland) (herein after referred to as the Parties),

⁹ Except for children (until 21 years or marriage) and women in case of remarriage, as per SESS Act.

In March 2018 the ILO and the Government of Sindh Province concluded a Memorandum of Understanding (MoU) for the implementation, administration and governance of the Baldia Arrangement. In this MoU, the ILO and the Government of the Sindh Province agreed that the funds received from KIK would be kept during a “provisional period” by the ILO. During such period, the ILO would assist the Government of Sindh, and in particular, SESSI, in preparing and strengthening its capacities to receive the funds at the expiry of the “provisional period,” and in any event within five years, (i.e. end of March 2023).

The MoU specifies that the ILO would transfer the funds to SESSI (or other entities), subject to certification by the ILO of a number of technical conditions aiming at ensuring the regular payment to victims, medical care, sustainability of funds, and most importantly, that the funds be used for the sole purpose of the victims of the Baldia Fire.

The MoU specifies that ILO’s obligations to assist SESSI are contingent upon the availability of the necessary financial resources to cover the costs of ILO technical assistance. The said technical assistance is currently ensured through a contribution from the German Government through GIZ of EUR 1.7million (the project)

1.3 GIZ/BMZ Funded Technical Support Project

To complement the compensation package provided by KIK and the MOU outlined above, BMZ mobilised a grant of EUR 1.7 million, through GIZ, to the ILO to provide relevant technical support and guidance to the GoP and partners, through SESSI, to support overall management of the compensation system going-forward. The project commenced in January 2018. The project was scheduled for an initial 18-month implementation period (1 January 2018–30 June 2019). The project period was extended for an additional 12-month period followed by an additional 6-month extension through to 31 December 2020. In late December 2020, a further extension was granted a final extension to 31 December 2021.

The project’s main objective is two-fold. First and most importantly, the project supports the oversight and delivery process of the additional employment injury benefits (top up) to the victims of the Ali Enterprises fire. Through this process, the project also contributes to strengthen the capacities of relevant institutions in delivering compensation benefits to victims of work injuries and the governance of such schemes. The second objective concerns the general reinforcement of national and provincial capacities, in particular in Sindh Province, to deliver in an effective and transparent manner adequate and timely compensation to persons who have suffered work injuries. The focus of the final evaluation is to assess the achievement of this technical assistance support.

2. Purpose and Scope of the Evaluation

The final evaluation served the purposes of ILO accountability to the constituents and to the donor. The evaluation also supported internal learning within ILO. The evaluation focused on the following criteria:

- the relevance and usefulness of the intervention models designed for stakeholders and beneficiaries.
- progress made to date towards achieving the planned results and identify any constraints hindering the achievement of these objectives (if any).
- unexpected positive and negative results due to the project interventions.
- delivery of project outputs in terms of quality, quantity and timing.
- the efficiency of the project in delivering services and products.
- the impact of the project on the beneficiaries (i.e. the employment injury victims of the Ali Enterprises and related stakeholders).
- the sustainability strategy of the project and the likelihood that it might happen.
- recommendations for improved effectiveness and performance; and

- emerging potential good practices and consider lessons learned.

The final evaluation assessed the overall performance of the project, from 1st January 2018 to 31 December 2020. The focus of the evaluation was on Sindh Province where the project is located. The evaluation also incorporated key stakeholders in ILO HQ, the technical team in New Delhi, the ILO CO office and representatives of the federal government and tripartite constituents (employer and worker federations). The evaluation also interviewed key constituents such as PILER and NTUF as well as beneficiaries and representatives of families. International partners were also consulted and engaged during the evaluation process.

The evaluation addressed overall issues of relevance and strategic fit of the project, achievements and effectiveness, adequacy and efficiency in the use of resource, as well as effectiveness of the project management arrangements. The evaluation examined project performance in relation to the ILO's cross-cutting issues on gender, non-discrimination, social dialogue, and ILS.

2.1 Methodology

The evaluation applied a participatory, mixed-method methodology. Key data collection methods included: (i) a desk review of project and other relevant secondary documents and analysis of the program's results management system (this included a review of project documents and other relevant research, reports and policies); (ii) key informant interviews (KIIs) with key stakeholders and donors and a series of interviews with beneficiaries who have been receiving cash payments.

The evaluation utilised a "purposeful sample" approach which sought to identify stakeholders and locations that offer rich and reliable information but also avoided potential selection biases. The evaluation occurred remotely (due to the inability to travel due to COVID-19 restrictions).

To enhance the rigor of the evaluation, data collection methods were triangulated. While the review of documents provided necessary data, interacting with and interviewing stakeholders allowed for cross-checking the information acquired, and thereby verifying and triangulating the accuracy and validity of data and information. The specifics of the evaluation methodology included:

- The evaluation complied with evaluation norms, standards and followed ethical safeguards (as specified in ILO evaluation procedures) including gender sensitive evaluation criteria. The evaluation adhered to the United Nations system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.
- Examined the project's overall logic and logframe, specifically in light of the logical connect between levels of results and their alignment with the overall intent of the project and its partners/donors.
- Structured data collection instruments according to the evaluation questions. Although questions were highly detailed, the evaluation team sought to adapt them and add additional questions as appropriate, consistent with the semi-structured nature of the interviews.

In framing the methodology, the following evaluation questions were provided. In line with the United Nations' good practices for evaluations, as defined in the ILO Policy Guidelines for results-based evaluation (2017), the evaluation focused on identifying and analysing results through addressing key questions related to the evaluation. These questions guided the methodology employed to complete the evaluation. Key primary and secondary questions are included in the table below.

Evaluation Criteria	Primary Questions	Secondary Question
Relevance and Strategic Fit	Is the project relevant and appropriate?	<ul style="list-style-type: none"> • Is the project aligned with the ILO strategic framework and policy outcomes, ILO “cross-cutting policy drivers” on international labour standards, social dialogue, and gender equality and non- discrimination? • What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of the project or what normative instruments that the project has embraced? • Is the project aligned with needs and priorities of the country as reflected in the UN Development Assistance Framework (UNDAF) – UN Sustainable Development Framework (UNSDF)/ One-UN Programme, DWCP, specific requests for technical assistance, and views expressed by stakeholders, including national and provincial governments, employers’ organizations, workers’ organizations, and workers (both male and female)? • How far is the project impacted by the COVID-19 pandemic and to what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context?
Coherence:	How well does the project fit?	<ul style="list-style-type: none"> • Are project activities properly sequenced and undertaken in coordination with other projects/ programmes and other stakeholders at different levels to increase its effectiveness/ impact? • Is the relationship between project activities and stated objectives clear and logical? Are activities necessary and sufficient to yield improvements in social security for garment workers in Sindh province? • Were project interventions, including capacity development and knowledge products, designed to maximize the ILO’s comparative advantage on social protection?
Intervention progress and effectiveness	Has the project achieved its outcomes?	<ul style="list-style-type: none"> • Has the project design clearly defined outcomes, outputs and performance indicators with baselines and targets? To what extent were these realistic? • Assess the progress towards achieving the objectives of the project. What were the facilitating and hindering factors that contributed to it? What alternative strategies would have been more effective in achieving the project’s objectives (if any?). • How effective is the project in delivering core services to stakeholders and direct beneficiaries? Examine how the project meets the needs of other beneficiaries. • Assess to what extent the project management is effective (including strategy and work planning, staffing arrangements and capacities, governance and oversight, etc.)? • Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how?
Efficiency of resource usage	How well are resources used?	<ul style="list-style-type: none"> • To what extent has the project delivered value for money? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve expected results? Could they have been allocated more effectively and if so, how? • Has project management and staffing been adequate? Has project received adequate technical backstopping and administrative support from the ILO? • Assess the M&E and learning aspects of the project. This should include a sound M&E system to monitor progress and achievement of overall objectives, documentation of learnings, as well as communication and coordination within the project to promote learning in other regions of the country.
Impact orientation	What difference did the project make?	<ul style="list-style-type: none"> • What evidence is there to support that the project’s achievements will be effective in generating a broader and longer-term effect on workers? And whether the COVID-19 pandemic has affected the possible impact of the project? • Where and how has the project best been able to strengthen accountability of key stakeholders to improve social security for workers? • To what extent the project would be able to change the lives of both men and women workers who are victims of the Ali Enterprises fire and their dependents?
Sustainability	Will the project’s interventions last?	<ul style="list-style-type: none"> • How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made? • To what extent the benefits of the project interventions for both men and women workers can continue even after the project lifespan? • To what extent were sustainability considerations taken into account in the project interventions? Has the project developed and integrated an exit strategy in its work?

The evaluation team completed the data collection process in three broad phases: (i) the inception phase, (ii) virtual and field data collection, and (iii) final analysis/de-briefing and report-writing phase, and dissemination phase. A brief outline of each stage is include below.

Document Review

The ILO provided a number of relevant documents to the evaluation team and a detailed review of the documents was carried out. These documents comprised project document, progress reports, annual reports, and other documents related to and relevant to the project. A copy of documents reviewed is included as Annex 3.

Data Collection

Virtual meetings and interviews commenced on 10 December 2020. A total of 52 people were interviewed over a six-week period. To streamline the process, prioritised stakeholders were identified for initial interviews. Given the timeframe over the Christmas-New Year period, some stakeholders were not available. Primary data sources were the Baldia project team, ILO CO, international and national partners, tripartite constituents, social partners and project beneficiaries affected by the fire and compensated by the project. A list of people interviewed is included as Annex 2.

Data Analysis

Qualitative data analysis was applied to identify progress and achievements of the project. Primary and secondary data from the desk review and data collection phase was analysed, with reference to the project's logframe. The project had generated significant data and information through progress narrative reporting. Analysis was somewhat streamlined as a result of this and the main focus was on confirming the secondary data and overlaying a broad lens to assess the validity and reliability of the data. The evidence matrix is included as Annex 4.

Report and Feedback

A draft report was prepared following initial interviews and submitted on 31 December 2020¹⁰. Comments and feedback were received in mid-January while additional interviews were completed. The final report was submitted on 29 January 2021. A stakeholder workshop was not included as part of the final ToR.

2.2 Limitations and Constraints

All evaluations and reviews have limitations in terms of time and resources. Some limitations pertaining to this final evaluation are outlined below:

Judgements: the time limitations meant that professional judgements needed to be employed to interpret stakeholder perspectives.

Attribution: The ILO works in a fluid and dynamic environment (particularly for capacity development and institutional strengthening) and many factors influence performance and operational efficiency. Defining and identifying specific areas of attribution remained challenging.

Selection Biases: a key risk with evaluation is the pre-selections of stakeholders and beneficiaries to consult and interview with. The tight timeframe and Christmas/New Year period also hampered scheduling of interviews.

¹⁰ The original contract required a report to be submitted on 31 December 2020 to coincide with the closure of the program. During the review period a 12-month extension was granted, however original timeframes were maintained.

Availability of Key Stakeholders: Given the timing of the evaluation, not all stakeholders were available to meet. Some stakeholders were key (i.e. Secretary DoL Sindh). This meant some key insights were not received.

COVID-19: The continuing uncertainty and volatility over the COVID-19 pandemic presented some challenges in data collection, particularly for field level and face-to-face interactions with data sources. All interviews were conducted virtually or via the phone. This posed some challenges for some beneficiaries and participants, particularly when discussing elements of compensation, injury and death.

3. Pakistan Context

Pakistan has the 9th largest labour force in the world with a population growth rate of 1.9% (projected to rise to 2.4%)¹¹. The last Labour Force Survey (LFS) 2017-18 highlights 65.5 million people as the total labour force in Pakistan. About 20.1% of the labour force is involved in industry. Despite having a large labour force, workers are exposed to violations of human and labour rights.

The GoP and ILO have a long-standing relationship since the inception of Pakistan. The ILO in Pakistan works in close collaboration with its tripartite constituents. Pakistan has ratified 36 ILO Conventions, which include eight fundamental conventions as enshrined in the ILO Declaration on Fundamental Principles and Rights at Work. Pakistan is also one of the pioneer countries to adopt ILOs Decent Work Agenda in 2005. Pakistan has started review of its labour laws to bring them in conformity with the ILO Conventions. With the Devolution of Eighteenth Amendment Act, 2010 labour administration has been devolved to the provinces. The Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD) is responsible for reporting to ILO on progress on the Conventions and ILS.

Occupational, Safety and Health (OSH) in the workplace is another critical area, which has lacked attention in industry. The only law addressing the OSH issues was the Factories Act, 1934 (Chapter 3), the Workers Compensation Act 1923 promulgated in British India (the sub – continent), and the Provincial Employees Social Security Ordinance 1965. The Hazardous Occupations Rules of 1963 specify hazardous occupations and also authorize the Chief Labour Inspector of Factories to take action. Under the 1934 Factories Act provinces have devised respective Factories Acts (which contain significant reference to OSH). In addition to these laws and regulations, Khyber Pakhtunkhwa and Sindh enacted factory legislation in 2013 and 2016 respectively (Khyber Pakhtunkhwa Workers Compensation Act 2013 and Sindh Workers Compensation Act 2016). In 2017, a specific OSH Act was adopted in Sindh which came into force in 2019.¹² Punjab adopted a similar one in 2019 and the laws in KP and Baluchistan are at advanced level and likely to be passed into formal legislation in the coming 12-months.

Poor OHS standards prevail at the workplace in both formal and informal sectors. Most employers, as well as workers, are either not aware of the risks and hazards or they do not consider these important to be addressed. Poor compliance with national legislation which in turn should be addressed through ILS compliance in enterprises and industry are continuous risks. Social security for workers remains weak in terms of coverage and financial amounts. Often social security is restricted to the formal sector registered workers.

