

Decent Work Country Programme (DWCP)

Country Programme Review (CPR)

Pakistan

International Labour Organization (ILO)

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Executive summary

Decent Work Country Programmes (DWCPs) serve as the main delivery platform for International Labour Organization (ILO) country support. In close consultation with the national tripartite constituents, the ILO Country Office for the Islamic Republic of Pakistan, Islamabad, and the Decent Work Support Team based in New Delhi developed and endorsed the first Pakistan DWCP for the period 2006–2009.

The second DWCP, for 2010–2015, was developed over the course of 2009 and 2010, but due to various changes in national political and administrative structures, including devolution of some authority to the four provinces in 2010, it was not completed until 2012. The Regional Director approved the DWCP document 17 August 2012, and 20 September 2012 the Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF) signed a memorandum of understanding (MOU) endorsing the DWCP.¹

The ILO and its tripartite constituents have aligned DWCP II with Vision 2030, the Tenth Five Year Plan: Investing in People (2010–2015), and the United Nations Development Assistance Framework, One Programme I (2009–2012) and One Programme II (2013–2017).

DWCP II 2010–2015 has pursued the following priorities:

- reform of labour law;
- generating employment through human resource development, with a focus on employable skills;
- expanding social protection, in both the formal and informal economies; and
- promoting tripartism and social dialogue.

Over the past few years Pakistan has experienced rising inflation; escalating prices of essential commodities; food insecurity; and severe energy, gas, and water shortages. These factors have led to the closure of many industrial units and concomitant job losses. The on-going security and political situation remains a challenge. As part of this, Pakistan has faced a number of key strategic and political changes involving devolution; revision to labour laws; the rise and growing prominence of the informal sector; challenges regarding data collection and analysis; and on-going conformity with international labour standards.

Decent Work Country Programmes (DWCPs) serve as the chief ILO country programming instrument in the light of the Decent Work Agenda, a globally recognized framework for reducing poverty and balancing development. As part of this, the engagement of constituents is critical to DWCP design and implementation.

Promoting accountable and transparent development processes, The ILO engaged an external team to review the current DWCP phase and provide an assessment of overall performance. The following tables present a summary of the results.

¹ This document was signed by the ILO Country Director; the Secretary, Ministry of Labour, Manpower and Overseas Pakistanis; the President of the Employers' Federation of Pakistan; and the General Secretary of the Pakistan Workers Confederation.

Performance criteria	Score	Ranking
Relevance	6	Very satisfactory
Tripartite participation and capacity	5	Satisfactory
Programme design and strategy	5	Satisfactory
Managing for results	5	Satisfactory
Efficiency and adequacy of organizational arrangements	4	Moderately satisfactory
Knowledge management and sharing	4	Moderately satisfactory

Key findings from the overall country performance assessment include the following:

- DWCP provides an effective strategy and tool for ILO Islamabad to engage with the tripartite constituents.
- Through DWCP, ILO Islamabad maintains a flexible approach and the capacity to respond effectively to changing circumstances.
- Devolution, through the Constitution (Eighteenth Amendment) Act, 2010 (hereafter “the 18th Amendment”),² has had a significant impact upon DWCP in terms of ongoing project design, implementation and management, and engagement with tripartite constituents.
- ILO Islamabad is a well-respected organization already engaged in strong partnerships with the tripartite constituents, but additional work is required to better promote ILO achievements, thereby raising the visibility of its work programme.
- Government of Pakistan (GOP) endorsement and DWCP support is essential for the programme’s long-term acceptance and sustainability.
- The tripartite relationship is central to the ILO mandate, but options are available for expanding consultations to include still more stakeholders and constituents who represent employers and workers.
- Some project activities appear rather ad hoc; ILO Islamabad needs to be more strategic in its areas and levels of engagement (i.e. better coordinating work with various sectors and more effectively balancing work at central and provincial levels).
- Future DWCP strategies should consider establishing a broader monitoring and evaluation (M&E) framework and seek to streamline the number and type of outcomes, thereby ensuring a more effective approach to reporting and assessment.

² The Constitution (Eighteenth Amendment) Act, 2010. See <http://www.pakistani.org/pakistan/constitution/amendments/18amendment.html> [accessed 30 Nov. 2015].

- Current technical staffing arrangements are insufficient for the workload and unsustainable. ILO Islamabad needs to reconsider human and technical resources, ensuring adequate capacity to implement DWCP requirements.

The report also considered progress towards DWCP Country Programme Outcomes (CPOs). An assessment of each CPO is provided in the following table.

CPO outcomes	Score	Ranking
1. Access to employment, including for vulnerable groups improved.	5	Satisfactory
2. Constituents actively supporting the social protection floor initiative.	4.8	Satisfactory
3. Employers have strong, independent, and representative organizations.	3.6	Moderately satisfactory
4. Workers have strong, independent, and representative workers organizations.	4.4	Satisfactory
5. Constituents actively promoting and supporting the elimination of child labour, including in its worst forms.	4.6	Satisfactory
6. Constituents actively promoting and supporting the elimination of child labour, including in its worst forms.	4.4	Satisfactory
7. Strengthened national capacity to ratify and apply fundamental Conventions and fulfil reporting obligations.	5.2	Satisfactory
8. Decent work increasingly reflected in national and sub-national policies and Pakistan's One UN Programme.	4	Moderately satisfactory

All eight CPOs scored satisfactory overall assessments. (Further details are provided within individual tables later in this report.) Each CPO was assessed in terms of resource adequacy; delivery of outputs; use of outputs by tripartite constituents; progress made against outcome indicators and milestones; and ability to address emerging risks and opportunities.

During the DWCP II 2010–2015 implementation period, the ILO encountered both opportunities and challenges in achieving the target DWCP results in Pakistan. This chapter provides a brief overview of opportunities realized and challenges met. The current elected GOP has been sending positive signals regarding trade and economic growth coupled with opportunities to improve reporting on international labour standards; labour inspection; and legislating new labour laws in the provinces.

DWCP II has presented the ILO Country Office for Pakistan (CO-Islamabad) with both challenges and constraints, at the contextual/external environment and delivery/operational levels alike. Key challenges included the on-going security situation; weak labour machinery; inadequate

implementation of labour laws; limited data and weak information; frequent turnover of public sector personnel; and the impact of natural disasters.

Asked to provide guidance for a subsequent DWCP phase, the review team recommended that consultations should begin now and that efforts be made to reduce the number of outcomes and associated targets. DWCP should focus on labour standards and inspections, occupational health and safety (OSH), and social protection. Underpinning the focus in these broad areas is a renewed focus on employment and skills promotion. The programme should seek to leverage existing investments, maintain continuity, focus on implementation, and promote flexibility. Social dialogue and gender are key themes cutting across all ILO interventions and programmes, and recognizing this promotes the relevant systems and strategies that might ensure they become integrated in future CPOs.

Key recommendations derived from the completion of the CPR include the following.

Recommendations for the ILO and Government

- 1) In partnership with GOP, ILO Islamabad should establish a national framework to guide provinces and to ensure federal government buy-in with labour legislation and compliance.
- 2) ILO Islamabad should support GOP in improving statistical data collection and analysis at all government levels to understand and monitor labour issues more effectively (supporting Recommendation 9, below). This will also help to identify trends; compare labour data across sources and over time; and establish agreed definitions and national standardized indicators.
- 3) Summary translations of DWCP III in Urdu, Sindhi, and Pashto are needed. Formal launches of the DWCP III in provincial capitals and districts such as Sialkot, Faisalabad, and Hyderabad can promote ILO visibility and increase local ownership of DWCP III.

Recommendations for ILO and tripartite constituents

- 4) Aiming to develop an inclusive DWCP III, ILO Islamabad should begin a series of consultations with tripartite constituents and key stakeholders over the next six months.
- 5) The tripartite constituents should identify strategies to raise both DWCP and ILO visibility while promoting the respective levels of engagement and demonstration of key results and achievements.
- 6) ILO Islamabad should work to maintain existing tripartite structures while engaging other significant stakeholders, particularly those operating at the provincial and district levels, so as to ensure provincial needs are adequately represented and addressed.
- 7) Tripartite constituents ought to establish an inter-ministerial or inter-provincial working group to coordinate responses and share experiences.

Recommendations for the ILO

- 8) ILO Islamabad will initiate a stakeholder analysis to review the current and emerging context with regard to devolution, identifying both immediate and emerging priorities.

- 9) As part of DWCP III, ILO Islamabad will also renew its focus on the informal sector and home-based workers (HBWs). No reliable HBW data are currently available, so ILO Islamabad needs to conduct a comprehensive nationwide HBW survey/situation analysis. This could include the legislation needed to formally classify HBWs as workers. the ILO can collaborate with tripartite constituents, donors such as the Royal Norwegian Embassy, and United Nations agencies that already work with HBWs, for example the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). The design of this survey/situation analysis could also involve the ILO Decent Work Technical Support team based in New Delhi.
- 10) Under DWCP III Islamabad is to prioritize programme support at the provincial level, while maintaining a core programme of centralized support with regard to international labour standards.
- 11) As part of DWCP III, the ILO should develop a strategy-wide monitoring and evaluation (M&E) framework and associated planning and resource schedule to better support and coordinate project interventions and to improve knowledge management (including the dissemination and effective use of information).
- 12) ILO Islamabad is to strategically consider its current human resource situation, and engage with the ILO at the regional and head office levels to increase technical support and engagement, either through additional full-time staff or through more regular strategic engagement with specialists.
- 13) The ILO Country Office for Pakistan should recruit a full-time gender equality advisor/specialist to promote the integration of gender issues across all projects and technical cooperation/assistance. This measure is essential, if gender is to crosscut DWCP III activities and levels and become effectively mainstreamed across all national programme-related work. Gender mainstreaming represents a long-term but sustainable approach to ensuring that development equally benefits women, men, girls, and boys.
- 14) Given the need to broadly disseminate results, the Country Programme Review (CPR) team suggests recruiting a full-time media and communication officer. This position will also help to raise the profile of ILO work into the future