Pakistan is working with ILO on DWCP III (2016–2022) which lays emphasis on strengthening compliance with ILS through more effective social dialogue among the ILO constituents. The key strategies include:

- strengthening capacity of social partners to promote application of ratified conventions and to advocate for ratification of new conventions,

¹¹ Population census 2017

¹² <https://www.pec.org.pk/Downloadables/buildingCode/OSH%20RULES%20Signed%20notification.pdf>

- strengthening capacity of the judiciary and other law enforcement institutions in line with the principles of international labour standards and human rights,
- reforming labour legislations that are not compatible to the provisions of international labour standards, strengthening of labour administration and inspection system.

The work between the GoP and the ILO under the DWCP is an important overarching strategic base and framework through which the project is supported and implemented. The Baldia Project also supports the social protection outcomes (priority area four of the DWCP III).

4. Key Findings

The following sections provide an analysis of key findings derived from the initial document review, interviews and engagements with key stakeholders and consultations among the review team. It is important to note that the review process considered the contribution of all tripartite constituents as part of the overall assessment of progress, achievement and opportunities for improvement. The findings link to the criteria and questions detailed in the ToR Annex 1.

3.1 Relevance

The project is highly relevant and responds to an immediate need to support the rights of workers. The project provided a unique opportunity for the ILO to fulfil its mandate as an independent and transparent broker to facilitate support and assistance.

The project is aligned with the ILO's strategic framework and policy outcomes. Specifically, the project is aligned to DWCP III 2016-2022: Priority 3 – *Strengthening compliance with ILS through social dialogue* and also Priority 4 – *Extending social protection floors*. The project is also aligned to Country Program Outcome (CPO) PAK-226 – *Enabling regulatory environment for the extension of social protection*. It also aligns to CPO PAK-801 (*Strengthened institutional capacity for employers' organizations*), and PAK-802 (*Strengthened institutional capacity of workers' organizations*). The project also seeks to address the constraints identified under normative Convention 121 (C.121).

In relation to the United Nations (UN) Sustainable Development Goals (SDGs), the project contributes to SDG 1 No Poverty Target 1.3 - *Social protection coverage for all workers in case of work injury*. SDG 5 Gender Equity - Achieve gender equality and empower all women and girls), SDG 8- Decent Work and Economic Growth, and SDG 16- Peace and Justice, Strong Institutions.

In reviewing the UN Sustainable Development Framework (UNSDF), it is clear the project aligns to *Outcome 2 Decent Work*, *Outcome 8 Gender Equality and Rights* and *Outcome 10 Social Protection*. The project has also responded positively to all requests for assistance and the anecdotal evidence suggests that support is timely and to a high standard. The only cause for concern was that an anticipated international Chief Technical Adviser (CTA) was initially identified to manage the project within Pakistan. However visa challenges and the ability to source an individual with all the relevant technical and management skills and experience meant that a national counterpart was appointed to manage the project with strong technical and advisory support and assistance from GEIP and the ILO Country Office.

Feedback from tripartite constituents indicate a strong appreciation of the engagement of the ILO to facilitate the process of payments to beneficiaries. However there are some elements of the partnership that question the relationship and involvement of the ILO and the role in handling funds. This is an issue that requires some clarification.

That said, it is the opinion of the evaluation team that without the engagement of the ILO the distribution of funds would not have occurred with a high degree of confidence. Without ILO engagement, legal challenges would have held up the transfer of funds. By maintaining a “safe distance” the ILO has been

able to broker arrangements and provide a high degree of confidence that the cash transfer system is robust, transparent and accountable. The combination of capacity building is welcomed and relevant, however the effectiveness of capacity building initiatives to date is unclear and does raise some question as to the relevance of involvement.

COVID-19 has certainly had an impact upon the project. The main challenge since COVID-19 has been in maintaining an agreed schedule of training and capacity development. Due to travel restrictions both within, into and out of Pakistan, most training courses have been limited to short-term online modules. Whilst the training is welcomed and appreciated, it does not underpin an in-depth capacity development process, nor can it substitute direct day-to-day engagement and mentoring. The project does remain relevant during the COVID-19 period, but progress has slowed and overall impacts from capacity support are likely to diminish.

3.2 Coherence

The project does demonstrate a high degree of coherence but the scheduling and timing of the project to align with the MoU is lacking (noting that the project was in place before the MoU). The MoU runs through until 2023, however the current project only runs until the end of 2020.¹³ This means that important capacity building efforts will fall short or reaching desired outcomes and results. The project itself does not appear to align with the MoU with regards to the requirements of capacity building and the timeframe for action.

The project undertook a robust and detailed approach to confirm deceased individuals and the verify dependents of the deceased. Much of the work was taken from SHC lists and was done prior to the commencement of the project. Key points to note in the process:

- A list of 229 was confirmed with the first Oversight Committee on 19 January 2018.
- Verification and confirmation of names and individuals commenced on 22 March 2018 (the day after the Baldia Agreement was signed) and was completed 5 April 2018.
- Federal Government endorsed the MoU in early May 2018
- First tranche of financial support from Geneva to SESSI was completed in mid-May. This enabled payments to be made from 21 May 2018 onwards.
- The process promoted strong engagement between key stakeholders, including NTUF, PILER, AEFPA and SESSI.
- The confirmation of the injured however took some time, as these were not registered with SESSI, had to undergo medical assessment etc.

This is an excellent outcome and recognises the importance of having a clear and transparent system given the reputational risk associated with handling funds in a system that is weak and not effectively managed. The cash transfer system is of high standard and cannot be faulted, however capacity building appears to be a "bolt-on" to appease tensions and concerns from the Government of Sindh and some stakeholders regarding the control of funds. However, there is scope to design interventions for the next 12-months that will ensure benefits can be institutionalised and sustained.

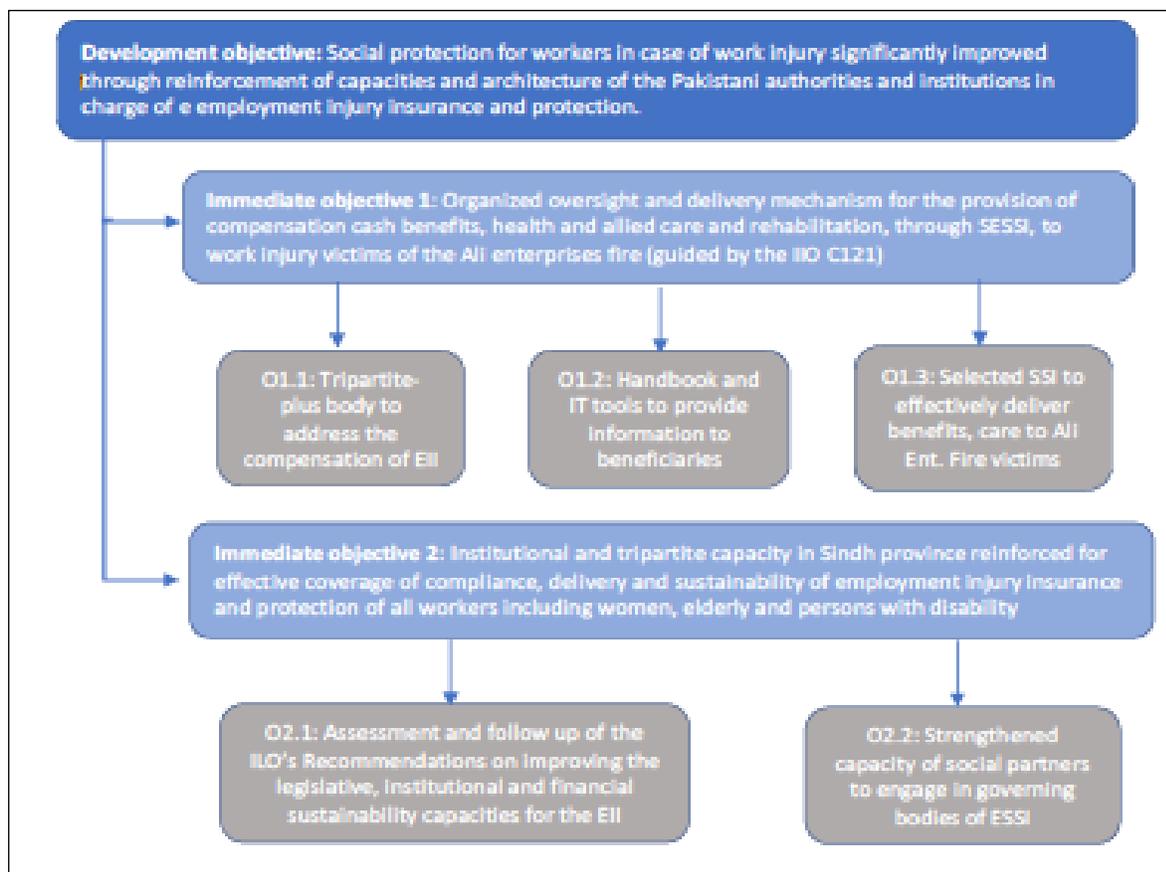
The sequencing of capacity development activities for the period 2021 is appropriate and represents a better approach to capacity support than has previously been implemented.

The project results framework is simple, streamlined and aligned to priority work areas defined under the MoU. Diagram 1 below highlights the linkages between the various objectives and outputs. The project does not have a Theory of Change (ToC) and nor does it require one, however it may be useful to map a

¹³ At the time of preparing the final evaluation report a 12-month extension had been provisionally approved, however this approval is outside the scope of the current final evaluation. Even with a 12-month extension, the timelines with the overall MoU are not fully aligned.

ToC with regards to capacity development. By mapping out anticipated changes, the results framework would be better structured to capture capacity building effects and results.

Diagram 1: Summary of Project Objectives and Outputs



The results framework has adequate indicators and targets regarding the establishment and functioning of the cash transfer system. For capacity building the current indicators (and focus) is on manuals, concept notes and training reports. It is also noted that the ILO maintains regular contact and engagement and also incorporates capacity development support from other donors funded projects. This does not indicate an in-depth capacity building program aimed at strengthening individual and work units within SESSI. Evidence suggests that SESSI has a long way to go before adequate systems are in place to effectively manage funds in a transparent and accountable manner. A summary of achievements through the results framework is included as Annex 7.

The intent of the ILO with regards to capacity building is good and aligns to the ILO’s comparative advantage. However there appears to have been limited discussion as to the staged nature of capacity building and what does a successful system or staff look like where there is agreed. There needs to be more clarity in results framework as to what “success will look like” and to align the intervention to achieve this end. An important step forward has been the development of a new workplan to guide interventions with SESSI into the final extension phase through to the end of 2021.

There is opportunity for success in this area given the focus of work does align itself to the ILO’s comparative advantage with regards to social protection and ILS. Capacity building is only relevant if it is aligned, targets and builds upon existing skills and experience. A rethink of capacity building interventions is recommended going forward.

3.3 Effectiveness

Initial Observations

It is important to acknowledge from the outset that people lost their lives, families lost family members and people suffered life-changing injuries and trauma. Any project operating in response to tragedy is going to face challenges as expectations are high and emotions are deep. Initial evidence suggests that in the years following the disaster, there were significant tensions between workers, employers and the government, particularly in relation to the amount of compensation to be provided and the model to be applied to distribute that compensation. The involvement of the ILO is to be commended. They were called in to support and address a difficult situation. Cash transfers and direct involvement in the management of funds is not a core mandate nor function of the ILO, but it as an important step to broker a system that would serve the needs of beneficiaries and set the GoP up with a model that could be replicated in the event of other tragedies in the future.

The following sections provide an assessment of effectiveness of the project against objectives, engagement with social partners, the oversight committee and internal management arrangements.

As indicated, the project has identified clear outcomes, outputs and indicators. A copy of the results framework is included as Annex 7. The following sections provide further detail of achievements under respective objectives.

Objective 1: Cash Transfer System

Work under objective 1 (cash transfer system) overall progress is on track. The disbursement of compensation and pensions to beneficiaries has been successfully accomplished. Individual counselling has also been provided to the beneficiaries.

By October 2018, to a large extent, the process of regular disbursements of benefits to affected families had commenced. Bank accounts were opened and funds were transferred through SESSI.¹⁴ Initial payments were made for the period 1 January 2017 through to 31 August 2018. Bank accounts for those who could access and open were created in May 2018. Payments into accounts commenced soon after. Despite some perceptions that the cash transfer system did take time to establish, it is important to note that considerable care was taken to ensure adequate identification and verification of victims. This is a positive outcome and result and the time taken at these formative stages, despite criticisms has meant that the project has a well-managed and functioning system that is sustainable for the long-term.

*“System for the registration of workers is very important ...there is no such system which benefits the worker.....factories make payments but workers are not registered therefore they do not benefit”
SESSI employee December 2020*

As a result of the system being established, a total 224 beneficiaries are receiving regular monthly payments. The 224 beneficiaries comprise 153 parents and 71 widows/widowers or orphans. Payment to

I am satisfied with the payment ...and it is a very good system...where payment is made through the bank account.....there is no question of any corruption or mishandling money... we are happy with this We have received something which is better than nothing.....it is a blessing for usI have got land for my abode....ILO has been a big support for us” Injured Worker (Male)

two beneficiaries out of 224 are paid in cash due to absence of a Computerised National Identity Card (CNIC).¹⁵ The process involves semi-annual deposit of statement that confirms the civil status of the beneficiary (as well as that the

beneficiary is alive), similar to the requirements for the ordinary SESSI benefits. In some cases, deposit statements are a challenge and are not always deposited in time which result in the suspension of SESSI

¹⁴ Two beneficiaries could not have their bank accounts because of the citizenship status they do not have CNICs which is mandatory for opening of bank accounts.

¹⁵ These two beneficiaries are Bangladeshis and do not have the citizenship, thus no CNIC.

benefits as well as additional benefits under Baldia Agreement for a period of month or two and released after the requirement is fulfilled. This aspect is required to be taken up e.g. by the civil society organizations to advise and motivate the beneficiaries and help devise a mechanism for timely depositing of these statements.

Despite the challenges of compliance, the system of monthly payments is a very good outcome and result. Initial requests from stakeholders were for lump-sum payments. The ILO resisted this pressure and this has proven to be a very positive result as it has promoted a more sustainable outcome and reduced risks on misappropriation and misuse of funds. It has also assisted beneficiaries to receive a steady stream of income rather than a lump-sum payment which may have provided significant pressure for some families and in particularly marginalised groups (i.e. women).

The ILO maintained its support to SESSI for ensuring financial and actuarial controls of processed individual claims. A Social Security Expert reviewed the payments system during the period August to November 2019 and again in January to February 2020. The focus of the review was to assess continued eligibility of beneficiaries; identify any discrepancies between the payment of ordinary SESSI benefits and the additional employment injury benefits under the Baldia Arrangement; and to assess any changes to the conditions of payment (e.g. if a female beneficiary remarries). The overall assessment of the review was that SESSI is capable of handling the payment, but in a few cases the file should include further (sufficient) evidential documents for the deviations.

A roadmap to fully implement these financial controls by SESSI for automatic reporting to the OC was presented in August 2019. SESSI's response was positive and they formally requested the ILO to provide support on this subject. An expert mission took place in 2020 and made detailed assessments and recommendations. The intent of the proposed support is to provide all the tools necessary for SESSI to perform the required financial controls as per international standards.

Tracking injured victims was a challenge, since many of them had moved away, and their whereabouts were not known. Constant efforts were made to trace them based on the SHC documents as well the trade unions/PILER and AEFAA. Upon verification of all the requirements and a medical assessment, arrangements were made for disbursement of employment injury benefits to the eligible injured victims. Once the contact was established and following registration, SESSI took the measures to determine and verification of degree of disability status (current). This was determined through the Medical Board constituted by SESSI. These victims were included for benefits under the Baldia Arrangement. ILO provided technical support to SESSI for the process of injury and disability assessment. Benefit administrator and medical experts were invited from Social Security Institution (SOCISO) Malaysia. In December 2019 in the presence of these experts SESSI Medical Board assessed injury and degree of disability of 33 workers. In the light of these assessment reports by the medical board, calculations of employment injury benefits were made.

Another commendable outcome is the increased compensation amounts beyond SESSI's initial PKR 5,000 ceiling which were assessed as low. A payment formula was worked out and the pension amount was increased. Although the (injured) victims were not registered with SESSI, measures were taken to register them with SESSI to ensure a legal pattern of payments for pension and compensations. A transparent process has been followed, which is very encouraging. It is important to note that SESSI continues to pay the amount recommended by the ILO.

The evaluation team has been in contact with 10 beneficiaries (both dependents of victims and injured workers) of the payment scheme. There is gender mix and the beneficiaries comprise survivors of the deceased victims such as widows and parents, and survivors who are injured workers. Four of the beneficiaries were satisfied with the compensation and four were satisfied to an extent. Beneficiaries

receiving pensions expressed some concerns that the pension amount of Rs. 7,500 (in addition to the amount received from SESSI) was not adequate to meet the rising expenses due to high inflation. They expressed every month there is price hike which was posing survival difficulties for them. Two of the injured workers were not satisfied with the compensation and they wanted to register their complaint that the amount was less and injury is serious. Given the visit constraints telephonic interviews were held with the beneficiaries which was a little uncomfortable for them. With most of the beneficiaries at least three calls were made initially to build up rapport and for them to achieve a level of comfort with the evaluation. The majority (60% to 80%) of reporting period milestones have been met. Based on the indicators, it is probable the majority of immediate objectives will be met.

A final point and key finding is the importance of not only focus on the individual Ali Enterprises case and relief payments, but also to highlight the need of more robust social security systems, such as an Employment Injury Scheme for Pakistan or the launch of a building safety initiative (based on the example of the Accord in Bangladesh). The evaluation notes that Pakistan has an employment injury scheme but the coverage is low.

Objective 2: Capacity Development

For objective 2 (capacity building) it is acknowledged that the timeframes for the cash transfer system (objective 1) and capacity building are different. Capacity building takes time and to suggest that capacity can be built with regards to high profile payment systems in a short (12-month period) would be premature.

For capacity development to flourish, there needs to be appropriate political, legal and regulatory frameworks in place. Capacity development cannot occur within isolation. For capacity development to work, it needs to sit under enhanced frameworks that provide opportunity for the cash transfer system to operate and for the long-term hand-over of funds and responsibilities to SESSI. This is not to suggest that capacity development is removed, however a “third pillar” of work around legal and regulatory improvements that complements both objective one and two is warranted.

The evaluation noted the importance of strengthening social dialogue amongst employers and employees. Ideally this should occur under a regulatory framework defined by the national government. Social dialogue is key in order to advance in topics like freedom of association, improving the labour law or to set work standards which can then attract foreign buyers to invest in the country. Social dialogue should be the basis of all initiatives. The GoP can for example define a critical size of turnover, or revenue, or number of employees of a company which determines that social dialogue becomes mandatory.

The capacity building activities were at two levels (i) SESSI in enhancing its capacities to meet the international standards in project delivery and (ii) capacity building of other partners focusing on educating on best international practices which should be in place and how these should be monitored by the partners during implementation of the project. The ILO had identified six key areas in SESSI which required capacity building support from ILO in order to reach international standards in implementation of the injury benefits. To date, a total of twelve capacity building courses have been held with 148 participants from SESSI and other organizations such as PESSI, BESSI, ESSI, KPESSI, NTUF, PILER, AEFAA and additional tripartite constituents PWF, EFP. Representatives from GoP and DOL also attended capacity building events.

Ideally capacity building should be based on international experience and best practice. There is an opportunity a look at other countries in terms of how they are managing similar institutions (like SESSI). Trainings should be conducted regularly and expectations from international stakeholders, e.g. buyers, governments and trade unions should be taken into regards, as well.

The focus of capacity building has been on the following subjects: (i) IT assessment; (ii) actuarial valuations; (iii) research on EII, (iv) awareness campaigns to expand the coverage; and (v) survey approaches to of workers, employers and injured workers about SESSI. The revised workplan prepared by the ILO HQ has been instrumental in prioritising capacity development support going forward.

On the job training/on-going capacity building also occurred. This work was specifically focused on the confirmation and verification of victims and injured workers. Additional support was provided by a medical team from Malaysia to assist with the medical assessment process, for injured workers. There was the study tour to Malaysia of the four SESSIs and DoLs and tripartite constituents. Learning from the study tour was shared by some of the participants with the evaluation. The project has also collaborated with other ILO projects for capacity building of SESSI staff as well as social partners on social protection.

The focus of capacity building for the project is on institutional strengthening, simply relying on training to promote better operations and systems is ambitious and not realistic, particularly with short implementation timeframes. In addition, there is a need for consistency in the staffing and leadership of SESSI. Two examples are as follows:

- Two member high level team of Secretary Labor Sindh and Commissioner SESSI Sindh was supported to attend the course on “*Employment Injury schemes and the prevention of occupational accidents and diseases*”. However, the Commissioner of SESSI was transferred. Similarly, another Commissioner SESSI who visited SOCSO Malaysia (exposure visit) was also transferred. This highlights a key challenge with the capacity building approach with the transfer and shifting of staff and leadership. It does make any intervention difficult and the evaluation recognises that this is outside the control of the ILO.
- A high-level delegation was selected to undertake an exposure visit Malaysia to visit SOCSO.¹⁶ The visited was partially funded by the project. How the learning of these visits can be translated to benefit the organization/departments is not clear. The evidence suggests that capacity development has lagged, particularly in the last 12-months with regards to COVID-19.

For SESSI there should be a specific and focussed assessment for capacities as of present. Capacity building has been an on-going activity and what has been achieved and what is required in future should be spelt out and planned accordingly. No doubt SESSI lacks capacities in three areas staff, services, structure, as well as governance. It has administrative and governance issues which need attention. Future capacity building plan should address the gaps and issues at present to strengthen SESSI.

Initially one of the key objections from the Victims Association in having the pensions through SESSI was the lack of client orientation/service. The project has brought the two parties together and now they are quite collaborative. This is an important achievement of the project where it has provided support in building the gap and promoted trust of the affected in SESSI.

The evaluation has interviewed a number of training participants from various capacity building courses. These have been appreciated. However, feedback on online trainings was rather lukewarm. Online courses promote new and different learning methodologies and they also require a change in mindset which takes time, particularly in reinforcing learning. It is need of the hour given the challenges of COVID 19. The study tour to Malaysia was considered as an eye opener and the participants shared key learning which should be promoted in Pakistan. All participants contacted as part of the evaluation highly acknowledged this learning and the much desired need to have such a centre in Pakistan. Furthermore they illustrated the difference between the social security system in Pakistan and Malaysia highlighting the following:

¹⁶ Partially supported from the Baldia project and partially from the ILO South-South Triangular Cooperation

- The centralized system in Malaysia was established, matured and unilateral (under one umbrella).
- The system was digitalized.
- All workers were registered and all employers were responsive to the system and contributions were regular.
- Employers were on a different footing as compared to Pakistan. However, some of the benefits in Pakistan's social security system were much better and were not provided in Malaysia. Examples include, Benefits provided by Workers Welfare Funds and various services in education, health, and housing. These include: scholarships for higher education, and technical education for children of industrial workers; housing schemes for workers; marriage grants, death grants; and health and medical support.

All participants shared it was a good learning and work should be taken on in Pakistan. The challenge in Pakistan as compared to Malaysia is more intricate since Pakistan operates in a decentralised environment while Malaysia does not. Pakistan with the devolution each province is required to develop its ESSI. Thus it is not unified and there are issues. Such labourers working in other provinces cannot avail the benefits since their families are based in their home provinces. The project is a stepping stone for SESSI in its transition to a reformed and developed institution.

Oversight Committee

The Oversight Committee (OC) is a well thought out forum by ILO for the purpose of ensuring smooth decision making, transparency, and regular monitoring. The OC has a membership of twelve members/organizations headed by the Secretary Department of Labour & Human Resource Development, Sindh. The OC also has technical representatives which comprise SESSI, GoS Department of Finance, ILO.¹⁷ Moreover, BMZ is supposed to take part, but has not been invited during the first three years of the project implementation.

The first meeting of the OC after its formalisation¹⁸ was held on 19 January 2018. A total of seven meetings were held in the period leading up to December 2019. Three meetings were held during 2020.¹⁹ In all 10 meetings of OC have been held during the implementation period. The OC has played an effective role in leading to key decisions which supported the project in its achievements especially related to Objective 1. After the initiation of the disbursements another important area the OC has been discussing is the investment options for the funds to ensure sustainability.

A downside of the OC is that it is a temporary structure. There is scope for the OC to be finalised into a long-term governance mechanism which can continue once the project is completed. This would promote longer-term sustainability and maintain key members to support on-going oversight and decision making. However the evaluation also note that the existing SESSI board (with tripartite composition) already exists. It would work better to maintain this existing structure rather than introduce another governance mechanism.

One suggestion is for the project to work through the OC to promote enhancements in relevant legislation and regulations. This would also provide the OC with a clear mandate for their role and provide a mandate into the longer-term.

An additional area for discussion with the OC is regarding the remaining compensation funds which are with ILO HQ Geneva. Two important points for discussion are currently being raised. The first is to

¹⁷ MOPHRD and other govt entities represent the GoP. EFP and SITE Association represent employers (national and local), PWF and NTUF represent workers (national and local) and PILER and AEFAA are CSOs.

¹⁸ The administrative decision of the notification of the constitution of the Baldia Oversight Committee by the Government of Sindh dated 27 September 2017.

¹⁹ 4 in 2018 (January, May, August, September), 3 in 2019 (May, July, November); and 2 in 2020.

determine whether the funds are maintained in Geneva or should be transferred to Pakistan. The second point relates to the investment of funds. In November 2019, the OC recommended to follow a certain investment strategy and promoted the idea of having the funds transferred to Pakistan. These issues are currently being discussed and options for possible investment strategies are being reviewed. Any decision to transfer the funds to Pakistan requires ILO certification in line with Art. 4, letter F of the MoU between the ILO and Sindh Government.

Based on the available evidence to date, the evaluation team would recommend that the funds remain in Geneva until SESSI and the OC have an agreed level of capacity and meet specific standards before funds are transferred. The mechanism for the transfer and the investment vehicle to use (e.g. trust account) in Pakistan is beyond the scope of this evaluation. However there is scope in the next 12-months to discuss expected results and standards that SESSI need to meet for the process to progress.

One issue for consideration is that of communication. There is room for improvement to strengthen participatory communication at all levels both formally and informally. Some members of the OC indicate they are not aware of actions and decisions and believe important information is often withheld. Improved communication and information provision prior to OC meetings would help build and strengthen relationships. There is an opportunity in the remaining 12-months to continue transformative efforts to enhance the environment and level of engagement amongst OC members to promote conducive and effective EIL.

The OC has played its role. All stakeholders have expressed satisfaction at the disbursement process and its transparency. The timely transfer of tranches to the SESSI account did not pose any challenge and disbursements were smoothly managed after completion of all requirements.

Social Partners

The project has engaged with and involved the right social partners to progress towards key objectives. The Sindh Department of Labour (DoL) as well as the other provincial departments of labour and two members of the OC are members of the Labour Welfare and Social Protection Expert Group (LWSPEG) established by the Prime Minister in support of the GoP's flagship social protection programme "EHSAAAS". The LWSPEG is tasked to come up with a set of recommendations on how to provide social protection to the informal economy and experience from Baldia is being shared e.g. the experience on beneficiaries opening bank accounts.