Acronyms and abbreviations

18 th Amendment	Constitution (Eighteenth Amendment) Act, 2010
APTMA	All Pakistan Textile Mills Association
BISP	Benazir Income Support Programme
CACL II	Combating Abusive Child Labour II
CEB	United Nations System Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CMCP	combined matrix of constituent priorities
CO	Country Office
CO-Islamabad	ILO Country Office for Pakistan
CP	Country Programme
CPO	Country Programme8 Outcomes
CPR	Country Programme Review
CPRU	Crisis Prevention and Recovery Unit
DFID	Department for International Development
DOL	Department of Labour
DOL&HR	Department of Labour and Human Resources (Sindh)
DWCP	Decent Work Country Programme
EFPP	Employers Federation of Pakistan
EOBI	Employees' Old-Age Benefits Institution
ESSI	provincial employees' social security institution
EU	European Union
EVAL	Evaluation Office
FAO	Food and Agriculture Organization of the United Nations
FEG	Framework for Economic Growth
FPCCI	Federation of Pakistan Chambers of Commerce and Industry
FTCC	Federal Tripartite Consultative Committee
GCC	Gulf Cooperation Council
GDP	gross domestic product
GE4DE	Gender Equality for Decent Employment

GII	Gender Inequality Index
GIZ	German Agency for International Cooperation
GOP	Government of Pakistan
GSP Plus	Generalized System of Preferences Plus
HBW	home-based workers
IDP	internally displaced person
ILO	International Labour Organization
IU	implementation unit
JICA	Japan International Cooperation Agency
KAB	Know-About Business
KPK	Khyber Pukhtunkhwa
LAT	Labour Appellate Tribunal
LMI	labour market information
LRP	Livelihood Restoration Project
MDG	Millennium Development Goal
M&E	monitoring and evaluation
MLF	Mutahida Labour Federation
MOU	memorandum of understanding
MOP&HRD	Ministry of Overseas Pakistanis and Human Resource Development
MWB	minimum wage board
NAVTTTC	National Vocational and Technical Training Commission
NTCC	National Tripartite Consultative Committee
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OSH	occupational safety and health
PBC	Pakistan Business Council
PCLU	Provincial Child Labour Units
PCMEA	Pakistan Carpet Manufacturers and Exporters Association
PESSI	Punjab Employees Social Security Institution
PILER	Pakistan Institute of Labour Education and Research
PKR	Pakistani rupee
POEPA	Pakistan Overseas Employment Promoters Association
PROGRAM	ILO Strategic Programming and Management Department

PSI	Programme Support Income
PTCC	Provincial Tripartite Consultative Committee
PTEA	Pakistan Textile Exporters Association
PWC	Pakistan Workers Confederation
PWF	Pakistan Workers Federation
RAHA	Refugee Affected and Hosting Areas Programme
RB	Regular Budget
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
ROAP	ILO Regional Office for Asia and the Pacific
SALM	South Asia Labour Migration Governance
SPA	Strategic Priority Area
SPEED	Skilling Punjab for Employment and Enterprise Development
SPF-I	Social Protection Floor Initiative
TEVTA	Technical Education and Vocational Training Authority
TIC	Treaty Implementation Cell
TC	Technical Cooperation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Organization for Education, Science and Culture
UNICEF	United Nations Children's Fund
UNRCO	UN Resident Coordinator's Office
UN Stats	United Nations Statistics Division
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WFCL	worst forms of child labour
WWB	Workers' Welfare Board
WWF	Workers' Welfare Fund
XBTC	Extrabudgetary Technical Cooperation

1. Introduction

Building upon DWCP Phase I (2006–2009), the 2010–2015 DWCP II represented the ILO's second comprehensive results-based strategy. The latter DWCP was prepared following extensive consultations with tripartite constituents and the support of ILO regional and head office staff and specialists.

DWCP has encompassed four broad priority areas that emerged from wide-ranging consultations:

- reform of labour law;
- generation of employment through human resource development, with a focus on employable skills;
- expansion of social protection in both the formal and informal economies; and
- promotion of tripartism and social dialogue.

Consultations with key tripartite constituents for DWCP II began in late 2009. In April 2010, the GOP passed the 18th Amendment, which outlined the devolution of authorities and responsibilities to the provinces.

Pakistan is a semi-industrialized economy, one in which both public and private sectors play key roles in supporting and promoting effective workers' rights. GOP has set an ambitious reform agenda that includes (1) maintaining strong economic growth; (2) devolution of responsibility to provinces under the 18th Amendment; and (3) expanding social protection while promoting the rights of workers both in the formal and informal economies.

Devolution of responsibilities to the provinces continues to affect both (1) the capacity of partners to reach specified outcomes and targets, and (2) implementation and management arrangements. Opportunities present themselves for proactive engagement with provinces to align strategies and targets with provincial needs, while recognizing the importance of federal government functions. The ILO has made considerable efforts to address these issues.

The skill base and productivity of the Pakistani labour force is insufficient to meet the demands of industry, while exploitation at work is common. One concern is the socio-economic exclusion of vulnerable and marginalized groups. Underpinning ILO Islamabad's response to these issues is recognition of the need for strong collaboration among the tripartite constituents in promoting transparent consultations through support for capacity development, technical assistance, and social dialogue.

DWCP presents a series of outcomes shaped by a number of key indicators, targets, and strategies. It has operated, furthermore, in a fluid institutional and socio-economic context complicated by natural disasters combined with devolution-related changes at the institutional level.

This report on the 2010–2015 DWCP II includes (1) brief accounts of the general approach and methodology; (2) an assessment of overall DWCP performance; (3) an assessment of each Country Programme Outcome (CPO) within the DWCP; (4) foreshadowings of a third DWCP phase; and (5) key conclusions and recommendations for consideration by ILO Islamabad as well as by the tripartite constituents and other stakeholders.

2. Approach and methodology

The CPR focuses first of all on collecting information. To this end, it administers a series of pre-defined review questions regarding (1) the appropriateness and adequacy of the programme design; (2) the reach and quality of respective programme deliverables; and (3) an assessment of DWCP II's overall performance.

The CPR addresses the following broad questions:

- To what extent is the DWCP Phase II programme **appropriate** in the way it addresses Pakistan's national development priorities and the UN's broader institutional programmes?
- To what extent have programme implementation strategies been **useful**, and how has the partnership approach supported programme implementation and promoted appropriate levels of **gender mainstreaming**?
- To what extent has DWCP Pakistan successfully **adapted strategies** to reflect changing and emerging priorities and needs (how has it responded, in particular, to post-crisis situations)?
- To what extent has the DWCP **contributed to the success** of (1) organizational arrangements (managerial, administrative, and business processes) and (2) the provision of resources in delivering results?
- To what extent does the DWCP demonstrate **efficient implementation** in terms of time and costs?
- How **sustainable** have results proved, with particular attention to capacity/institutional development and creating an enabling environment (changes in laws, policies, and behaviours)?
- What **key success factors and constraints** (internal and external) have been identified?
- **How effective** has the following proven: the review of knowledge management and communication strategies (internal and external), use of knowledge, and incorporating M&E information in the knowledge base?
- To what extent has the DWCP **achieved the target** key outputs and outcomes?
- What impacts, including identifiable **good practices and lessons learned**, has the DWCP achieved (preferably one each of these per priority area)?

The Pakistan DWCP has had to operate within a fluid political and institutional environment. Perhaps the most important contextual issue for the CPR has been devolution, which has meant, among other things, that labour legislation became a provincial issue. Devolution has presented both opportunities and constraints, and has exerted both positive and significant impacts on the DWCP. Among other things, devolution has affected programming; financial and human resource costs; M&E results; reporting on international commitments/Conventions and government ratification of Conventions; and lobbying and advocacy.

A broad-based contextual approach shaped the primarily qualitative review methodology. The review team conducted and interpreted a series of semi-structured interviews and group discussions with key stakeholders, programme participants, and beneficiaries. The main priority was the collection of data and other information as a means to addressing the key review questions presented above. Given the review's limited time frame and resources, a participatory

qualitative methodology was the most feasible and most effective means of collecting information. The following sections detail each step of the data and information collection process.

2.1 Desk review: Preparation of Country Programme review plan

The CPR began with an initial desk review of available documents. Annex 4 includes a list of documents viewed to date. The desk review also contributed to the development of the inception report.

2.2 In-country data and information collection

In-country data collection involved meetings and interviews between the review team and the tripartite constituents.³ The team also sought meetings with direct beneficiaries of DWCP II programmes.

The review applied “purposeful sampling” to pre-selected project locations, with the interview schedule engaging stakeholders who could provide rich, in-depth levels of information. The approach remained flexible enough to include additional stakeholders where appropriate.

The broad range of review questions, presented in Section 2.4, below, and Annex 1, were prioritized as either primary or secondary. Different stakeholders found some questions more relevant than others, but the semi-structured nature of the interviews meant lines of enquiry could be adjusted in mid course, while additional questions could be added if new or emerging trends became apparent.

The team consolidated notes and findings through internal discussions and agreements, identifying important trends for review analysis. They met daily to discuss findings, adjust schedules, revise questions, and seek additional information or feedback.⁴

Minor limitations included the fact that, given the many scheduled meetings and discussions, timeframes were relatively tight. While the review team were pleased to meet with a range of stakeholders, the time constraints did not permit significant follow-up. Nor was the team able to meet with any direct beneficiaries or project participants during the course of the review.

2.3 Initial findings and recommendations: Aide memoire and presentation

Upon completion of the in-country mission, the review team facilitated a stakeholder consultation meeting as a platform for presenting the overall CPR methodology, initial key findings, provisional conclusions, and indicative recommendations. The consultation workshop was held in Islamabad 9 April 2015. Annex 3 presents the workshop agenda, list of participants, and substance of the consultation meeting.

³ These activities extended from 28 March to 10 April 2015 and involved government, workers’, and employers’ organizations.

⁴ The team comprised two external reviewers, Mr Ty Morrissey and Ms Rukhsana Rashid, while Ms Pamornrat Pringsulaka represented the ILO ROAP office. The team visited Khyber Pakhtunkhwa (KPK), Sindh, and Punjab provinces, but was unable to visit Balochistan due to security concerns.

The consultation meeting provided an opportunity for in-depth discussion and dialogue, and for stakeholders to provide feedback regarding the initial key findings of the CPR. The consultation meeting also provided an opportunity for stakeholders to express their perceptions of the overall DWCP II process as well as the general ILO Pakistan approach to engagement.

2.4 Analysis and report writing

The terms of reference (TOR) included the following key review questions, which were used to assess DWCP II's overall performance. The questions were applied in interviews and consultations between the review team, stakeholders, and ILO staff.

Performance criteria were assigned numerical values. Scoring was a matter of assessing available evidence in the light of professional judgements generated in review team consultations. The scoring categories are presented in Tables 1 and 2, below.

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

Table 1 Overall performance questions

ILO role and relevance in Pakistan, its niche and comparative advantage

Performance criteria:

- national political, economic, and social factors have shaped DWCP Pakistan;
- DWCP Pakistan demonstrates flexibility in responding to emerging opportunities;
- DWCP priorities take advantage of special ILO capacities; and
- ILO has achieved overall policy coherence in partnership with other UN organizations (in the One Plan) and in light of the Millennium Development Goals (MDGs).

Tripartite participation and capacity

Performance criteria:

- the national tripartite constituents are active in national development planning forums and networks;
- the national tripartite constituents take ownership of DWCP Pakistan;
- the tripartite constituents have improved capacities to influence national policy and resources within decent work areas;
- DWCP Pakistan has worked in partnership with the tripartite constituents to build national capacities and support policy change; and
- delivering the Pakistan DWCP has revealed certain main capacity and resource constraints regarding the tripartite constituents, and steps have or have not been taken to address them collectively.

Focus and coherence of programme design and strategies

Performance criteria:

- DWCP Pakistan strategy is coherent and integrated;
- DWCP Pakistan fits within the ILO strategic policy framework, programme, and budget priorities;
- DWCP Pakistan reflects a consensus between the tripartite constituents and the ILO regarding decent work priorities and areas of cooperation;
- DWCP strategy has been presented together with main ILO support delivery measures;
- DWCP has integrated the cross-cutting goals of gender mainstreaming and targeting vulnerable target groups;
- the current programme is coherent, logical, and captures opportunities for the partners to reinforce each other in achieving goals;
- DWCP Pakistan verifies that the ILO responds to recognized constituent needs; and
- resource mobilization comprises an integral element of DWCP Pakistan strategies.

Managing for results

Performance criteria in terms of the extent to which the following are true:

- DWCP has **defined clear outcome-level results against which it can be assessed;**
- **clarity and agreement prevails with respect to how results have been documented;**
- **clarity and agreement prevails regarding the application of verified indicators with set targets and milestones;**
- **the monitoring plan been prepared and used as a management tool; and**
- **exit strategies are in place to ensure results are sustainable by partner institutions at various local, provincial, and national levels.**

Efficiency and adequacy of organizational arrangements in delivering the ILO programme in Pakistan

Performance criteria:

- DWCP operations and management are set up to promote effective programme implementation, monitoring, and delivery of target results;
- The ILO has operated fairly and with integrity;
- skilled specialists are supporting the work;
- resource mobilization is effective and efficient; and
- work processes are timely and efficient.

Knowledge management and sharing

Performance criteria:

- performance is being effectively monitored and reported;
 - information is being effectively shared with national partners; and
 - The ILO is using/strengthening national knowledge networks and knowledge bases.
-

Table 2 Questions: Progress towards Country Programme outcomes

Performance factors and related questions for outcome-specific findings regarding progress and performance

A. Resource adequacy

- Is the ILO contribution to the outcome adequately resourced? Do technical cooperation activities, regardless of source of funding, contribute to this outcome? Are there other resources? If activities are under-resourced, why is this so?

B. Output delivery

- Will all planned outputs be delivered by the end of 2015?
- Are the quality and quantity of delivered outputs satisfactory/acceptable?

C. Partner/target group use of outputs

- Are ILO-delivered outputs being used by the partners/target groups?

D. Progress made (measured against outcome indicators/milestones)

- Have the past five years seen progress, or other change, as measured against the set indicators/milestones?
- If not, why did it not happen?

E. Responses to emerging risks and opportunities

- What emerging risks and/or opportunities have affected the progress of this specific outcome?
 - Does the Country Programme take those risks and opportunities into consideration and adjust outcomes and/or strategies accordingly?
-

3. Country context

3.1 Overview

Over the past few years Pakistan has experienced rising inflation; escalating prices of essential commodities; food insecurity; and severe energy, gas, and water shortages. These factors have led to the closure of many industrial units and concomitant job losses.

In 2013, Pakistan supported an estimated population of 182 million. A lower middle-income country,⁵ as of 2013 Pakistan had a gross national per capita income of US\$1,360 (calculated according to the World Bank Atlas Method).⁶ The economy was not product diverse, with the textile industry serving as the driving force of national economic growth. Textiles accounted for 56 per cent of Pakistan's total exports, of which approximately 74 per cent were to the European Union (EU). It also provided employment to 40 per cent of Pakistan's working population and contributed 8 per cent towards the gross domestic product (GDP).⁷ The textile industry has much growth potential, but the capacity of this industry has been far from fully realized, mostly because insufficient electricity and gas, together with other factors, has limited production capacity.

Agriculture remains at the heart of the rural economy (63 per cent of the population was classified as rural), accounting for almost a quarter of Pakistan's total economy. Water resources are scarce throughout most of the country, particularly in Balochistan, and finding water for irrigation presents a critical challenge for the agriculture sector, particularly in remote and under-served areas.

A brief profile of the labour market in Pakistan can provide a context for current DWCP activities. Employment is concentrated in the agricultural and service sectors, accounting for 43.3 per cent and 42.2 per cent of total employment in 2013, respectively, with industry employing just 14.5 per cent. In 2013, the youth unemployment rate was 10.5 per cent; 31 per cent of youth were in neither education nor employment. Informal employment stood at 73.3 per cent, and non-agricultural jobs accounted for 60.1 per cent of wage employment. Women's share of employment rose from 22.3 per cent in 2002 and again to 38.7 per cent in 2013, but most women remained engaged in agriculture and as unpaid family workers. In 2013, only 43.5 per cent of females were literate, compared to 68.6 per cent of males. Women's labour force participation rate, at 54.6 per cent, was just 30 per cent of men's.⁸ Between 1971 and 2014, more than 7.8 million Pakistanis officially

⁵ The World Bank. See <http://data.worldbank.org/country/pakistan> [accessed 27 Nov. 2015].

⁶ For the World Bank Atlas Method, see <http://econ.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20452009~menuPK:64133156~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html> [accessed 27 Nov. 2015].

⁷ Pakistan Ministry of Finance: *Pakistan economic survey 2012–13*. See http://www.finance.gov.pk/survey_1213.html? [accessed 1 Dec. 2015] and State Bank of Pakistan.

⁸ Pakistan Bureau of Statistics: *Labour force survey 2013–2014*, annual report (Government of Pakistan, Statistics Division, 2015); ILO: *Measuring decent work in Pakistan*. See http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-islamabad/documents/publication/wcms_317602.pdf [accessed 17 Mar. 2016]; and ILO: *Pakistan decent work country profile* (2014). See

went abroad for employment, about 96 per cent of these going to Gulf Cooperation Council (GCC) countries. In 2008–13, 1.9 per cent of emigrants from Pakistan were highly qualified, 0.8 per cent highly skilled, 42.3 per cent skilled, 16.5 per cent semi-skilled, and 38.5 per cent unskilled (Bureau of Emigration and Overseas Employment).

Youth comprises about 60 per cent of Pakistan's population. According to United Nations estimates, approximately 34 per cent of Pakistan's population is younger than 14 years.⁹ Pakistan's youth unemployment rate declined from 13.4 per cent in 2001 to 7.5 per cent in 2007, but then rose again to 10.5 per cent in 2012–13.¹⁰ This suggests that long-term strategies and policy frameworks should prepare to address youth issues. Currently youth have a limited voice in decision-making that impacts national development. Youth are generally marginalized, socially excluded, and have limited opportunities to access employment and market-driven basic/advanced skill training programmes.

Articles 25 and 27 of the Constitution of Pakistan promote equality at work, stating that there shall be no discrimination on the basis of sex and no citizen otherwise qualified for appointment in the service of Pakistan shall be discriminated against in respect of any such appointment on the ground only of race, religion, caste, sex, residence or place of birth.

3.1.1 Devolution

The most important contextual issue in terms of the DWCP II CPR is devolution, since labour legislation is now a provincial responsibility. Nevertheless, aside from the challenges, devolution has also presented many opportunities, having both positive and negative affects on ILO Islamabad. Its wide-ranging implications include related impacts on both government and international development organization programming, including large financial and human resource costs, as well as additional challenges with monitoring, achievement of results, reporting on international commitments/Conventions, and government ratification of Conventions. Whereas prior to devolution one was dealing with a single centralized federal government ministry, one now has to deal with five separate governments and departments of labour.

In April 2010, the 18th Amendment became law. It decentralized political power by transferring resources and responsibilities from the federal Government to the provinces. By June 2011, all 17 of the federal ministries targeted for devolution, including the Ministry of Labour, had been abolished and their respective functions fully transferred to provincial authorities. The 18th Amendment provided multiple opportunities more fully engaged with the provinces, since it not only granted greater legislative and administrative powers to them but, with the Concurrent List abolished, the provinces now had complete control over social sectors such as women's development, education, health, population, labour, and social welfare, as well as environment, tourism, print media, culture, and archaeology.

http://www.ilo.org/islamabad/whatwedo/publications/WCMS_316668/lang--en/index.htm [accessed 17 Mar. 2016].

⁹ United Nations Statistics Division (UN Stats): *World statistics pocketbook* (2013). See <https://data.un.org/CountryProfile.aspx?crName=PAKISTAN>. <http://unstats.un.org/unsd/pocketbook> [accessed 29 Nov. 2015].

¹⁰ Op. cit., ILO: *Decent work country profile Pakistan* (2014).

The 18th Amendment has powerful implications for labour legislation and the implementation of regulations guiding national labour systems. Provisions related to labour in the Concurrent List (in the Constitution prior to the 18th Amendment) included the following:

- welfare of labour, conditions of labour, provident funds, employer's liability and worker's compensation, health insurance including invalidity pensions, and old-age pensions;
- trade unions and industrial and labour disputes;
- establishment and conduct of labour exchanges, employment information bureaus, and training establishments;
- regulation of labour and safety in mines, factories, and oil fields; and
- unemployment insurance.

All these matters now fall under the purview of the provincial departments of labour (DOLs). At the federal level, the Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD) is responsible for reporting on Pakistan's progress with applying international Conventions/labour standards to the ILO Committee of Experts on the Application of Conventions and Recommendations.¹¹ In 2012, the Committee provided extensive comments on ten ILO Conventions asking the Government for its response. Reporting on international labour standards application and Conventions has weakened in the post devolution period and needs significant strengthening.