Social partners have also participated in different capacity building events (together with SESSI) primarily under other social protection projects. Involvement of social partners in the implementation of the project has been their participation in the OC, which has been making important decisions related to implementation and achievements of the project.

Management Arrangements

Effectiveness of project implementation has been influenced by roles and responsibilities. Ideally projects should fall under the management and leadership of relevant CO's. Given the need for high level quality and specific technical advice and the involvement of national and social partners warrants a combined approach to implementation and management (ILO HQ and the CO). Since an international CTA could not be identified or recruited, it is important that technical expertise within HQ is utilised to provide relevant support in partnership with the CO leadership structures. It is important to coordinate more fully with international donors as well.

A national coordinator has been appointed, who is an ex-SESSI director. This is a positive and proactive steps as it provide a useful "bridge" between the ILO and SESSI given the facilitatory role the position requires. The structure of technical and management arrangements between the ILO CO and Geneva are

complimentary with a combination of direct “on the ground” support and liaison along with strategic technical inputs provide through ILO HQ. Technical aspects are well supported. Additional support could be considered from the ILO CO to support political engagement and promoting the need for sound legal and regulatory frameworks, through the OC.

One possible option is for HQ staff to focus on technical aspects related to the cash transfer system and capacity development while CO staff focus on supported political engagement and promoting the need for sound legal and regulatory frameworks, through the OC. It is important that the CO is well acquainted with it, as the Country Office may likely remain engaged for years or will at least follow the process.

Communication has been raised by a number of stakeholders as requiring improvement. Although there is no specific evidence, the comments indicate that not all partners feel adequately consulted or aware of project decisions and overall progress. Whatever the situation, it is encouraged that clear communication and regular updates are initiated as part of the overall implementation process. The evidence suggests that annual planning workshops have not been facilitated since the OC meets to discuss strategic issues; project documents have not been shared (however a summary of the prodoc has been shared); an implementation agreement is in place between the ILO and GIZ and the sample applies for the ILO are not evidence except for the overarching Baldia agreement. Minutes are prepared but unclear as to how far these are shared and discussed.

Another area for improvement is to consider better monitoring and reporting. Feedback from the donor is that reporting could be strengthened to report not just on activities but to report against higher level results and outcomes. This is in line with the suggestions to develop a more comprehensive capacity development plan going forward. The key is for donors (and stakeholders and OC) to have a better understanding of progress and what change is occurring.

Future Guidance

In light of the recent extension to the project, the following guidance is provided based on the findings and evidence presented in this report. The guidance is not definitive but provides an opportunity for further discussion and engagement on key lessons, priorities and strategies for action going forward. Key elements to consider include:

- Consider a project that is aligned to the timing of the broad MoU which runs through to March 2023. This will provide time for relevant political engagement and capacity initiatives to be implemented.
- In light of the above, re-design the capacity development program to focus on technical support and mentoring. Individual training sessions are not sufficient for long-term capacity development.
- Seek engagement with SESSI to prioritise areas of support and adopt a “formalised agreement” on capacity development. This limits the shifting of individuals and commits SESSI to a long-term plan.
- Technical support should be in line with what the ILO and Sindh Government have agreed in the MoU. It may be useful to consider, as part of the extension phase, a brief update on the status of the MoU and priorities for the remaining 12-months, particularly as it relates to capacity development.
- Consider broader political engagement and work through the OC to promote possible enhancements/improvements to the legal and regulatory framework.
- In consultations with international partners, there is a need for employers and the GoP to be prepared for the upcoming supply chain law in Europe (e.g. Germany and other initiatives in other countries such as France). Work needs to focus especially on strengthening labour laws and implementation of ratified ILO conventions. There should be trainings for the workers in terms of

how to reach social dialogue and how to set down occupational health and safety committees on a factory level. In quoting KIK representatives “ *The role model, in our point of view is the Accord in Bangladesh with it’s different pillars, like remediation, OHS-training, escalation, complaints-mechanism and a very big portion of accountability and transparency*”.

- The agreement needs to be based on a detailed needs and capacity assessment to consider human resources, current systems
- The OC is an important function but there also needs to be on-going social dialogue outside formal meetings.

“Ali was my eldest son. He was only 22.....It hurts when I recall the unfortunate day... or when I talk about him.... we got the compensation/pension after waiting so long. It is good we receive it but it is not adequate for us.....you are aware how much inflation (mehangai) is there....this pension is not calculated according to the far rising inflationit is difficult for families like ours to meet their ends.....I would request when they pay pensions they should keep the rising inflation in mind.....”
Mother of Ali

3.4 Efficiency

The project was originally scheduled to be implemented over an 18-month period. There have been a number of revisions to the timeline and the project has not remained on track. The evaluation recognises that some elements in the external environment (e.g. time taken to assess beneficiaries and COVID-19) have contributed to a slow-down in implementation. However there were a number of other delays due to the management and implementation arrangements which should have been addressed but were not. Also it appears the level of funding was quite high for the work being proposed which meant under-expenditure has been a feature of implementation to date. The ILO-CO has worked under the constraints of a range of issues relating to the mobilisation of expatriate experts and associated visa problems. The ILO-CO has addressed the gap and has a solid national coordinator with strong connections to and understanding of SESSI.

The project has identified synergies where possible (i.e. ILO South-South–Triangular cooperation project) on workers’ compensation and employment injuries insurance and arranged a workshop for the DoLs of four provinces and social partners. However it is noted that consultation and engagement with other GIZ projects but coordination to date has been very limited. The project does engage well on other ILO projects but this does not always address the possible learning, synergies and efficiencies which could be derived from work with other donor activities. Another important collaboration with SSTC was an eleven member study tour of all ESSIs (SESSI, PESSI, BESSI, KPESSI), DoLs, tripartite constituents and NPC to Malaysia Social Security Organization (SOCSO). Furthermore, the project has also provided opportunities to staff of SESSI to participate in different sessions on social protection under other ILO projects (outside this project).

The approach to the launch of the cash transfer system was efficient and time saving by organizing groups of 30 affectees for verification, provision of initial counselling, signing of waivers and issue of notices of awards. This also maintained transparency and was well appreciated.

The smooth implementation of project activities has ensured better and credible utilization of resources. The OC has effectively and efficiently provided the consensus based decisions on important aspects of the project and maintained continuity of project activities. The ILO CO has established regular coordination with SESSI and DoL Sindh maintained at the country level the project OC.

From a budget perspective the project has experienced a low rate of expenditure that has contributed to several extensions . However, when viewed from a context of timeframes, budget expenditure has been low. Granting extensions has enables funds to be expended over a longer period of time. Observations

suggest that the initial budget was not adequately planned for or that the financing amount was too high for planned activities. Table 1 summarizes the overall expenditures.

Table 1: Summary of overall project expenditure

TOTAL ²⁰			Previous Years*			CURRENT YEAR (2021)		
Budget	Actuals	Balance	Budget	Actuals	Balance	Budget		
2,005,896.00	1,561,252.00	369,925.24	1,338,599.17	893,955.17	369,925.24	369,925.24	0	0

In reviewing financial budgets, expenditure to date has not met anticipated budgets. The budget allocation was revised for various activities due to the delays in international consultants and experts recruitment primarily affected by visa issues and shift towards international staff based in Geneva. However there appears to be a general lag in expenditure which is not clearly defined or explained. The granting of no-cost extensions is evidence that budget and expenditure targets have not been met.

One of the main strengths of the project has been developing linkages and coordination mechanisms between different partners (the tripartite constituents) and other stakeholders. Among these, the project involved and built partnerships with government provincial departments and institutions in a unique manner. It contributes to the clearly defined capacity building of SESSI a public institution in employment injury benefits. The project has introduced approaches and methods that could be applied and utilised by SESSI going forward. First time the project has exposed/sensitized high ranking government officials to injury at work benefits according to the C. 121.

3.5 Impact

As detailed in earlier sections, the project is unique in nature and its objectives. It's a sole project which involves compensation of workplace injury benefits to the affected families and workers. It implements ILO Convention C121.

The tragic accident was the first of its type in the history of Pakistan (however it is noted that other accidents occur in other industries – e.g. mining). Pakistani legislation does mandate compensation but this is often low and does not adequately support victims and their families. The project has set the precedent for the workplace injured workers to access compensation and benefits. It is envisaged the project will have long term impact for the workers given the time and effort invested into the establishment of the cash transfer scheme. The project has established a model that “sets the base” for any other compensation programs that arise from future tragedies.

“It was terrible. I jumped from the second floor window and was badly injuredI am happy about the payment....I have purchased land 40 yds and will make a house.....will have a roof and will not have to parents.....presently I am paying Rs. 7000 rent.....which leaves us enough money to make ends meet. The ILO has done good work for us through this is support.” Injured worker (Female)

The project has initiated thought for the need for establishing better and safe working conditions for the workers at workplace specifically relating to OSH and occupational accidents. The project outcome is a clear indication to workplace employers that negligence of OSH and safe and health working environment concerns will lead to further punishment and action if not addressed. The application of labour inspections based on ILS principles have been instrumental in raising the standard and profile of OSH.

²⁰ Previous Years Breakdown: January 2018 to June 2019 = USD 394,394.97 (initial project duration) July 2019 up to June 2020 = USD 657,799.22 (1st extension of the project) July 2020 up to December 2020 = USD 588,219.81 (2nd Extension of the project) Current Year: January-December 2021 = USD 365,482.88 (Project Remaining Funds)

The project has an impact on the lives of the families/dependents of the men and women workers who are/were victims of the Ali Enterprises fire. The compensations in the form of pension packages and one-time (lump sum) amount have been provided to the victims. The process has started. The affected victims were not hopeful or expecting these compensations despite the collaborated struggle of the national

"I was injured and can no longer work. I am not happy with the amount I have received . My injury and my health condition is severe. They have not been fair with me. My condition is such I should be getting at least Rs.230,000. My assessment is not done fairly.and I am going to make an appeal but no one will listen to me" Injured youth (Female)

trade unions and beneficiary organisations. Overall, the beneficiaries contacted by the evaluation team expressed the pensions and compensations were not much, but they still valued they have received something.

The efforts for the rights of the workers leading to the Project and the Project is a benchmark for the workers' rights in Pakistan who are involved in the global supply chains.

3.6 Sustainability

The project has initiated national and local ownership. The OC is headed by the Secretary Department of Labour, Sindh and key stakeholders are represented. All decisions are made by the OC and federal representative also member of the OC.

As indicated in the effectiveness section, sustainability of the cash transfer model and associated capacity building can only be sustained if SESSI meet specific and agreed requirements and standards. These need to be identified, clarified and included as part of the MoU.

ILO has ensured that project interventions for both male and female workers can continue after the project life span. Carefully investment options have been looked into, shared and discussed at OC meetings also. Financial resources have been provided through the investment plan which will go beyond the project term. However, so far SESSI, the national organization responsible for the disbursement, is concerned about its capacities and stresses more on the extension of the project (i.e. continuity of ILO with the project and on-going capacity building). It is important to ascertain the efficiency of SESSI in delivering according to the planned disbursement mechanism.

The project has kept into consideration promoting sustainability in the project interventions. These measures are promoting a system in SESSI and developing the capacities of SESSI, social partners and relevant stakeholders. The concept of the OC and participation of all stakeholders is a positive aspect for promoting ownership and in localised decision-making. However, OC should not be an adhoc forum as laid down in the agreement document. Also, in the absence of an exit strategy and the role of the OC is not clear beyond the project period. It can be anticipated that OC be strengthened and continue to play its role beyond the project period since it comprises all stakeholders and is chaired by the Secretary DoL Sindh.

Careful management of the funds should promote a high degree of sustainability. The current approach to pay monthly instalments rather than lump-sum amounts is important in prolonging the capital base and allow for support to be spread out over a period of time. Any change to the management of funds needs to be considered in protecting the capital base so that capital gains and interest can be accrued for the long-term.

The remaining 12-months of implementation will provide an opportunity for the ILO to work with SESSI supported by the OC to develop and formalise an appropriate exit strategy. The provision of extensions have heightened the focus somewhat on this important consideration. The provision of the revised workplan should provide a sound structure and basis to develop an appropriate and practical exit strategy that is suitable for all partners.

5. Lessons Learned

This section covers the lessons learned on the Project that were garnered from interviews with project stakeholders and a review of key documents. Lessons learned can help to generate good practice that can be applied broadly and contribute to a knowledge base going forward. In light of a possible extension of the project, it is important these lessons are considered as a means to review and refine implementation and management arrangements going forward. Good practices identified include:

- Strong investment on the identification and verification process is critical for the establishment of a functioning, accountable, transparent and sustainable cash-transfer system.
- Local ownership is critical and the establishment of technical and management oversight and governance mechanisms is critical for long-term engagement and decision-making.
- Capacity development focus on priority areas using a mix of delivery methods is important but also required a clear structure and plan to determine intervention and exit points.
- Regular (weekly) coordination meetings between ILO HQ and ILO CO staff. Approach builds rapport and allows technical experts to consultation CO staff on workplan streams

Key lessons learned are contained in ILO standards templates in Annex 5. Emerging good practices are in Annex 6.

6. Key Conclusions and Recommendations

The project has achieved significant progress in its efforts to establish and implement a cash transfer system to support the victims of the Baldia Factory Fire and their families. Objective 1 has been achieved. This is a significant achievement and establishes a sound model for the GoP to formally adopt and replicate.