Post-devolution, provincial governments have had to address a wide range of complex and diverse issues, among them the following: (1) increasing the number of specific labour laws; (2) deciding on the structure of labour policies and development strategies; (3) increasing sectoral commitments to advance labour and employment with limited financial resources; (4) developing regulations and mechanisms to ensure domestic labour law compliance with constitutional rights and international Conventions; (5) improving social security and welfare bodies; (6) making implementation of labour laws more effective; (7) strengthening the weak and inadequate system of labour inspection; (8) improving tripartite mechanisms; (9) implementing the minimum wage; (10) developing HBW policies; (11) eliminating sexual harassment in the workplace; (12) establishing strategies for social protection; (13) addressing OSH issues; and (14) establishing central and provincial economic frameworks that focus on increasing employment, skills, and protection of labour rights. Priorities vary from province to province, and significant differences are apparent in the completion and official approval of related policies and labour legislation.

3.1.2 Labour laws

Labour laws in Pakistan apply only to registered male and female workers. Informal economy workers, including HBWs and domestic workers, remain unregistered and are therefore not covered by any labour legislation.

A more enabling legislative environment is needed, one that enforces the minimum wage and social security benefits under labour laws for women workers in agriculture and non-formal sectors, and that enforces the payment of equal wages for equal work in the organized formal sectors of the economy.

¹¹ MOP&HRD is also responsible for the regulation and management of labour migration from Pakistan.

Opportunities for trade union membership is determined in part by the type of economic activity involved. Unionized work includes railways; transport; textiles; printing; municipal administration; seafarers; dock and Port Trust workers; engineering; mines; mints; food; tobacco; wood and glass; chemicals and dyes; postal service and telecommunications; agriculture; banks; business and commerce; public works and construction; electricity; and leather and rubber. International Trade Union Confederations affiliates in Pakistan include the All Pakistan Trade Union Congress and the PWF, the main ILO tripartite partner on the workers' side. There is little safeguard for workers' rights, and only proper legislation, strict implementation, and good governance can improve the lot of workers in both the formal and informal sectors. Government, employers, and the private sector all need to provide more space to voice concern for labour rights.

Labour laws are weakly implemented across Pakistan and labour rights go largely unrespected. Formation of trade unions is limited, with employers generally resorting to ad hoc daily wage employees or contract labour. Increasingly, both public and private sector establishments hire workers directly on a contract basis, thereby avoiding the cost of benefits that would be mandatory for regular employees.¹²

3.1.3 Informal economy

The informal sector in Pakistan is characterized in terms of household enterprise and size of employment. Household enterprises are defined as those owned and operated by own-account workers (informal own-account enterprises), owner/s of the enterprise, contributing family workers, employees, whether employed on an occasional or a continuous basis, or as an apprentice. All such workers are part of the informal sector. An unpaid family worker is a person who works without pay in cash or in kind in an enterprise operated by a member of his/her household or other related persons. There are 11.6 million women home-based workers in Pakistan.¹³

Pakistan's informal economy is growing. About 30 per cent of total economic activity is informal, and it absorbs about 70 per cent of the labour force. These workers have no legal protection. Urgent action is needed on the part of the provinces and federal Government to legislate the delivery of rights to the informal sector.

With home-based employment, the main issues requiring attention from a public policy perspective include formal recognition and registration of HBWs as workers, and their access to decent wages, security benefits, and related government and private sector social protection schemes.

HBWs have no legal protection, and the Government yet to ratify the ILO Home Work Convention, 1996 (No. 177). Considerable advocacy has been undertaken regarding the Convention, and it was expected that the federal Government would lead the ratification process. Devolution, however, has meant this will not happen.

¹² Zeenat Hisam: "Contract work woes", *Dawn* (4 Jan. 2015). See <http://www.dawn.com/news/1154891> [accessed 1 Dec. 2015].

¹³ Roots for equity: *Unacknowledged treasures: Home-based women labor in Pakistan* (2011). See <http://library.deeep.org/record/942/files/DEEEP-BOOK-2014-638.pdf> [accessed 1 Dec. 2015].

3.1.4 Data

The GOP has experienced multiple problems with data collection, including (1) inappropriate definitions for economic activities; (2) a methodology for collecting data that depends on male enumerators who tend to gather information exclusively from male family members; and (3) research tools that seek information on a single main activity to the exclusion of other, informal sector activities. Improved data analysis is also needed to better inform all the tripartite constituents of the actual situation on the ground, including gender-based disparities and discrimination in the labour market.

There are also problems with the large variety of data that are available: (1) some of the information is contradictory; (2) the quality is often poor; (3) there is limited capacity for its analysis; and (4) no adequate associated monitoring frameworks are in place. Policy-makers and planners often have to make decisions on the basis of inadequate and often inaccurate statistics when it comes to programming for reducing unemployment, job creation, skill enhancement, and other labour-related programming.

GOP also needs to promote the collection of disaggregated data, a critical element of effective implementation and monitoring. Given the lack of gender sensitization in data collection, labour force participation rates for women are grossly under-reported in official data sources. Thus inaccurate reporting contributes to the so-called invisibility of women's productive contributions.

3.1.5 Gender equality

On the Gender Inequality Index¹⁴ (GII) in the Human Development Report 2014,¹⁵ Pakistan has a GII score of 0.563, ranking it 126th out of 149 countries in the 2013 index. Female participation in the labour market is 24.4 per cent, compared to 82.9 per cent for men. In 2013, the sex ratio¹⁶ in Pakistan was 105.7, a decrease from 108 in 1998.¹⁷

The security situation has shrunk accessible space for working women in the formal sector. Security considerations and access issues continue to challenge efforts to reach the most vulnerable and poorest men, women, boys, and girls. It is thus imperative to work through local civil society organizations and partners who work in insecure environments and who maintain contacts and trust within the local communities. Between and within provinces and ethnic groups

¹⁴ The Gender Inequality Index reflects gender inequality in three dimensions: reproductive health, empowerment, and economic activity. The latter is measured by labour market participation rates for women and men.

¹⁵ UNDP: *Sustaining human progress: Reducing vulnerabilities and building resilience* (Human Development Report, 2014).

¹⁶ Sex ratio, the number of males per 100 females in the population, provides a summary measure of women's status because it reflects gender differences in survival rates. A sex ratio greater than 100 indicates the low status of women.

¹⁷ Emigration among Pakistani women is negligible. Only some 8,000 female workers, or 0.12 per cent of the total number of migrant workers, have moved abroad for employment – primarily workers in the health services, the finance sector, beauty and cosmetics, and fashion design. This small proportion can be explained by traditional religious and social values, plus various bans against women's migration for certain occupations or countries.

across the country, women face widely varying socio-economic conditions, relative ease of mobility, and types of rights violation.

Article 11 of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) states that, to ensure the same rights for women and men, governments must respond appropriately to eliminate discrimination against women in employment. Although law prohibits discrimination based on sex, in practice this provision is not enforced. Women face significant market discrimination in employment, receive less remuneration than men for similar kinds of work; and often find themselves in low-paid, lower-status jobs. Furthermore, given the double burden of both home and workplace responsibilities, women often find themselves in jobs that require less productivity and provide less income stability and employment security. It is unsurprising, then, that most informal sector workers are women.

The key issues in empowering women economically are mobility, access to training and skills, and market linkages. Limited skills result in limited income-generating opportunities for women in the marketplace, and this disadvantage is typically combined with societal pressures and cultural norms that discourage women's participation in the public sphere. In many rural and urban areas of the country, restrictions on women's mobility, plus issues of status and respect that reinforce gender disparities, often prevent women from working outside the home. In addition, in a time of security issues, concerns about the safety of girls and women in public places increasingly result in women remaining confined to their homes. The large proportion of women doing home-based work in the informal sector is partly due to the fact that women have limited access to opportunities for remunerative economic activity. Women's restricted mobility also limits their access to information that might increase access to information about opportunities for skill development, information that could increase access to paid work, productivity, and greater income.

The CPR team found that gender was only weakly integrated in some projects implemented by ILO CO Pakistan during DWCP II. Neither were financial resources allocated for such activities, since project design did not fully incorporate gender in the form of specific interventions.

With the CPR, Pakistan's numerous crosscutting issues were broadened beyond gender to include disability and human rights. CO-Islamabad recognizes that disability, for example, should be more fully engaged in line with the organization's normative agenda. In 2011, Pakistan ratified the Convention on the Rights of Persons with Disabilities, and this provides an ILO entry point, as little work has been undertaken on implementing and reporting the Convention at the provincial or federal levels. As is the case globally, persons with disabilities in Pakistan lack access to social and economic opportunities and face discrimination in all spheres of life. Pakistan has not conducted regular censuses, but according to the 1998 Census,¹⁸ about 2.4 per cent of the population at that time had some form of disability. The current number of persons with disabilities may be estimated at 5.035 million and increasing by 2.03 per cent per annum. Only 14 per cent of people with disabilities work; the remainder rely on family members for financial support.¹⁹

¹⁸ See <http://www.statistics.gov.pk> [accessed 17 Mar. 2016].

¹⁹ Muhammad Zaman Khan: "The disabled and the 'disabled' legislation in Pakistan", *The Frontier Post* (5 Apr. 2015). See <http://www.thefrontierpost.pk/the-disabled-and-the-disabled-legislation-in-pakistan> [accessed 1 Dec. 2015].

As part of the decent work agenda, ILO aims to ensure that the rights of all workers and employers are recognized and respected. ILO Pakistan needs to focus on promoting the rights of minority workers in particular, since the ILO chairs the Human Rights Task Force, where it can provide voices and visibility for the most marginalized workers.

3.1.6 International labour standards

ILO international labour standards aim at promoting opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security, and dignity. The ILO has identified eight Conventions as "fundamental" or "core" Conventions that promote those standards. GOP has ratified 36 ILO Conventions, including all eight core Conventions, 33 of which are in force while three Conventions have been denounced.²⁰ GOP is currently focusing its attention on ILO Conventions Rural Workers' Organisations, 1975 (No. 141) and Migrant Workers (Supplementary Provisions), 1975 (No. 143), and plans to ratify these in the near future. Ratification of a Convention commits GOP to applying it in national law and practice and to preparing regular reports on its application. GOP ratified no Conventions in the 2010–15 DWCP II period.

The PWF continues to lobby for the rights of workers and adherence to international labour standards, as well for as the promotion of decent work and the elimination of child and bonded labour.

Pakistan's Generalized Scheme of Preferences (GSP) Plus status, under which specified products have duty-free access to EU markets, makes it critical that the country conforms to international labour standards. The Pakistan Business Council has proposed a broad-based strategy for optimizing the opportunities afforded by this status.²¹ It stipulates that Government, industry, and other stakeholders, including political parties, need to ensure that Pakistan complies with all stated requirements, including the 27 international Conventions mandatory under GSP Plus. This includes effectively implementing and maintaining the ratification of 27 Conventions relating to human and labour rights, the environment, and good governance.

Due to devolution, Pakistan could face problems in implementing some laws, especially those relating to human and labour rights. Under GSP Plus stipulations, Pakistan has accepted biennial²² monitoring and reporting requirements imposed by each Convention, which will require significantly improved mechanisms and capacity at both provincial and federal levels. Equally important will be donor and inter-ministerial coordination, and here the ILO can play a proactive role.

²⁰ ILO: *Ratifications for Pakistan*. See http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103166 [accessed 1 Dec. 2015].

²¹ Pakistan Business Council. 2015. "A road map for optimizing Pakistan's GSP Plus status". Trade Research. See <http://pbc.org.pk/a-road-map-for-optimizing-pakistans-gsp-plus-status> [accessed 1 Dec. 2015].

²² Every two years.

The EU will conduct a compliance review in 2016. (Sri Lanka lost its GSP Plus status in 2010 because of failure to comply with Conventions related to human and labour rights.) The scheme will apply for a period of ten years, but to maintain GSP Plus status, Pakistan also needs to improve industrial competitiveness, better integrating its supply chain and boosting its ability to scale up production.

3.1.7 Child and bonded labour

The World Day Against Child Labour, launched by the ILO in 2002, focuses attention on a global issue that, according to ILO estimates, involves more than 120 million children around the world between the ages of five and 14 years.

The Asia Pacific region, with a reported 18.8 per cent of the world's 650 million working children, has the greatest incidence of child labour.²³ In Pakistan, limited education and high rates of poverty continue to fuel child labour. Children are found working in a broad range of sectors, including garment factories, agriculture, seafood processing, entertainment, mining, scavenging, and domestic labour. Many factors are responsible for the prevalence of child labour, but poverty is its root cause.

Pakistan is signatory to all the international Conventions on child labour, worst forms of child labour, and hazardous child labour, including the Minimum Age Convention, 1973 (No. 138), the Worst Forms of Child Labour Convention, 1999 (No. 182), the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105). Limited reliable data is available, however, to assess the extent of hazardous child labour, worst forms of child labour, or forced labour. *The Labour force survey of 2013* states that, between the ages of 10 and 14 years, the child labour rate is 10 per cent, increasing to 15.8 among children aged 10 to 17 years.

3.1.8 Social protection

The Government operates several cash-and-kind social protection programmes, including the Zakat programme; Pakistan Bait-ul-Mal; Benazir Income Support Programme; school feeding programmes; and food distribution through the World Food Programme.

The Benazir Support Programme (BISP), the federal Government's flagship social safety programme, is widely regarded as the only successful programme providing targeted subsidies over the previous seven years. Currently, BISP provides about 5.2 million beneficiaries with monthly instalments of PKR1,200 (recently increased from PKR1,000). BISP also includes a conditional cash transfer of PKR250 for education. The challenge for BISP remains how to ensure funds are directed towards livelihood creation and raising standards of living for the recipient and her family, rather than representing no more than a cash hand-out. Through its nationwide poverty survey, BISP has compiled digitized data on over 27 million households. Government and policy-makers can use these data to design more clearly targeted, more effective development programmes to reduce poverty and create jobs, as well as to pursue other social sector programmes.

²³ Aljazeera: "Child labour endemic around the globe: Lack of education and high rates of poverty drive persistent child labour around the world" (11 June 2015). See <http://www.aljazeera.com/indepth/inpictures/2015/06/child-labour-endemic-globe-150611075552680.html> [accessed 1 Dec. 2015].

BISP has conducted various impact evaluations, baseline studies, spot-check analyses, assessments, and audits by third-party international firms, all of which have expressed complete satisfaction with BISP operations, accuracy, effectiveness, and transparency.

As BISP has done, other national-, provincial- and district-level social protection and poverty reduction programmes need to extend their coverage to informal sector workers, particularly home-based and domestic women workers.

Other important Government initiatives in Pakistan include the Employees' Old-Age Benefits Institution²⁴ (EOBI) and the Punjab Employees Social Security Institution (PESSI). The EOB Act became law in 1976, providing compulsory social insurance to insured persons or their survivors with the following benefits: (1) old-age pension in the event of retirement; (2) survivor's pension where an insured person expires; (3) invalidity pension in case of permanent disability; and (4) old-age grant for an insured person who has attained the age of superannuation, but who has not worked the minimum number of years to qualify for a pension. EOBI does not receive financial assistance from the Government for conducting its operations. A contribution equal to 5 per cent of the minimum wage is paid by employers in all the industrial and commercial organizations where the EOB act is applicable, and a contribution equal to 1 per cent of the minimum wage is paid by the employees of those organizations. The EOBI President also serves as the Secretary of the MOP&HRD, and the board includes tripartite representation, with employers' and employees' representatives from each province as well as all the provincial DOL secretaries.

EOBI stands in need of major reform. Some of the most pressing issues include reducing expenses to make the institution economical, efficient, and effective; improving record-keeping through computerization to reduce compliance costs; and transforming the institution into a service-oriented organization. In addition, there is friction between federation and provinces related to the fact EOBI remains with the federal Government, having not devolved to the provinces with other labour issue responsibilities following the 18th Amendment.

PESSI has been operational since 1967. Its mission statement reads as follows: "to provide medical care and cash benefit to employees working in industries or commercial establishments and their dependents."²⁵ Employers with registered establishments are legally bound to pay contributions to PESSI at the rate of 6 per cent of the salary and wages of the employees drawing wages up to PKR18,000 per month or PKR750 per day.²⁶ The contribution is payable within one month from the date of its becoming due, after which a statutory increase at the rate of PKR0.50 per cent per day shall be levied for up to 90 days, where after it will become 50 per cent of the principal amount of the contribution. Non-payment of contributions is a prosecutable offence. Any establishment with five or more workers can register with PESSI under the 2003 Government of Punjab Notification from the date of their setting up. There are benefits to registration, including employee security against illness, disease, and mishaps resulting in loss of income. Registration with PESSI is similar to an insurance scheme for secured workers and their dependents, and entitles them to various benefits including comprehensive medical care and cash benefits. PESSI has a network of

²⁴ See Employees' Old-Age Benefits Institution at: <http://www.eobi.gov.pk> [accessed 17 Mar. 2016].

²⁵ See Punjab Employees Social Security Institution at: <http://www.pessi.gop.pk> [accessed 17 Mar. 2016].

²⁶ 1 US\$ = PKR101.93 at the time of the review.

14 hospitals, and is currently working on the development of a comprehensive hospital management information system and a data centre. The Minister for Labour in the Punjab government serves as PESSI chairperson, and there is tripartite representation from other government departments and employer and employee organizations.

Khyber Pukhtunkhwa Province (KPK) is implementing a number of social protection initiatives currently, including the Senior Citizens Bill, 2014; Prohibition of Employment of Children Bill, 2015; Bonded Labour System (Abolition) Bill, 2015; health insurance schemes in four districts; and legislation for widows and destitute women. In addition, eight different programmes are operating in the education sector; Khud Kafalat provides an interest-free loan scheme for the unemployed and deprived;²⁷ and inexpensive wheat and edible oil schemes are available for the poor and vulnerable. These social protection initiatives are all financed through provincial resources.

There is no social protection policy in place at the federal level. The World Bank is supporting a team of consultants who are preparing a social protection national framework to serve as a guiding document for the federal and provincial governments. Given ILO Pakistan's extensive involvement in social protection in KPK through its Social Protection Floor Initiative (SPFI), the Word Bank will be working closely with The ILO in the province and continuing with the same steering committee. This presents a good example of collaboration between two agencies.

²⁷ Previously, the Bacha Khan Khpal Rozgar scheme. For details, see <http://www.pakdocs.com/khud-kafalat-scheme-kpk-govt> [accessed 28 Nov. 2015].

4. Decent Work Country Programme: Context and application to Pakistan

Decent Work Country Programmes (DWCPs) serve as the main ILO country programming instrument. DWCPs are designed and implemented with the engagement of constituents. The Decent Work Agenda is a globally recognized framework for reducing poverty and balancing development.

The Decent Work Agenda pursues four objectives:

- job creation through building an economy that fosters investments, entrepreneurship, skills development, and sustainable livelihoods;
- ensuring recognition and respect for the rights of all workers and employers;
- social protection in terms of ensuring a safe and healthy workplace, an adequate work-life balance, income protection, and access to healthcare for all; and
- social dialogue by way of strong and independent workers' and employers' organizations seeking to avoid disputes and build harmonious and productive workplaces.

Prior to their finalization DWCPs undergo a standard quality assurance procedure, one that entails, from the perspective of results-based management, a multidisciplinary review and assessment. DWCPs have evolved over the past ten years, establishing a body of good practices as part of this. These include the following:

- successful DWCPs are built on solid participatory processes, with the active engagement of constituents underpinning ownership and implementation;
- DWCPs should align with national planning frameworks and with the UN Development Assistance Framework (UNDAF); and
- a thorough country context analysis is a prerequisite for preparing a realistic, relevant, and appropriately prioritized Country Programme.

Given limited resources and capacities, however, it is important not to underestimate the difficulty of striking an optimal balance between a comprehensive, analytical, and coherent understanding of the country context, on the one hand, and, on the other, the need to identify key time-bound priorities and outcomes on which the ILO should focus its support.