To support the model, it is imperative that attention is provided to support enhancement of the legal and regulatory framework that underpins social security, compensation and associated cash transfers. The evaluation concludes that this would be a pre-condition for any eventual transfer of ownership and management of funds going forward. It would also shape and support the type and focus of capacity building initiatives. Without a clear framework, capacity building results will not be realised as the gains made in the short-term will not be supported by broader institutional reform and change.

It is hard to see long-term sustainability of results without the reciprocal commitment by GoP to formally establish these legal and regulatory requirements. A non-formalised cash-transfer system has the potential to collapse without a legal framework underpinning it and will result in lost progress and gains. A change in the legal framework is also encouraged to ensure that victims have their entitlement recognised and underpinned by a domestic legal framework.

The OC is a critical component in this process and the ILO has the opportunity over the next twelve months to continue to work and engage with the OC to recognise the importance of such legislation and frameworks. This would also provide clarity to the OC on its role going forward, now that the cash transfer system is established and is progressing. A sound model for the management of funds is in place, and the additional time enables to OC to focus on other priority areas.

The structure of technical and management arrangements between the ILO CO and Geneva are complimentary with a combination of direct “on the ground” support and liaison along with strategic technical inputs provide through ILO HQ. Technical aspects are well supported both domestically and international. Additional support could be considered from the ILO CO to support political engagement and promoting the need for sound legal and regulatory frameworks, through the OC.

The project has made significant progress and there is now an opportunity to refine the approach to further build on these gains and embedded key institutional reforms that will support not only this project but other projects in the future that will work and support social protection and compensation efforts.

To support these conclusions, the following key recommendations are made.

Recommendation 1: ILO to consider adding a “third pillar” to any extension to focus on legal and regulatory support of social protection and compensation schemes going forward

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO	High	Long	Medium

Recommendation 2: ILO to structure a detailed capacity building program that aligns to the political framework and context under the MoU. Important to identify what “success looks like” for SESSI to achieve an appropriate standard to receive and manage funds and where the ILO’s interventions commence and end.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO	High	Medium	Medium

Recommendation 3: It is pertinent the international companies coming to Pakistan must ensure the relevant partners are in compliance with ILS and relevant legislation in Pakistan. Important that employers contribute to social security for workers, contracts of workers, social security, benefits, compensations, payments in accounts etc. This would also ensure safe and good working conditions and benefits for workers thus improving their conditions.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO, ROAP and EVAL	High	Medium	Medium

Recommendation 4: The ILO and SESSI should consider options to formalise the OC as a means for technical oversight and strategic input, not only for the remaining 12-months but as a model for other disasters and events that involve SESSI input

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO CO, OC	Low	Low	Low

Annex 1: Terms of Reference

Terms of Reference

Final Independent Evaluation

Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh province

Project code	PAK/16/06/DEU
Project budget	EUR 1,700,000
Donor	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
Administrative Unit	ILO Islamabad
Technical Unit	Global Employment Injury Programme (GEIP)/ ENTERPRISES Dept.
P&B outcome	P&B2016-17: Outcome 3 (Creating and existing social protection floors); P&B 2018-19: Outcome 4 (Promoting sustainable enterprises)
DWCP outcome	Pakistan DWCP III – 2016-20: Priority 3 (Strengthening compliance through ILS and social dialogue); Priority 4 (Extending social protection floor); and CPO – PAK 226 (Enabling regulatory environment for the extension of social protection at provincial level)
Project duration	1 January 2018 – 31 December 2020
Geographical coverage	Pakistan
Evaluation period	December 2020 – January 2021

Rationale for the evaluation

The ILO – GIZ project on “Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh province” has been implemented during the period of January 2018 and December 2020. The project addresses social security issues for Pakistani workers with work injury, particularly the employment injury insurance victims of the Ali Enterprise fires. The initiative also aims to strengthen institutional capacity of employee social security institutions to effectively improve employment injury insurance and benefit system and governance in Sindh province with possibility for extending to other areas in the country.

Following the ILO Evaluation policy, an independent final evaluation will be due by the end of the project. The exercise will provide comprehensive view of the project achievements, strengths and weaknesses, and most importantly the impact of interventions on key targeted beneficiaries.

The final evaluation of the project will be undertaken in accordance with the ILO Evaluation Policy Guidelines (2017) which provide for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthening of decision making processes and support to constituents in forwarding decent work and social justice. In doing so, the evaluation will also adhere to international norms and standards, such as those of the United National Evaluation Group (UNEG, 2016), the evaluation principles of the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD/DAC), as well as to follow ethical safeguards.

The evaluation will be managed by the ILO consultant on Evaluation Management who has not prior involvement in the project. An independent evaluation team (one international team leader and one national consultant) or individual evaluators (one international and one national evaluator) will conduct the independent final project evaluation. The ILO Evaluation Office provides oversight, quality assurance and approval of evaluation report.

Background of the project

The project "Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh province" started in January 2018 under the framework of the Grant Agreement between the ILO and GIZ dated 17th December 2017. The project was scheduled to complete in June 2019 but was extended to December 2020.

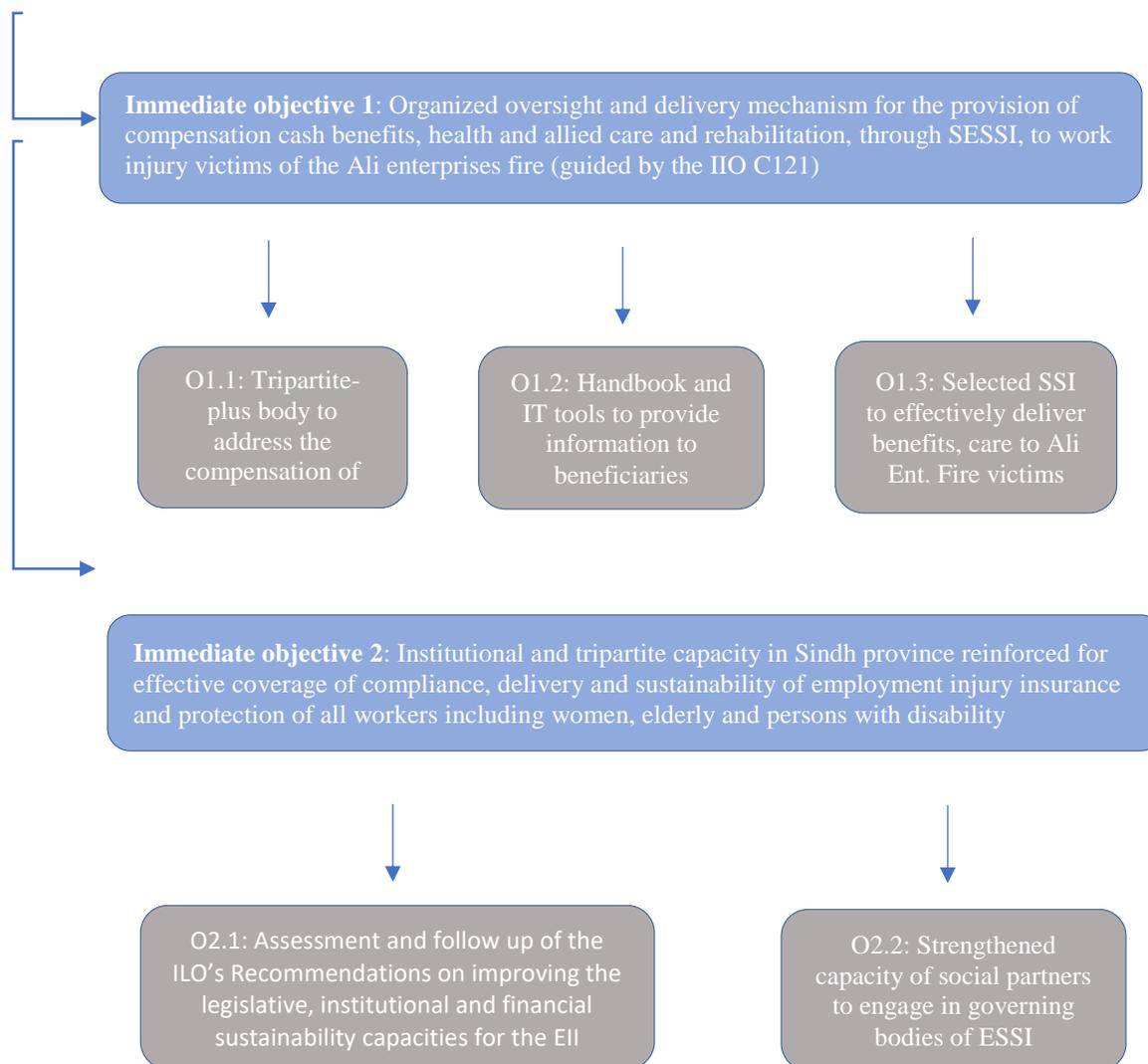
The overall objective of the project is to enhance social protection for Pakistani workers in case of work injury through strengthening capacities and architecture of the national authorities and institutions in charge of employment injury insurance and protection.

The project contributes to the realization of the DWCP 2016-20 (*priority 3 – Strengthening compliance with ILS through social dialogue; and priority 4 – Extending social protection floors*). It is translated into action under the Country Programme Outcome (CPO) PAK-226 (*Enabling regulatory environment for the extension of social protection at provincial level*). In addition the project interventions also relate to CPO PAK-801 (*Strengthened institutional capacity for employers' organizations*), PAK-802 (*Strengthened institutional capacity of workers' organizations*), and PAK-202 (*Workplace compliance enhanced through effective monitoring and labour inspection*).

With regards to the targets set under the UN Sustainable Goals (SDG), the project contributes to SDG1/ target 1.3 (social protection coverage for all workers in case of work injury), SDG5 (Achieve gender equality and empower all women and girls), SDG8 (Promote inclusive and sustainable economic growth, employment and decent work for all), and SDG16 (Promote just, peaceful and inclusive societies). These goals are also part of the national framework for achieving SDGs.

Brief description of the project objectives and outputs:

Development objective: Social protection for workers in case of work injury significantly improved through reinforcement of capacities and architecture of the Pakistani authorities and institutions in charge of employment injury insurance and protection.



As per the ILO's evaluation policy, the project is subject to annual reviews and final independent evaluation. During the course of the project, the ILO has submitted four narrative technical progress reports since January 2018. The latest technical report was dated February 2020 at the time of this TOR.

Project management

The overall administrative responsibility lies with the Director of the ILO Country Office – Islamabad. The financial and administrative assistants of the CO provide support to the project implementation. From Geneva, the Global Employment Injury Insurance and protection Programme (GEIP) provides policy and technical backstopping.

The overall technical responsibility for the project is managed by the Chief Technical Advisor (CTA) based in Pakistan in direct line with GEIP. In addition, the project CTA receives technical backstopping from relevant specialists in the ILO Decent Work Technical Support Team in Delhi, and other units including ENTERPRISES, JUR, ACTEMP and ACTRAV, FINANCE and Better Work in Geneva as necessary.

Purpose, scope and clients of the evaluation

Purpose of the evaluation

The evaluation will serve the purposes of ILO accountability to the constituents and to the donor. The evaluation will also serve the purpose of internal learning within ILO. The final evaluation aims at providing comprehensive independent assessment of the project performance and results. The evaluation will issue a core set of recommendations that can inform similar projects/ programmes and policy measures in the future. The specific objectives of the final evaluation are:

- review the relevance and usefulness of the intervention models designed for stakeholders and beneficiaries;
- assess the progress made to date towards achieving the planned results and identify any constraints hindering the achievement of these objectives (if any);
- identify unexpected positive and negative results due to the project interventions;
- examine delivery of project outputs in terms of quality, quantity and timing;
- analyse the efficiency of the project in delivering services and products;
- assess the impact of the project on the beneficiaries (i.e. the employment injury victims of the Ali Enterprises and related stakeholders);
- review sustainability strategy of the project and the likelihood that it might happen;
- propose recommendations for improved effectiveness and performance;
- identify emerging potential good practices and consider lessons learned.

Scope of the evaluation

The final evaluation will assess performance of the entire project, from 1st January 2018 to the time of the evaluation missions to the field (tentatively October 2020). In term of operational area, the evaluation will be undertaken in the project area, i.e. Sindh province of Pakistan, and will also look at operational areas managed by the ILO CO-Islamabad.

The evaluation will address overall issues of relevance and strategic fit of the project, achievements and effectiveness, adequacy and efficiency in the use of resource, as well as effectiveness of the project management arrangements. The evaluation will also examine the project performance in relation to the ILO's cross-cutting issues on gender, non-discrimination, social dialogue, and international labour standards. The evaluator(s) will elaborate in greater details key evaluation questions and methodology for addressing each specific objective.

Primary users of the evaluation

Primary users of the evaluation are the project and ILO staff, the national stakeholders and the donor. The target groups are the tripartite constituents, the implementing agencies and the beneficiaries in the country.

Internal clients of the evaluation are the ILO Management, the project CTA, Employment Injury Insurance Technical Specialists (project-based and part-time specialist based in Geneva), Project Officer, responsible ILO Units (at country, regional and HQ levels) as well as other related technical departments (ENT/GEIP, EVAL, PARDEV, etc...). External clients of the evaluation include, but not limited to, the donor GIZ and key stakeholders (project implementing partners, national constituents, and others).

Evaluation criteria and questions

The final evaluation will follow the revised 2019 OECD-DAC evaluation criteria, namely addressing: (a) relevance (if the intervention does the right things); (b) coherence (how well the intervention fits); (c) effectiveness (if the intervention achieves its objectives?); (d) efficiency (if the resources are well used); (e) impact (the difference the intervention makes); and (f) sustainability (if the benefits last).

The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development should be considered in this evaluation. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines.