ILO Islamabad and the Decent Work Support Team in New Delhi, in close consultation with the national tripartite constituents, developed and endorsed the first ILO DWCP (DWCP I) for Pakistan in 2006–09. The ILO Country Director; the Secretary, Ministry of Labour, Manpower and Overseas Pakistanis; the President of the Employers' Federation of Pakistan; and the General Secretary of the Pakistan Workers Confederation signed the DWCP I document. Due to both the volatility of the political and security situations and major federal-provincial administrative changes, the Pakistan Country Programme Review, scheduled for late 2008, could not be undertaken.

The second-generation DWCP II was subsequently prepared for the period of 2010–15. It was developed over the course of 2009 and 2010 but, due to various changes in the political and administrative structures of the country, including the devolution of authority for labour legislation and enforcement to the four provinces in 2010 it was not completed until 2012. The Regional Director approved the DWCP document 17 August 2012, and, on 20 September 2012, the Employers' Federation of Pakistan and Pakistan Workers' Federation signed a MOU to endorse the DWCP. The Ministry of Human Resources Development (MOHRD) endorsed the programme, but was unable to sign due to uncertainties regarding its official responsibilities at the start of the devolution of power to the provincial governments with respect to labour issues.

Aside from the tripartite constituents, various other stakeholders contributed valuable inputs. The ILO and its tripartite constituents sought to align the DWCP with Vision 2025, the 10th Five Year Plan: Investing in People (2010–15); and with the United Nations Development Assistance Framework, One Programme I (2009–12) and One Programme II (2013–17).

Pakistan is a pilot country for the UN Delivery As One, and DWCP Pakistan has contributed to the One UN Programmes I and II. The DWCP II has contributed to several strategic priority areas of One Programme II (OPII), with particular focus on the Strategic Priority Areas (SPA) 2, 4, and 5 regarding inclusive economic growth through the development of sustainable livelihoods (SPA2), strengthened governance and social cohesion (SPA4), governance and ensuring gender equality and social justice (SPA5), respectively. In implementing joint programmes during the current DWCP period, and in the spirit of system-wide coherence, ILO Pakistan has worked closely with other agencies, in particular the United Nations Development Programme (UNDP), the United Nations Organization for Education, Science and Culture (UNESCO), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

In the context of the 18th Amendment, DWCP II has been implemented with both government and social partners at the federal level and in the four provinces of Khyber Pakhtunkhwa (KPK), Punjab, Sindh, and Balochistan. At the federal level, the main ILO counterparts are MOP&HRD, EFP, and PWF; at the provincial level, key ILO constituents include the provincial departments of labour (DOLs) and provincial representatives of the EFP and PWF. ILO Pakistan has introduced a number of measures in the two years prior to this review, including the introduction of the “combined matrix of constituent priorities” (CMCP), a quarterly review process at the federal and provincial levels; established recognition of ILO provincial focal persons; expansion of partnership beyond the tripartite constituents to respond to changing situations; and the introduction of a tripartite annual DWCP review in 2013.

ILO work in Pakistan is technically backstopped primarily by the ILO Decent Work Technical Support Team New Delhi, with other technical units at ILO Headquarters and the Regional Office for Asia and the Pacific providing support in relevant areas. Technical cooperation projects funded by several donors have also contributed importantly to progress towards decent work in Pakistan.

ILO Islamabad Country Programme outcomes (CPOs) are presented in the following table. Internally, ILO resource allocation is prepared every two years, and there is an internal mechanism to periodically review the progress of DWCP outcomes over this period. Table 3 (below) shows

the areas of ILO Pakistan endeavour during the current DWCP. Most of these align with the DWCP CPOs in the document, though some new outcomes were added during the current biennium (2014–15) regarding labour administration system capacity to respond to Pakistan’s GSP Plus status.

Table 3 Summary of ILO Pakistan projects aligned to defined CPOs

Pakistan DWCP document (2010–15)	SMM/IP 2010–11	SMM/IP 2012–13	SMM/IP 2014–15
CPO1: Access to employment improved, including for vulnerable groups.	PAK101 – Sustainable enterprises promoted in line with core international labour standards.		
	PAK103 – Access to employment for vulnerable groups improved.	PAK 103 – Access to employment improved, including for vulnerable groups.	PAK103 – Access to better jobs promoted, especially for vulnerable groups.
	PAK104 – Employable skills systems promoted.	PAK 104 – Authorities in Pakistan actively engaged in improving the quality and outreach of employable skills.	PAK104 – Authorities in Pakistan are actively engaged in improving the quality and outreach of employable skills.
			PAK108 – Constituents actively supporting initiatives to discourage gender-based and other forms of discrimination at workplace.
CPO5: Constituents actively promoting and supporting the elimination of child labour, including its worst forms.	PAK 102 – Strengthened capacity to operationalize the National Policy and Plan of Action on the Elimination of Child Labour.	PAK 102 – Constituents actively promoting and supporting the elimination of child labour, including its worst forms.	PAK102 – Constituents actively promoting and supporting the elimination of child labour, including its worst forms.
CPO 6: Constituents actively promoting and supporting the elimination of forced/bonded labour.		PAK 106 – Constituents actively promoting and supporting the elimination of forced/bonded labour.	
CPO7: Constituents actively supporting the social protection floor initiatives.		PAK 105 – Constituents and other stakeholders actively promoting and supporting the implementation of the	PAK105 – Constituents and other stakeholders actively promoting and supporting the implementation of the Social

		Social Protection Floor Initiative (SPF-I).	Protection Floor Initiative (SPF-I).
			PAK107 – Strengthened capacity of labour administration system at the provincial level, more effectively implementing international labour standards and address effects of devolution.
CPO8: Decent work increasingly reflected in national and sub-national policies and the One UN programme for Pakistan.	PAK126 – Decent Work Agenda mainstreamed into the One UN Reform Pilot Programme.	PAK 126 – Decent work increasingly promoted through national and provincial policies and the One UN Programme for Pakistan.	PAK126 – Decent work increasingly promoted through national and provincial policies and the One UN Programme for Pakistan.
CPO3: Employers have strong, independent and representative organizations	PAK801 - Increased capacities of employers' organizations to influence economic, social and governance policies	PAK801 - Employers have strong, independent and representative organizations	PAK801 - Strengthened institutional capacity of employers' organizations
CPO4: Workers have strong, independent, and representative workers' organizations.	PAK802 - Increased capacity of workers' organizations to influence economic, social, and governance policies.	PAK802 - Workers have strong, independent, and representative workers' organizations.	PAK802 - Strengthened institutional capacity among workers' organizations.
CPO7: Strengthened capacity of Pakistan to ratify and apply fundamental Conventions and fulfil reporting obligations.	PAK 826 - Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations.	PAK 826 - Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations.	PAK826 - [ACI8] Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations.

5. Country Programme: Overall performance assessment

Section 5 marshals a series of comments and assessments to highlight both key successes and areas needing improvement. The key findings and insights that follow are based on the assessment questions and scoring criteria presented in Section 2, above. Each of the following criteria, moreover, includes relevant recommendations, and is linked to guidance for DWCP III outlined in Section 9.

In what follows, DWCP is ranked “satisfactory”, acknowledging ILO Islamabad’s important contributions and strategic initiatives during the current DWCP implementation phase. Beyond that, however, the overall assessment includes suggested areas for improvement and further engagement. Overall, in any case, this section shows how to build upon current results.

Relevance

The DWCP II strategy closely aligns with GOP and ILO priorities, development agendas, and emerging social factors. Overall, DWCP II represents a sound strategy for engagement and consultation with the tripartite constituents and stakeholders, promoting accountability and an effective M&E framework.

DWCP II has maintained its relevance by combining a high level of flexibility with a capacity to respond, particularly to emerging issues and national emergencies. This is of particular importance, given Pakistan's exposure to serious natural disasters over the past ten years. From a political perspective, flexibility has been essential, what with the shift to a devolved governance structure under the 18th Amendment. This has necessitated a realignment of support and engagement away from a single stakeholder (i.e. the federal Government) towards engagement with five governments (four provincial and one federal).

Indeed, DWCP II has achieved a strategic and appropriate alignment of projects and interventions in support of provincial governments operating under the 18th Amendment. Importantly, the ILO maintains solid relationships with MOH&PHRD and with the Ministry of Commerce and Textiles, in particular, in the development and support of ILO covenants and Conventions. This represents essential support for the provincial focus, something that should be reinforced and maintained into the next DWCP strategic framework.

DWCP II underpins the comparative ILO advantages in terms of promoting tripartism; ensuring representation for the rights of both workers and employers; and promoting labour creation, employment, and standards. In some instances, the ILO has risked branching into areas outside its core mandate (e.g. humanitarian assistance), which has often been justified in terms of its strategy of broader engagement.

ILO Islamabad maintains good relations (both multilateral and bilateral) with key donors. Indeed the donors are coordinated to the extent that opportunities exist for ILO Islamabad to broaden its engagement, perhaps implementing some elements of donor programmes – especially with such donors as the World Bank and the European Union, which administer

considerable budgets and strategic priorities linked to the ILO's comparative advantage (social protection and skills development).

One area for improvement: DWCP must not be perceived as an exclusively ILO strategy. The ILO can further promote DWCP relevance by ensuring it is not seen merely as a strategic policy document, but rather as a fully operationalized and sensitized programme applied by all members of the tripartite partnership (even, where appropriate, stakeholders outside the formal structures).

This review finds that ILO Islamabad has progressed towards increasing programme visibility, particularly through strategic engagement with other UN partners involved in the One UN Programme. Scope remains, however, for more regular reporting and feedback, through tripartite mechanisms, of key results and achievements across the Pakistan DWCP. The ILO is a relatively small partner, in terms of financial support, so the opportunity presents itself to demonstrate the effectiveness of interventions with limited budgets at various both government and UN forums alike.

Recommendation 1. ILO Islamabad should initiate a stakeholder analysis to review the current and emerging context with regard to devolution, as part of this outlining the immediate and emerging priorities for action.

Recommendation 2. ILO Islamabad should begin a series of consultations with tripartite constituents and key stakeholders in the next several months to develop an inclusive DWCP III (2016–20).

Recommendation 3. Tripartite constituents must identify strategies to raise DWCP (and ILO) visibility, while promoting awareness of their respective levels of engagement, as well as of key results and demonstrable achievements.

Score and ranking: 6 (very satisfactory)

Tripartite participation and capacity

As alluded to earlier, stakeholders primarily view DWCP as an "ILO owned and led" strategy. While this opinion in itself appears to state the obvious, since the DWCP concept is in fact "ILO", it fails to acknowledge that DWCP could become more inclusive in developing a shared approach to engagement among the tripartite constituents.