In line with the ILO results-based approach, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes and objectives of the project using its logical framework indicators. It is expected that the evaluation will address all questions detailed below to the extent possible. The evaluators may adapt the evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO Evaluation manager and the evaluators.

Key questions guiding the evaluation:

Criteria	Evaluation questions
Relevance	<p>Is the project aligned with the ILO strategic framework and policy outcomes, ILO “cross-cutting policy drivers” on international labour standards, social dialogue, and gender equality and non- discrimination?</p> <p>What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of the project or what normative instruments that the project has embraced?</p> <p>Is the project aligned with needs and priorities of the country as reflected in the UN Development Assistance Framework (UNDAF) – UN Sustainable Development Framework (UNSDF)/ One-UN Programme, DWCP, specific requests for technical assistance, and views expressed by stakeholders, including national and provincial governments, employers’ organizations, workers’ organizations, and workers (both male and female)?</p>
Coherence	<p>Are project activities properly sequenced and undertaken in coordination with other projects/ programmes and other stakeholders at different levels to increase its effectiveness/ impact?</p> <p>Is the relationship between project activities and stated objectives clear and logical? Are activities necessary and sufficient to yield improvements in social security for garment workers in Sindh province?</p> <p>Were project interventions, including capacity development and knowledge products, designed to maximize the ILO’s comparative advantage on social protection?</p>
Effectiveness	<p>Has the project design clearly defined outcomes, outputs and performance indicators with baselines and targets? To what extent were these realistic?</p>

Criteria	Evaluation questions
	<p>Assess the progress towards achieving the objectives of the project. What were the facilitating and hindering factors that contributed to it? What alternative strategies would have been more effective in achieving the project's objectives (if any?).</p> <p>How effective is the project in delivering core services to stakeholders and direct beneficiaries? Examine how the project meets the needs of other beneficiaries.</p> <p>Assess to what extent the project management is effective (including strategy and work planning, staffing arrangements and capacities, governance and oversight, etc.)?</p> <p>Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how?</p>
Efficiency	<p>To what extent has the project delivered value for money? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve expected results? Could they have been allocated more effectively and if so, how?</p> <p>Has project management and staffing been adequate? Has project received adequate technical backstopping and administrative support from the ILO?</p> <p>Assess the M&E and learning aspects of the project. This should include a sound M&E system to monitor progress and achievement of overall objectives, documentation of learnings, as well as communication and coordination within the project to promote learning in other regions of the country.</p>
Impact	<p>What evidence is there to support that the project's achievements will be effective in generating a broader and longer term effect on workers? And whether the COVID-19 pandemic has affected the possible impact of the project?</p> <p>Where and how has the project best been able to strengthen accountability of key stakeholders to improve social security for workers?</p> <p>To what extent the project was be able to change the lives of both men and women workers who are victims of the Ali Enterprises fire and their dependents? and how SESSI's capacity has been changed to provide support to the new accident victims?</p>
Sustainability	<p>How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made?</p> <p>To what extent the benefits of the project interventions for both men and women workers can continue even after the project lifespan?</p> <p>To what extent were sustainability considerations taken into account in the project interventions? Has the project developed and integrated an exit strategy in its work?</p>

Methodology

This evaluation will use mixed methods, combining mostly qualitative and quantitative instruments. Throughout the evaluation, the evaluation team will triangulate data sources and techniques. All relevant data should be disaggregated by sex and age. In order to validate and extract information that might be

inconsistent or data gaps that were not fully elaborated in the data collection phase, the evaluators should propose a method to triangulate the findings.²¹

The evaluation will conduct a desk review of relevant project documents. These include the project document, technical progress reports, work-plans, annual reviews, studies and research undertaken, monitoring and evaluation data and other documents from secondary sources.

An inception report will be submitted to the Evaluation Manager (EM) upon the desk review. The report should define methodological approach and instruments to be used throughout the evaluation and to be signed-off by the ILO EVAL and EM before further steps are proceeded. The evaluator should refer to ILO template for Data collection and Evaluation timeline²² and include this in the Inception report.

Upon approval of the inception report, that includes a data collection plan, the evaluator will commence gathering data including through focus group discussions and Skype/video conference, interviews of key informants (virtual interview). The informant group mainly include representatives of social partners, key stakeholders, beneficiaries, as well as relevant staff of the ILO, technical backstopping unit and project staffs. An indicative list of persons to be interviewed will be prepared by the project and in consultation with the EM (Annex D). The project will provide support in organization of the interviews.

The draft evaluation report will be developed by the Team leader with support of the national consultant. The report will be submitted to the EM for circulating to key stakeholders for comments and feedback. The report will then be finalized incorporating all appropriate comments (and with explanation of how other comments should not be integrated) and be addressed to the EVAL for further steps (led by the ILO afterwards).

Gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. All this information should be accurately included in the inception report and evaluation report.

The evaluator may adapt the methodology but any fundamental change should be agreed upon between the Evaluation manager and the evaluator, and reflected in the inception report.

Main deliverables

The final evaluation will include the deliverables described below. All reports should be submitted in English. All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word or Windows.

Inception report should be prepared on the basis of reviewed documents and reports as well as of the briefings with the EM and project staff.

In line with the ILO EVAL Checklist 3,²³ the inception report should include:

- (i) description of the evaluation methodology and instruments to be used in data collection and analysis and the data collection plan mentioned above. (ii) guide questions for interview and focus group discussions; (iii) detailed fieldwork plan for the field trip, which should be developed in consultation with the EM and project team; (v) the proposed report outline structure.

²¹ [EVAL Checklist 4: Validating methodologies](#)

²² [Inception report: Data collection and Timeline template](#)

²³ [EVAL Checklist 3: Writing inception report](#)

The ILO EM will review and approved the inception report upon reception before starting the field work.

Stakeholder discussion: the evaluators will conduct interviews with relevant stakeholders and beneficiaries on the relevance and progress achieved, collect relevant data, and as well meetings with the ILO and project staff. Interviews and meetings will be conducted through Skype/phone calls due to COVID-19 situation. The evaluators will also carry out virtual interviews with members of the Oversight Committee (acting as Project Advisory Committee), the backstopping unit, other ILO specialists at ILO-HQ; country director and specialists in the region and DWTs, and with the donor.

Draft report: In line with the ILO EVAL Checklist 5,²⁴ the draft report should include:

- an Executive summary²⁵ with the methodology, key findings, conclusions and recommendations;
- purposes and methodology of the evaluation (including limitations);
- an analysis of the findings and a table presenting key outputs delivered under each immediate objective;
- identified findings, conclusions and recommendations;
- lessons learned and good practices;²⁶
- annexes, including data files, including survey data, case studies and focus group discussions transcribes, etc.;
- lessons learnt²⁷ and good practices²⁸ factsheets (for EVAL database).

The length of the report should be a maximum of 40 pages for the main report, excluding annexes.

The EM will circulate the draft report to key stakeholders, the project staff and the donor for their review and forward the consolidated comments to the evaluation team.

Final report: The evaluator Team leader will finalize and submit the report to the Evaluation manager in line with EVAL Checklist 5. The report should address all comments and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the project should be submitted as well. Quality of the report will be assessed against the EVAL Checklist 6.²⁹

The EM will review the final version and submit to EVAL for approval. The evaluation report will be distributed to global and national stakeholders to ensure enhance learning. The final evaluation report, good practices and lessons learned will be storage and broadly disseminated through the EVAL's database³⁰ as to provide easy access to all development partners, to reach target audiences and to maximize the benefits of the evaluation.

Management arrangements and work plan

Management arrangement

The evaluation will be managed by an ILO certified EM who is not directly involved in the project neither works for the same department. The Evaluation manager reports for this evaluation directly to EVAL. She is responsible for the overall management of the evaluation and in particular to: (i) prepare the TOR and

²⁴ [EVAL Checklist 5: Preparing evaluation report](#)

²⁵ [EVAL Checklist 8: Preparing the evaluation summary for projects](#)

²⁶ [EVAL Guidance Note 3: Lessons learnt and emerging good practices](#)

²⁷ [ILO Lesson Learned Template](#)

²⁸ [ILO Emerging good practices template](#)

²⁹ [EVAL Checklist 6: Rating the quality of evaluation reports](#)

³⁰ [ILO i-eval Discovery](#)

facilitate the onboarding of the external evaluators; (ii) ensure proper stakeholder involvement; (iii) approve the inception report; (iv) circulate draft and final reports; and (v) ensure follow-up.

The evaluation Team leader will report to the EM and should discuss any technical and methodological matters with her should issues arise. The Team leader is responsible for coordinating with national consultant to ensure the evaluation meets requirements specified in the TOR.

Administrative and logistical support during the evaluation missions will be provided by the project in line with the ILO rules and regulations (i.e. coordination interview schedules with respondents/group of respondents, provision of interpretation services when needed, introduction to stakeholders, in-country transportation).

The evaluation should be performed by an evaluation team comprised by an evaluation leader and an evaluation member. Gender balance and knowledge of gender equality issues will be considered in the selection of the evaluation team. The team must be fluent in English and local language (for national evaluation member) in order to perform the interviews with stakeholders.

The background and responsibilities of the evaluation team members are described below.

<i>Tasks</i>	<i>Profile</i>
<p><u>TEAM LEADER (international)</u></p> <p>Desk review of project documents and relevant materials;</p> <p>Briefings with project staff and evaluation manager;</p> <p>Develop the inception report;</p> <p>Conduct interviews with selected stakeholders and project staff, donor;</p> <p>Undertake field mission to conduct focus group discussion and interview at the local and national level with government, civil society organizations;</p> <p>Draft and finalize evaluation report.</p>	<p>Not have been involved in the project.</p> <p>Relevant background in social and/or economic development with a specialization on social protection, social inclusion;</p> <p>Experience in qualitative and quantitative data collection and analysis and research and survey design;</p> <p>Experience in the design, management and evaluation of rights-based development projects, in particular with policy level work and institutional building;</p> <p>Knowledge on gender equality issues;</p> <p>Experience in evaluations in the UN system, BMZ or other international context as team leader (7-10 years);</p> <p>Fluency in English.</p>
<p><u>TEAM MEMBER (national)</u></p> <p>Desk review of project documents and relevant materials;</p> <p>Contribute to the development of evaluation instruments;</p> <p>Conduct key informant interviews or focus group discussions jointly with the Team leader;</p>	<p>Not have been involved in the project;</p> <p>Relevant background in social and/or economic development;</p> <p>At least 5 years of experience in the design, management and evaluation of development projects, in particular with policy level work and institutional building.</p> <p>Experience in qualitative and quantitative data collection and analysis and research and survey design;</p>

Contribute to the evaluation report through systemizing data collected and provide analytical inputs; Others as required by the Team leader.	Relevant country experience, prior working experience in social security, gender equality and social inclusion or related field; Experience in conducting key informant interviews or focus group discussions; Fluency in English and local language in the field visit areas; Experience in evaluations in the UN system or similar international development experience desirable.
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Work plan and timeline

The evaluation will be conducted between –November to January 2020 with an estimate of up to 22 working days for the team leader and 17 working days for national evaluator.

The indicative timeframe and key stages of the evaluation process is below

<i>Stages</i>	<i>Responsible person</i>	<i>Timeline</i>	<i>Working day (Team leader)</i>	<i>Working day (Team member)</i>
Preparation of TOR and consult with the ILO	Evaluation manager (EM)	17 Sep 2020	N/A	N/A
Identification of independent consultants Entering contracts and preparation of budgets and logistics	EM (with support of Regional Evaluation officer)	17 Nov 2020	N/A	N/A
Briefing on the evaluation	EM; Team leader	2 Dec 2020		
Desk review and inception report	Evaluation team	7-9 Dec 2020	6	5
Stakeholder interview: including interviews and validation of initial results with stakeholders	Evaluation team	10 - 22 Dec 2020	7	7
Development of draft report	Evaluation team	28 Dec 2020	7	4
Circulate draft report to key stakeholders for comments and factual check; Consolidate comments on draft report and send to Team leader	EM	1-15 January 2021	N/A	N/A
Finalize evaluation report	Evaluation team		2	1
Final report submission to EM	Team leader	before end Jan 2021	N/A	N/A

<i>Stages</i>	<i>Responsible person</i>	<i>Timeline</i>	<i>Working day (Team leader)</i>	<i>Working day (Team member)</i>
Total			22	17

Legal and ethical matters

The evaluation will be carried out in accordance with the criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The DAC Evaluation Quality Standards provide guidance on the conduct of evaluations and for reports with the aim to improve the quality of development intervention evaluations. They are intended to contribute to a harmonized approach to evaluation in line with the principles of the Paris Declaration on Aid Effectiveness. The evaluation should adhere to the international technical and ethical standards in line with the Code of Conduct for Evaluation one the UN System, which should be dully signed and returned to the ILO (see annex).³¹

Ownership of data from the evaluation rests jointly with the ILO and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. The use of data for publication and other presentations can only be made with written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

³¹ [ILO Code of Conduct Agreement for Evaluator](#)