DWCP II has to been shaped in part by devolution of labour responsibilities to the provinces. The Ministry of Labour at the time did not sign the DWCP due to uncertainty regarding its role and responsibility after the 18th Amendment came into effect. (Only the PWF and EFP signed the formal agreement.) MOP&HRD has just recently reestablished its identity as a focal ministry for the ILO (after about two years), and it still suffers evident capacity constraints, Support is needed to link federal with provincial efforts, among other things regarding the issue of international labour standards reporting.

Without appropriate buy-in, support, and endorsement from the GP and tripartite constituents, DWCP effectiveness is substantially reduced. In any case, the ILO is already well placed in terms of its strategic engagement with tripartite constituents and key stakeholders to initiate a series of consultations to ensure that the next DWCP, also ILO supported, reflects the immediate needs of both the federal and provincial governments.

In moving forward, devolution also presents an opportunity for the ILO to deepen engagement with provincial governments, particularly with the DOLs. Provincial governments now have full authority to legislate, plan, and allocate resources for their respective DOLs and decent work agendas. An opportunity presents itself to continue capacity development of provincial DOLs, particularly with respect to international labour standards reporting and standards compliance. This needs to be considered, however, in the light of current and future ILO resourcing and availability of staff.

Worker federations and employers' organizations are essential elements of the tripartite relationship. Like their government counterparts, however, they need to assume greater ownership of DWCP targets and strategies. The constituents need to (1) feel ownership of DWCP, and (2) not perceive the ILO as solely a provider of financial and technical assistance.

The review team consulted with representatives of workers' federations and employers' organizations at both the national and provincial levels. All partners recognize the importance of the ILO and its role in supporting the rights and conditions of workers. General disagreement was evident, however, regarding the way in which ILO supports workers versus employers. In other words, the respective tripartite constituents did not share the same perceptions of DWCP benefits and the results of work generated.

Importantly, workers' organizations represent only a small proportion of all workers; most informal workers, particularly women and domestic helpers, are not adequately represented. In addition, workers within the textile industries tend to fall outside these formal worker's associations and align themselves with more sector-specific and localized arrangements. The same goes for employers. EFP is based in Karachi, and does not represent some of the largest employers in Pakistan, e.g. ports and shipping, railways, textiles, carpets, and pharmaceuticals. EFP is based in the most industrialized city of Pakistan, but remains isolated from the rest of the country and does not have the outreach or capacity of the chambers of commerce, which are active in each provincial capital and in almost every district in the country.

The tripartite relationship is the cornerstone of the ILO mandate and its work, and this review suggests no change to the tripartite relationship arrangement. It does, however, recommend adopting a broader view of key stakeholders. In light of the above finding, the ILO should seek to engage with a broader range of stakeholders and bring them into consultations. The approach also provides for increased accountability and transparency, in that all stakeholders have vested interests in seeing DWCP succeed in promoting the rights and meeting the needs of all workers and employers.

Recommendation 4. ILO Islamabad should maintain existing tripartite structures, but look to broaden the level of engagement to include other significant stakeholders,

particularly those operating at the provincial and district levels, so as to ensure provincial needs are adequately represented and addressed.

Recommendation 5. ILO Islamabad, in partnership with GOP, should develop and facilitate a national framework for labour legislation and compliance to guide provinces and to ensure buy-in from the federal Government.

Recommendation 6. Tripartite constituents should consider establishing an inter-ministerial or inter-provincial working group to coordinate responses and to share experiences.

Recommendation 7. As part of DWCP III, ILO Islamabad should renew its focus on the informal sector and home-based workers (HBWs). At present no reliable HBW data are available, so ILO Islamabad needs to undertake a comprehensive nationwide HBW survey/situation analysis that includes legislation needed to formally classify HBWs as “workers”. The ILO could collaborate with the tripartite constituents, donors such as Royal Norwegian Embassy, and UN agencies such as UN Women who are already working with HBWs. The ILO Decent Work Technical Support Team based in New Delhi could also be involved in the design of this survey/situation analysis.

Score and ranking: 5 (satisfactory)

Programme design and strategy

Review of sample project documents aligned with DWCP II makes it clear that the ILO applies sound design principles, underpinned by a strong adherence to strategic programme outcomes. DWCP II fits securely within the strategic ILO policy framework together with its programme and budget priorities – of particular importance, projects and activities funded under DWCP II are aligned to the CPOs. This is most evident with work at the federal government level regarding support and labour law reform related to labour Conventions and standards.

Despite the strategic focus, review comments reflect a prevailing perception that projects are somewhat ad hoc in approach. This is unsurprising, given the scarce financial and human resources available.

The broad range of DWCP II outcomes suggests that the programme is much larger than it really is, and the temptation is to try to have all projects and activities conform to the DWCP II criteria. This is not a criticism but rather a reminder that the ILO should remain committed to the strategic intent and purpose of DWCP II, and ensure that projects and activities are carefully selected and designed, and that they align with comparative ILO advantages.

Compounding the situation is the relative complexity of M&E arrangements with respect to a series of CPO-related targets. Without a formalized reporting and assessment structure, it is difficult to provide clear evidence of related achievements either in real time or when requested

later. Rather than increase the complexity of M&E, this review instead suggests becoming more strategic about how data are collected and presented (this would also assist with increasing both DWCP and ILO visibility and demonstrating their effectiveness).

The current DWCP is logical in its approach, and strikes an appropriate balance between supporting core government functions with regard to labour and supporting operational issues at the provincial level. However, a more streamlined approach to outcomes would help to guide projects into core areas. In other words, rather than attempting to cover a range of issues, the ILO, in partnership with its tripartite constituents, could consider a smaller number of interventions around key themes, thereby achieving in each case additional leverage and greater impact. The SPFI project in KPK Province provides an example of such progress. The project has led the way in preparing a fully KPK government-owned social protection policy. Meanwhile the World Bank intends to pursue its own social protection programme in KPK, working closely with the ILO to avoid duplication. This associated social protection policy will serve as a model for other provinces.

In light of this finding, ILO Islamabad, relying only on scarce financial and human resources, has achieved a great deal. (CO-Islamabad does have access to regional specialists, but these services tend to be applied from a distance, and are often unavailable to ILO Pakistan.)

Under the 18th Amendment, the likely focus of activities and interventions moving forward is likely to remain with the provinces. Nevertheless, the review results strongly suggest ILO Islamabad should maintain a core focus on centralized support regarding international labour standards and compliance to relevant covenants. At the same time, on-going capacity support and engagement with core tripartite constituents is essential in supporting broader work at the provincial level.

Recommendation 8. Under DWCP III, ILO Islamabad should prioritize programme support at the provincial level, while maintaining a core programme of centralized support with regard to international labour standards.

Recommendation 9. As part of DWCP III, the ILO should develop a strategy-wide M&E framework and associated plan and resource schedule, thereby better supporting and coordinating project interventions and improving knowledge management (including both the dissemination and use of information).

Score and ranking: 5 (satisfactory)

Managing for results

DWCP II has articulated clear outcomes aligned with both ILO and GOP strategic priorities. From an external point of view, these outcomes, with their associated strategies and targets, lend themselves to adequate measurement and assessment. Evidently, however, CPOs are not routinely measured or assessed in a systematic manner. Documentary evidence is primarily centralized at the project level through individual reports. No evidence is available of results being consistently applied further up the hierarchy of objectives and outcomes.

It is clear, however, that ILO Pakistan, through DWCP II, is having immediate impacts at the federal level through the support of labour law reform and application of international labour standards. The ILO has made significant strides in raising the profile and importance of standards, as is evidenced by the establishment of implementation units (IUs) both at the federal level and in some provinces. Strategic partnerships are important, and the ILO, where it does not exercise direct influence (e.g. with IUs), needs to consider engaging further with government at the federal and provincial levels to leverage support. KPK offers an instructive example of this with social protection, where the ILO continues to support the government in developing and expanding provincial social protection policies to the point the government is considering broader, provincial-wide support inspired by the results of piloting the project in selected districts.

The results are generally sustainable, particularly through interventions that initiate investment and engagement by the government. Social protection and labour law reform are two such areas. Less sustainability is evident through some other, peripheral ILO work, e.g. in the humanitarian sector, and these interventions need to be seriously reconsidered for the long term, particularly in light of budgetary constraints.

In December 2013, ILO Islamabad prepared an annual progress report providing an outline of key results and achievements. What should be an important document in reality merely summarizes a number of key results for the reporting year. It fails to provide in-depth review or overall assessment of progress towards DWCP II outcomes and objectives.

This represents a missed opportunity, but there remains an opportunity to improve reporting overall. A stronger focus on the reporting and communication of results is needed at the programme level, not merely at the project and initiative levels. Significant quantities of data are being collected through the various projects, but it is difficult to see how this is being translated into changes in government policies and systems, given that there is still no systematic approach to monitoring and review for DWCP II.

Recommendation 10. ILO Islamabad should support GOP in improving statistical data collection and analysis at all levels of government, aiming to more effectively understand and monitor labour issues (supporting Recommendation 9). This will also facilitate identification of possible trends; help to compare labour data across sources and over time; and lead to agreed definitions and standardized national indicators.

Score and ranking: 5 (satisfactory)

Efficiency and adequacy of organizational arrangements

The ILO demonstrates efficient programme implementation and management, given its careful planning and budgeting of project activities. DWCP II makes an effective tool, in terms of efficiency, providing as it does a sound framework for engagement. Interviews with staff and key stakeholders reveal that the ILO tends to focus on areas where they can have impact. These boundaries tend to blur, however, in face of certain external events (e.g. where they raise humanitarian concerns).

The ILO has experienced and otherwise qualified staff working on all aspects of the programme. ILO technical specialists based in New Delhi are also available for support, though they are often engaged in other assignments around the region. In addition, perceived security concerns and difficulties for residents of India in obtaining Pakistani visas dilute the available support to some extent. The current system does not appear to be effective or suitable for ILO Islamabad, and consultations are needed with the regional and Geneva offices to identify strategies that might address this situation.