Annex 2: List of People Interviewed

Stakeholder	Names	Date for Interview (Tentative)
ILO		
ILO Country Office Islamabad	Ms. Ingrid Christensen	Conducted
	Mr. Saad Gilani	14.12.2020
	Ms. Tasneem Saeed	14.12.2020
ILO Geneva	Ms Anne-Marie Da Losa Mr Vic Van Vuuren, ENTERPRISES Ms Ursula KULKE, ACTRAV Andre Picard, SOCPRO	12.2020
ILO Technical Team New Delhi	Mr Ravindra Peiris, Senior Specialist on Employers Activities Mr Syed Ahmmed, Specialist on Workers' Activities	12.2020
International Partners		
GIZ Pakistan/ Labour Standard Program	Ms. Romina Kochius	01.2021
KiK	Mr. Ansgar Lohmann, Head of CSR	01.2021
	Ms. Britta Schrage Olivia, Head of Communications	
Clean Clothes Campaign	Mr. Ben Vanpeperstraete (former)	01.2021
Clean Clothes	Ms. Ineke Zeldenrust	01.2021
National Partners		
Ministry of Overseas Pakistanis & Human Resource Development (MOPHRD)	Ms. Atifa Raffat, Joint Secretary	12.12.2020
Department of Labour, Sindh	Mr. Abdul Rasheed Solangi., Secretary Labour	
SESSI	Mr. Ishaque Mahar, Commissioner SESSI	
SESSI	Mr. Nasim ul Ghani Sehito, Commissioner (Transferred)	
SESSI	Mr. Kamran Hasan Khan, Deputy Director	05.01.2021
SESSI	Mr. Tariq Anwar Khokhar, Vice Commissioner SESSI	23.12.2020
SESSI , SESSI SITE OFFICE	Mr. Aftab Ahmad, Director	06.01.2021
Employers Federation of Pakistan (EFP)	Mr. Zaki Ahmad Khan, Vice President	21.12.2020
EFP	Mr. Fasih ul Karim Secretary General of Employers Federation of Pakistan	29.12.2020
Pakistan Workers Federation (PWF)	Mr. Zahoor Awan, General Secretary, PWF	21.12.2020
PWF Sindh/Karachi	Mr. Waqar Memon GS PWF Sindh	26.12.2020
SITE Association of Industry	Mr. Zubair Motiwala	28.12.2020
National Trade Union Federation Pakistan (NTUF).	Mr. Nasir A Mansoor, Deputy General Secretary	30.12.2020

Pakistan Institute of Labour Education and Research (PILER)	Mr. Karamat Ali, Executive Director Focal Person/Coordinator	30.12.2020
Ali Enterprise Fire Affectees Association (AEFAA) Victims Association	Mrs Saeeda Khatoon	23.12.2020
Visit to SOCSO Malaysia: Participants of Tripartite Delegation		
MOP&HRD	Asim Rasheed, Section Officer	08.01.2021
MOP&HRD	Usman Raja, Section Officer	12.01.2021
ESSI KPK	Anwar Khan, DG	12.01.2021
PWF	Mukhtar Awan	12.01.2021
EFP	Fasih ul Karim	18.01.2021
PARTICIPANTS OF CAPACITY BUILDING COURSES		
ITC: Health Assistance in an employment Injury Institution		
SESSI	Dr. Malka Baloch	06.01.2021
Course: Development of an Employment injury Scheme		
Directorate of Labour, Sindh.	Mr. Awais Ahemed Shaikh, Deputy Director	13.01.2021
DOL, Punjab	Mr. Zubair Rajput	14.01.2021
KPESSI	Mr. Syed Muhammad Yousuf, Deputy Director	18.01.2021
	Mr. Jamil Bajwa, EFP	12.01.2021
	Mr. Aamir Ashraf, DOL, AJK	13.01.2021
Course: STRENGTHENING AN EMPLOYMENT INJURY INSTITUTION		
SESSI	Mr. Kamran Hassan Khan, Deputy Director	06.01.2021
SESSI SITE	Mr. Barkatullah, Assistant	07.01.2021
EMPLOYMENT INJURY SCHEMES AND PREVENION OF OCCIPATIONAL ACCIDENTS AND DISEASES (ITC)		
PESSI	Dr. Sajid Rasheed	28.01.2021
FINANCING EMPLOYMENT INJURY INSTITUTION/A3713997 (ITC)		
KPESSI	Mr. Nisar Khan, Director Finance	
SESSI Site Office	Mr. Syed Moarif Ali, Account officer	08.01.2021
EFP	Mr. Jamil; Bajwa	12.01.2021
Families of Deceased Workers		
	Sabha Sultana (widow + child) Nargis (widow + cash) Zainab Zohra (guardian) Shamimuddin (parent) Tariq Mehmood (parent)	Various dates December 2020-January 2021
Injured Workers		
	Mr. Waqar (gratuity) Mr. Farhan (gratuity) Ms. Hina (gratuity) Mr. Shaikh Imran (disabled pensioner) 5. Mehmood Un Nisa (disabled pensioner)	Various dates December 2020-January 2021

Annex 3: List of Documents Consulted

Document name	Type (e.g. plan, report, minutes)
Evaluation Contract, which includes the payment schedule	Contract
Annex 1: Terms of Reference; includes evaluation work breakdown schedule (WBS), calendar, and budget	Outline
Annex 2: List of individuals pertinent to the evaluation with contact details	List
Annex 3: Code of Conduct for Evaluation in the ILO (to be signed and returned by evaluator)	Guideline
Annex 4: Checklist 10: Documents for project evaluators, supplied by links or cloud services	Checklist
UN Development Action Framework (UNDAF)	Strategy
Guidance Note No. 4 Integrating gender equality in monitoring and evaluation of projects ³²	Guideline
Practice Note: Collecting and using data on disability to inform inclusive development (CBM / Plan International)	Guideline
Guidance Note No. 7 Stakeholder participation ³³	Guideline
Factories Act 1934 Ch. 3 HSE Laws	Legislation
The Industrial Relations Act 2012	Legislation
OSH Legal framework and Statistical Trend Analysis (2010 – 2015) International Labour Standards Unit: MOP&HRD	Document
The Sindh Factories Act 2015	Legislation
The Workmen Compensation Act 1923	Legislation
ILO Strategic Documents	
DWCP III Document	Document
Social Protection Strategy, KPK	Strategy
ILO	Report
Request for a Cost - neutral Project Extension – ILO Project in Pakistan on Cash Transfer (Baldia Project) 23 June 2020, ILO Geneva	Letter (ILO Geneva Letter to BMZ and Federal Ministry of Development and Cooperation)
List of Courses Supported by Baldia Project	List
Technical Progress Reports	
5th TPR	Technical Progress Report
4 th TPR (30.05.2019 to 31.12. 2019)	Technical Progress Report
3 rd TPR (01.01.2018 to 30.04.2019)	Technical Progress Report
2 nd TPR (01.07.2018 to 31.12 2018)	Technical Progress Report
1 st Technical Progress Report 01.01.2018 to 30.06.2018	Technical Progress Report

³² https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

³³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165982.pdf

ILO Investment Options and Investment Policy of the Baldia Arrangement Oct 2019: Global Employment Injury Programme	Technical report
MOU FOR SETTLEMENT OF THE FUNDING GAP FOR THE COMPENSATION TO BE DELIVERED TO THE VICTIMS OF THE FIRE AT THE ALI ENTERPRISES IN BALDIA, PAKISTAN Date 3 rd May 2018: MOP&HRD to ILO	Letter Endorsement
MOU between Department of Labour, Government of the Sindh Province of Islamic Republic of Pakistan represented by the Sindh Labour and Human Resources Department and International Labour Organization, represented by International Labour Office (ILO) on the implementation, administration and governance of the arrangement for settlement of the funding gap for compensation to be delivered for victims of the fire at Ali Enterprises in Baldia, Pakistan: 21 March 2018	MOU of Agreement
PARDEV Minutes Sheet 19 January 2018	Minutes
PARDEV Minutes Sheet 22 December 2017, Approval of the Project <i>“Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province”</i>	Minutes, Grant Agreement, Project Budget and Project Document
Arrangement for the Settlement of the Funding Gap for the compensation to be delivered to the victims of the fire at the Ali Enterprises in Baldia, PAKISTAN. 9 Sept 2016	Agreement
Work Plan Pakistan	Work Plan
Work Plan and details of Activities	Work Plan
Project budget and expenditure	Report
Designing Strategy for Extension of Existing Social Security Scheme (Employment Injury Protection) to Informal Economy (Employment Injury Protection) to Informal Economy Workers in Pakistan) Strategy Paper	Strategy Paper
ILO Fact- Finding Mission Reports and Recommendations Sept 2016 (Compensation of victims of the Baldia Factory Fire, Ali Enterprises, Pakistan, on 11 Sept 2012)	Report
Oversight Committee Meetings	
List of meetings	List
Notifications of 10 Oversight Committee Meetings	Notifications
Minutes of 10 Oversight Committee Meetings	Meeting Minutes
MULTI-STAKEHOLDER MEETING: Additional employment injury benefits to victims of the Ali Enterprises Fire, Baldia (August 24-25, 2017)	Meeting
“Relief for the Victims of the Ali Enterprises Fire Case” Agreement between Pakistan Institute of Labour Education and Research and KiK Textilien, 21.12. 2012	Agreement
Baldia Factory Fire Incident Four Years of Successful Campaign for Justice: Farhat Fatima 2016, PILER Karachi	Brief
Clean Clothes Campaign: Time Line of the Ali Enterprises Case: Ali Time Line Report Public Version	Report
Business and Human Rights in South Asia: Post Baldia Factory/Rana Plaza Post Industrial Disasters Joint Hearing Committee on International Trade Subcommittee on Human Rights : A Presentation at by Zulfiqar Shah Pakistan Institute of Labour Education and Research, at the European Parliament 3 May 2017	Presentation

Annex 4: Evidence Matrix

Question/sub-question	Measures or Indicators	Data Sources	Data collection method	Stakeholders/informants
Relevance				
Primary Question				
<ul style="list-style-type: none"> Is the project aligned with the ILO strategic framework and policy outcomes, ILO “cross-cutting policy drivers” on international labour standards, social dialogue, and gender equality and non-discrimination? 	Alignment to DWCP	ILO Documents (policies and strategies)	Document review and KIIs	Project team, ILO CO, GoP
<ul style="list-style-type: none"> What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of the project or what normative instruments that the project has embraced? 	Alignment to DWCP and broader GoP policies and strategies	ILO Documents Government documents (policies and strategies)	Document review and KIIs	Project Team, ILO CO, GoP
<ul style="list-style-type: none"> Is the project aligned with needs and priorities of the country as reflected in the UN Development Assistance Framework (UNDAF) – UN Sustainable Development Framework (UNSDF)/ One-UN Programme, DWCP, specific requests for technical assistance, and views expressed by stakeholders, including national and provincial governments, employers’ organizations, workers’ organizations, and workers (both male and female)? 	Alignment to UNDAF, UNSDF, DWCP	UNDAF, UNSDF, DWCP	Document review and KIIs	Project team, ILO CO, Tripartite partners
Secondary Question				
<ul style="list-style-type: none"> How far is the project impacted by the COVID-19 pandemic and to what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context? 	Responsiveness of the project to respond and adequacy of support from ILO CO	Project Reports KII	Document review and KIIs	Project team and ILO CO
Coherence				
Primary Question				
<ul style="list-style-type: none"> Are project activities properly sequenced and undertaken in coordination with other projects/ programmes and other stakeholders at different levels to increase its effectiveness/ impact? 	Linkages and staged manner of implementation and management.	Evaluation Findings KIIs	KII’s	Project team (NPC), ILO CO international partners, GoP, GIZ
<ul style="list-style-type: none"> Were project interventions, including capacity development and knowledge products, designed to maximize the ILO’s comparative advantage on social protection? 	Relevance and appropriateness of capacity development	Project reports and KIIs	Document review and KII	Project team (NPC), ILO CO international partners, beneficiaries
Secondary Question				
<ul style="list-style-type: none"> Is the relationship between project activities and stated objectives clear and logical? Are activities necessary and sufficient to yield improvements in social security for garment workers in Sindh province? 	Quality of the logframe and associated indicators and targets	ProDoc, Project reports, KIIs	Document review and KIIs	Project Team, ILO-CO,
Effectiveness				
Primary Questions				

<ul style="list-style-type: none"> Has the project design clearly defined outcomes, outputs and performance indicators with baselines and targets? To what extent were these realistic? 	Alignment to DWCP and achievements documented against the results logframe	Project reports, KIIs	Document review and KIIs	Project team, ILO-CO
<ul style="list-style-type: none"> Assess the progress towards achieving the objectives of the project. What were the facilitating and hindering factors that contributed to it? What alternative strategies would have been more effective in achieving the project's objectives (if any?). 	Quality of deliverables and achievements detailed against logframe	Project reports and KIIs	Document review and KIIs	Project Team, ILO CO< international partners, GIZ
<ul style="list-style-type: none"> How effective is the project in delivering core services to stakeholders and direct beneficiaries? Examine how the project meets the needs of other beneficiaries. 	Level of engagement and support by project	Project reports and KIIs	KIIs	Project Team, ILO CO, International partners, tripartite partners
Secondary Questions				
<ul style="list-style-type: none"> Assess to what extent the project management is effective (including strategy and work planning, staffing arrangements and capacities, governance and oversight, etc.)? 	To what extent have the strategies been the right ones. What has been learned from the application of the approaches	Program reports and KIIs	Document review and KIIs	NPC, ILO CO, ILO HQ
<ul style="list-style-type: none"> Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how? 	Are the right partners being included in consultations and discussions.	KIIs	KIIs	International partners, tripartite partners, beneficiaries
Efficiency				
Primary Questions				
To what extent has the project delivered value for money? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve expected results? Could they have been allocated more effectively and if so, how	How funding has been applied – actual v targets. Assess possible value for money considerations	Project budgets and financial reports Review program workplan.	Document review and KIIs	NPC and ILO CO
Secondary Question				
<ul style="list-style-type: none"> Has project management and staffing been adequate? Has project received adequate technical backstopping and administrative support from the ILO? 	Assessment of staff technical capacity to support project interventions	KIIs	KIIs	NPC, ILO CO
<ul style="list-style-type: none"> Assess the M&E and learning aspects of the project. This should include a sound M&E system to monitor progress and achievement of overall objectives, documentation of learnings, as well as communication and coordination within the project to promote learning in other regions of the country. 	Does the M&E system meet requirements	ProDoc and KIIs	Document review and KIIs	NPC and ILO_CP
Sustainability				
Primary Question				
<ul style="list-style-type: none"> How effective has the project been in establishing national/local ownership? Are the linkages to broader sectoral and national action been made? 	Assess from effectiveness review which interventions will continue	Interviews	KIIs and FGDs	NPC, ILO-CO , GoP
Secondary Questions				
<ul style="list-style-type: none"> To what extent the benefits of the project interventions for both men and women workers can continue even after the project lifespan? 	Ability for beneficiaries to apply skills and gain access to other social benefits (income, access to markets etc)	Impact studies Interviews	KIIs	NPC and beneficiaries

To what extent were sustainability considerations taken into account in the project interventions? Has the project developed and integrated an exit strategy in its work?	Quality of exit strategy	Document review,	KII	NPC and ILO CO
Impact				
Primary Questions				
<ul style="list-style-type: none"> What evidence is there to support that the project's achievements will be effective in generating a broader and longer-term effect on workers? And whether the COVID-19 pandemic has affected the possible impact of the project? 	Professional judgement of impacts.	Progress reports	Document review, KII	NPC, ILO-CO
Secondary Questions				
<ul style="list-style-type: none"> Where and how has the project best been able to strengthen accountability of key stakeholders to improve social security for workers? 	Discussions with beneficiaries and overall assessment of improvements in terms of income and access	Impact studies, KIIs	KII's with beneficiaries	NPC, beneficiaries
<ul style="list-style-type: none"> To what extent the project would be able to change the lives of both men and women workers who are victims of the Ali Enterprises fire and their dependents? 	As above	Impact studies, KIIs	KII's with beneficiaries	NPC, beneficiaries

Annex 5: Key Lessons Learned

LESSON NO. 1 Project Title: Baldia Project Final Evaluation Project TC: PAK/16/06/DEU Name of Evaluator: Ms. Samia Raoof Ali and Mr. Ty Morrissey Date: 29 December 20202	
LL Element	
Brief description of lesson learned (link to specific action or task)	Cash transfer systems take time and require a significant investment (resources and capital) to ensure all beneficiaries are identified in a transparent and accountable manner. There can be no short-cuts when establishing such a system. To support the process, it is good for the ILO internally to have clear roles and responsibilities so as to maintain “safe distance” and allow both technical and management functions to combine.
Context and any related preconditions	The involvement of the ILO in cash transfer work is quite unique. The project represents a “first of its kind” type approach and has produced important lessons. It is important to look at project’s such as these outside the “traditional way in which projects are managed and implemented.
Targeted users / Beneficiaries	ILO HQ and ILO CO (Islamabad)
Challenges /negative lessons - Causal factors	No challenges at this stage but an opportunity for dialogue and further discussion on how the system is to be managed going forward to provide a level of confidence to the OC and donors.
Success / Positive Issues - Causal factors	A solid cash transfer system has been established. It is important that the steps, processes, systems and management arrangements are clearly documented and shared with partners an also internally within the ILO.
ILO Administrative Issues (staff, resources, design, implementation)	To be reviewed once management and implementation arrangements have been discussed.

LESSON NO. 2 Project Title: Baldia Project Final Evaluation Project TC: PAK/16/06/DEU Name of Evaluator: Ms. Samia Raoof Ali and Mr. Ty Morrissey Date: 29 December 20202	
LL Element	
Brief description of lesson learned (link to specific action or task)	Systems, processes and models are important, but without the political , legal and regulatory framework in place, it is hard to promote sustainability in the long-term.
Context and any related preconditions	Any introduced system requires acceptance, adoption and replication by partners. It is important that not only technical issues addressed but in-depth work and consultation is taken to liaise with and through partners to influence change in relevant legislative and regulatory frameworks.
Targeted users / Beneficiaries	ILO HQ and ILO CO (Islamabad), SESSI and GoP

Challenges /negative lessons - Causal factors	Sustainability of the model is challenged unless there is some further discussion and consultation where changes are made to legislation and regulation to ensure the model is maintained and beneficiary funds are protected and maintained.
Success / Positive Issues - Causal factors	The cash transfers allows for better and focused engagement with key stakeholders.
ILO Administrative Issues (staff, resources, design, implementation)	To be reviewed once management and implementation arrangements have been discussed.

Annex 6: Emerging Good Practices

ILO Emerging Good Practice Template

Project Title: Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province (Baldia Project)

Project TC/SYMBOL: PAK/16/06/DEU

Name of Evaluator: Ty Morrissey **Date:** March 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Strong investment on the identification and verification process is critical for the establishment of a functioning, accountable, transparent and sustainable cash-transfer system.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Unlikely the system will be replicated as it is a one-off style of component to a project. However valuable lessons have been learned.
Establish a clear cause-effect relationship	N/A
Indicate measurable impact and targeted beneficiaries	Victims of the fire and those that have been injured.
Potential for replication and by whom	ILO in other projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A at this stage.
Other documents or relevant comments	Evaluation report

ILO Emerging Good Practice Template

Project Title: Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province (Baldia Project)

Project TC/SYMBOL: PAK/16/06/DEU

Name of Evaluator: Ty Morrissey **Date:** March 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Local ownership is critical and the establishment of technical and management oversight and governance mechanisms is critical for long-term engagement and decision-making.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Projects should seek to engage with local tripartite partners to establish local ownership mechanisms. Already a feature of ILO CO approach.
Establish a clear cause-effect relationship	Local ownership leads to better development outcomes.
Indicate measurable impact and targeted beneficiaries	Context specific to the project being implemented. The methodology of ownership is the critical factor that will determine impacts and associated targets.
Potential for replication and by whom	Replication by other projects and managers.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Cuts across all DWCP's and relevant country outcomes and the SDGs. Needs to be built into all project designs and implementation arrangements.
Other documents or relevant comments	DWCP and project designs.

ILO Emerging Good Practice Template

Project Title: Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province (Baldia Project)

Project TC/SYMBOL: PAK/16/06/DEU

Name of Evaluator: Ty Morrissey **Date:** March 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Capacity development focus on priority areas using a mix of delivery methods is important but also required a clear structure and plan to determine intervention and exit points.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Capacity development needs to be context specific and focused on individual and institutional needs. Important to develop a needs assessment and define parameters of success and when capacity development will reach an "end point".
Establish a clear cause-effect relationship	Need to link individual capacity needs to broader institutional needs and to identify the metrics of success and how interventions link in a causal manner.
Indicate measurable impact and targeted beneficiaries	Relevant individuals receiving capacity development support
Potential for replication and by whom	All ILO projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Linked to DWCP, Country Outcomes and the Strategic Framework.
Other documents or relevant comments	Capacity development plans, strategies and project design documentation.

ILO Emerging Good Practice Template

Project Title: Implementation of the Agreement concerning additional employment injury benefits to the victims of the Ali Enterprises fire and strengthening of the employment injury insurance and benefit system in Sindh Province (Baldia Project)

Project TC/SYMBOL: PAK/16/06/DEU

Name of Evaluator: Ty Morrissey **Date:** March 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Regular (weekly) coordination meetings between ILO HQ and ILO CO staff. Approach builds rapport and allows technical experts to consultation CO staff on workplan streams
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Potential for strong replicability. Already evidence of good collaboration across the ILO CO's portfolio of projects. Seek to establish appropriate management arrangements at the project design phase and have these documented.
Establish a clear cause-effect relationship	Clear roles and responsibilities lead to better implementation and management outcomes.
Indicate measurable impact and targeted beneficiaries	Dependent on the type of project and level of engagement and involvement.
Potential for replication and by whom	All ILO projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Opportunity to establish management arrangements at the DWCP level that flow through to all projects under implementation or in the design phase.
Other documents or relevant comments	All relevant project documents.

Annex 7: Results Framework

Baldia Project Results Framework ³⁴			
	% complete	Status	Achievements
Immediate Objective 1: Organized oversight and delivery mechanism for the provision of compensation cash benefits, health and allied care and rehabilitation, namely through SESSI, to work injury victims of the Ali Enterprises fire victims, guided by ILO recommendations drawing upon Sindh legislation and the Employment Injury Benefits Convention 1963 (No. 121) [C-121]			
1.1 A tripartite-plus architecture established (including national and international tripartite stakeholders) for addressing compensation of the Ali Enterprises fire (including tripartite supervisory committee, Funds for the payment of benefits to victims, distribution mechanism)	90%	On schedule	<p>This is on-going. In the year 2020 three meetings of the Oversight Committee of the Baldia Arrangement were held in September 2020 (2) and November 2020. COVID-19 prevented the holding of meetings in first semester. These were held in September and November 2020.</p> <p>Previously seventh Oversight Committee meeting of the Baldia Arrangement was held in November 2019 to discuss issues such as a potential investment policy, disbursement and financial reporting and enrolment of injured victims into the Baldia Arrangement to be deliberated upon. Endorsement of next tranche was secured over electronically with the OC members.</p> <p>Regular contacts are kept with partners, including international partners</p>
1.2 A handbook and IT Tool developed for addressing key issues such handling compensation, individual counselling to victims and other related matters	90%	On schedule	A detailed handbook has been drafted by a consultant following assessment and consultation with stakeholders. The draft has been transmitted to SESSI for comments and training should be organised on the final version. The ILO is awaiting SESSI comments and observations.
1.3 The selected social security institution (SESSI tentatively) supported to effectively deliver benefits, health and allied care and rehabilitation to the victims of Ali Enterprises	50%	won't be fully achievable by the end of 2020, although all technical tracks have been initiated in this regard and workplan is known	<p>224 beneficiaries (153 parents and 71 widows, widowers and/or orphans) have received the additional employment injury funds through MCB Bank for the period January 2017 to August 2018, followed by disbursement on monthly basis. Process to verify and enrol injured victims (up to 55) is in progress. In 2020, 33 injured victims were identified, assessed injury/disability and paid employment injury benefits. Few more have been identified and assessment is in process.</p> <p>Regular activities and meetings with the management and operational staff of SESSI were held to build the capacity of the officials of SESSI and assess the need for upgrading and upskilling.</p> <p>Scanning of all documents pertaining to the Baldia Agreement has been completed to serve as a back-up in the case of fire or other destruction of the files, as well as to ease the revisiting of documents. The scanning of such documents is the basis of a documentation management system on which ILO is currently working.</p> <p>Capacity building of DOL, Sindh and SESSI through participation in training programme on Employment Injury Schemes and Prevention of Occupational Accidents and</p> <p>Diseases organized by the ILO International Training Centre, Turin in June 2018</p> <p>See workplan for further detail on areas of work</p>

³⁴ Based on the Implementation Plan

Immediate Objective 2: Reinforced national and provincial capacities, in particular in Sindh Province, towards the longer term objective of the effective coverage compliance, delivery and sustainability of employment injury insurance and protection to all workers in Pakistan including for			
2.1 Assessment and follow-up on ILO recommendations in its ILO Report "ILO Fact- Finding Mission Report and Recommendation on the Compensation of Victims of the Factory Fire of Ali Enterprises, Pakistan (11 September 2012) for improving the legislative, institutional and financial sustainability (incl. investment) capacities for the employment injury insurance, namely in Sindh province	85 %	On schedule	Assessment as to specific needs and the process for follow-up on recommendations of the Fact-Finding report has been made. Road map (for compensation to the victims of the Baldia fire). The international agreement was reached in September 2016, an MOU was made with DOL (to allow for SESSI administering the payment to the victims and the tripartite+ oversight mechanism was established. The creation of the Trust Fund did not materialize (yet) due to technical/legal factors, taxation issues and limited capacities, but being reviewed carefully along other long term solutions for the investment and sustainable maintenance of the funds
	20%	Behind schedule	For the second part (strengthening social security of all workers, including RMG Sector and beyond) Further work is required to make the environment more conducive to an effective EII, including legal and policy framing. Any progress by December 2020 This is a particularly important track at this stage of the project to ensure sustainability of the activities foreseen
2.2 Capacity of social partners (employers and workers) developed to better participate in governing bodies of social security institutions ESSI	60% %	On schedule	<p>The social partners successfully completed six weeks E-learning courses on social security system designed by ITC, ILO. Social partners are also nominated to attend a series of three Online training courses/workshops that would be organized in July 2020 by ITC, ILO under the Baldia Project. Status of the three Online training courses/workshops.</p> <p>Four courses were held in September and November 2020:</p> <ul style="list-style-type: none"> - Microsoft Excel Advance 2016/2013 customized for SESSI staff 2 batches This was organized at local level in Karachi in September 2020. - Strengthening an Employment injury institution in Pakistan/A3713998 (ITC) These two online training workshops were organized by ITC in November 2020 - Financing Employment injury Institution/A3713997 (ITC) - Employment Injury Schemes and Prevention of Occupational accidents and diseases (ITC) ITC organize every year this course " Employment Injury Schemes and Prevention of Occupational diseases and accidents". In the year 2020 it was designed online and provided online platform for two months from Oct-Nov and one week workshop held in December with completing the course. Four participants from ESSI and EFP attended the course represented the country. <p>In particular the Karachi based social partners and civil society organizations are and have been actively engaged in the Baldia arrangement implementation. As it was done in the past, social partners have taken active part in the preparation for and monitoring of the disbursement as well as identification of challenges in the social security systems and solutions to overcome them.</p> <p>Social partners have also participated in different capacity building events (together with SESSI). Social partners, including two from the OC committee, and DOL Sindh are members of the established Labour Welfare and Social Protection Expert Group tasked to come up with a set of recommendations on how to provide social protection to the informal economy. Further opportunities may be available as part of the Sindh Government's endeavour for its own social protection programme.</p>