Currently, ILO Islamabad staff have to cover a range of technical and administrative functions, including project design, implementation, management, and stakeholder liaison. This situation is unsustainable. Ultimately, too few staff will cause projects to suffer. As of this writing, only three identified programme-related staff are available. The rest of the staff are primarily administrative and financial (primarily support staff). Programme staff are fully stretched, and, with growing demand from provinces and centralized ministries, as they become more aware of DWCP and its objectives, means that the situation will only continue to deteriorate.

One alternative in this situation is to base one or two technical specialists in Pakistan to provide on-going full-time support. Another option is to consider the appointment of a junior programme officer who could reduce excessive staff workloads by assisting with some project administrative and support functions.

Recommendation 11. ILO Islamabad should strategically consider its current human resource situation and engage with the ILO at the regional and head office level to increase technical support and engagement, either through additional full-time staff or through more regular strategic engagement with specialists.

Recommendation 12. The recruitment of a full-time gender equality advisor/specialist by CO-Islamabad would promote the effective integration of gender across all projects and technical cooperation/assistance. This is essential to establishing gender as a crosscutting theme in DWCP III and effectively mainstream it across all programme-related in-country work.

Recommendation 13. In light of the significant communication effort needed to disseminate and communicate DWCP results, this review suggests recruiting a full-time media and communication officer. This position would also assist in raising the profile of ILO work into the future.

Score and ranking: 4 (moderately satisfactory)

Knowledge management and sharing

Despite having defined relevant outcomes, strategies and targets, DWCP II needs to take a more centralized M&E focus and aim to embed sound M&E practices across the programme. Review consultations have made it clear that no annual reviews are prepared, nor are targets and strategies revisited and updated to accommodate either new and emerging priorities or obsolete targets and strategies.

M&E appears in various activities within the DWCP II strategy, but it is primarily limited to output-level monitoring and reporting, with no consistent or defined review strategies. The review also notes that project/intervention budgets are so limited that in-depth, quasi-experimental methodologies are inappropriate for the scope and depth of interventions being funded.

Future DWCP strategies should incorporate a formalized M&E plan. Such a plan would underpin the overall strategy, providing some confidence that real efforts are being made to collect and analyse information. At the same time, this would present the opportunity to effectively engage with tripartite constituents in actively participating in selective research and review. This would generate further opportunities for engagement and ownership on the part of tripartite constituents.

Complementing the proposed M&E plan, a formalized implementation plan and budget is needed for future DWCP strategies. Such documents are currently being applied in other ILO Country Offices (e.g. in Zambia), and similar templates could be adapted to the Pakistan context.

Recommendation 14. Summary translations of DWCP III in Urdu, Sindhi, and Pashto are needed. Formal launches of DWCP III in provincial capitals and such districts as Sialkot, Faisalabad, and Hyderabad will promote ILO visibility and increase constituent ownership of DWCP III.

Score and ranking: 4 (moderately satisfactory)

7. Opportunities, challenges, and lessons learned

7.1 Opportunities

In achieving the target DWCP Pakistan results during DWCP II implementation (2010-15), the ILO faced opportunities as well as challenges. This chapter provides a brief overview of both opportunities seized and challenges encountered.

The current elected Government of Pakistan has communicated positive signals regarding trade and economic growth coupled with opportunities to promote improved reporting on international labour standards, labour inspection, and legislating new labour laws in the provinces. I don't think so

Since 2010, devolution has presented opportunities to deepen engagement with provincial governments, particularly with the DOLs. Provincial governments now have full authority to legislate, plan, and allocate resources for the DOLs and the decent work agenda. The ILO took advantage of the space and entry points created through devolution to undertake several initiatives, both large and small, including projects and technical cooperation/assistance with its tripartite constituents, but particularly with the four provincial governments. Notable successes have included the Social Protection Floor Initiative (SPFI) with the Planning and Development Department in KPK and the OSH intervention with the Sindh DOL. Both initiatives were launched at the request of the provincial governments, and the ILO mobilized financial resources for implementation from other agencies. These and other ILO interventions have been timely and critical, and have promoted the complete provincial government and tripartite constituent ownership of key policies.

Human-caused disasters have also allowed ILO Pakistan to respond to economic/livelihood needs in the wake of factory fires during the DWCP II period. The ILO project on Gender Equality for Decent Employment (GE4DE) represented a significant intervention in this regard, one that had positive impacts on families affected by the Karachi Baldia Town factory fire in 2012. This also shows that some projects have the necessary financial allocation and programming flexibility allowed by the donors and the ILO.

ILO has slowly begun to extend its outreach by taking up opportunities to engage with new partners. The latter include, at the federal government level, the Ministries of Commerce and Textiles, neither of which were included in devolution and which thus remain the responsibility of the federal Government. The recent ILO-Ministry of Textiles collaboration in facilitating a “buyer’s forum” was a first, one much appreciated by stakeholders since, given the political instability and law and order issues prevailing within the country, international buyers are hesitant to visit Pakistan and make investments. The ILO has also formed new partnerships with employers’ associations such as the Pakistan Textile Exporters Association (PTEA) and

the Pakistan Overseas Employment Promoters Association (POEPA), and has maintained earlier partnerships such as that with the Pakistan Carpet Manufacturers and Exporters Association (PCMEA), with which the ILO worked on eliminating child labour from the carpet weaving industry. Current collaboration with PCMEA includes establishing an institute for carpet weaving with funds remaining from an earlier intervention.

Many of these partnerships are a result of the GSP Plus status awarded to Pakistan by the European Union (EU) in January 2014. This provides a key ILO entry point and will continue to do so, what with its enforced compliance and reporting on UN Conventions. GSP Plus status will raise the bar on international labour standards in Pakistan, and the ILO is to play a critical role in related developments.

However, the ILO needs to expand outreach proactively through partnerships with a number of other important stakeholders, including large and well-represented employers' associations. Examples of these include the Pakistan Business Council (PBC), a business policy advocacy platform that focuses on improving the Pakistani business environment; the All Pakistan Textile Mills Association (APTMA), a national trade association for the textile sector representing 396 textile mills; the Federation of Pakistan Chambers of Commerce and Industry (FPCCI), which describes itself as the apex body of trade and industry; and district-level chambers of commerce and industry. The ILO needs to use these as entry points to leverage joint collaboration and extend linkages with a wider number of stakeholders.

7.2 Challenges

ILO CO-Islamabad has faced challenges and constraints, with DWCP II (2010–15), at both the contextual/external environment and delivery/operational levels. Primarily because of rapid post-devolution changes at the provincial level, actual DWCP II implementation began only in 2012 (see section 3, above). Several stakeholders also felt that lack of political will regarding labour issues was another inhibiting factor, and that the ILO must be more hands-on in using every opportunity to advocate for labour issues, particularly those concerning workers and their rights.

7.2.1 Security issues

Ongoing security issues and the “war on terror” have diverted government funding and led to an attention deficit regarding urgent labour/employment issues. Travel to Balochistan has been restricted, for example, limiting ILO staff outreach to partners and various DOL activities. In general, less attention and fewer resources are being extended to the Balochistan DOL than to the other provinces, with the security situation presenting challenges for implementation, monitoring, and verification. Meeting Balochistan project targets within stipulated timeframes is often difficult. The constraints on travel inhibit monitoring the quality of services being offered or assessing on-the-ground realities affecting the implementing partners. Meanwhile, unpredictable changes in the external environment, including the political and security situations, can lead to an abrupt change of national political leadership that affects programming, as can changes of government in a particular province.

7.2.2 Weak labour machinery

Overall, the scale and reach of operations in the labour sector is limited by insufficient resources, given inadequate government and ILO funding coupled with too little continuity in funding from donors and other UN agencies.

The provincial labour departments are themselves under-resourced and apply limited technical capacity. Capacity-building work with the four provincial DOLs is challenging, since they are all at different levels of development, exercising dissimilar skill sets, experience, and priorities and facing separate issues. More coordination and collaboration is needed among the provincial DOLs and with MOP&HRD. In this spirit, federal and provincial governments made a concerted effort in late 2014 with official notifications of one federal and four Provincial Tripartite Consultative Committees. These committees now meet quite regularly, bringing together the key tripartite constituents responsible for labour. The ILO attends the meetings as an observer and, aiming to facilitate the process, has introduced a quarterly combined matrix of constituent priorities (CMCP) review engaging each tripartite partner at federal and provincial levels.

7.2.3 Inadequate implementation of labour laws

During the review mission, the tripartite constituents and stakeholders repeatedly raised the issue of weak implementation and enforcement of provincial labour laws. More focus is needed on the general lack of awareness and knowledge of these matters among employers, workers, and government decision-makers if existing labour legislation is to be more effectively implemented. Implementation is further weakened by the fact that most workers, particularly the women, are generally unaware of the mechanisms and procedures they can access to address their grievances. The Government needs to take into account employer and worker recommendations on proposed amendments to the labour laws, and establish implementation mechanisms for their effective enforcement.

7.2.4 Limited data and weak information management systems

The numerous data collection efforts are often unreliable or not credible, given the small and localized data samples, and no accurate information is available regarding such categories as the unemployed, informal sector workers, and home-based workers. The difficulties are exacerbated by the fact that the last Pakistan census was conducted in 1998.

7.2.5 Frequent turnover of public sector personnel

Another challenge for the ILO and its constituent partners is rapid turnover and transfers among senior government personnel, since this makes it more difficult to sustain relationships of trust and understanding once established. Senior ILO management invest considerable time building relationships with each new official, and these efforts are reproduced again and again, since the federal and four provincial governments need equal attention.

7.2.6 Limited advocacy

ILO advocacy and direct engagement with certain critical stakeholder groups remains limited and weak. Various mechanisms might improve dialogue with parliamentarians, for example,

thereby contributing to the tabling of laws and resolutions on labour-related issues, including home-based workers, in the Senate, the National Assembly, and in the provincial assemblies of Balochistan, KPK, Punjab, and Sindh. The ILO can build a case for exploring partnerships, especially with parliamentarians, with a view to extending its own out-reach, widening ownership and mobilizing public opinion regarding labour-related issues.

7.2.7 Pakistan's susceptibility to natural disasters

In recent years, changing weather climate patterns, including such extreme weather events as irregular monsoon rains, have brought devastating floods and other natural disasters to all provinces. This has led to serious humanitarian issues and the displacement of large portions of the population, with concomitant loss of employment and exacerbated labour issues during the crises. The ILO CO has intervened with small skill-related projects for displaced populations. However, this review suggests that the ILO, given its limited human and financial resources, should not get directly involved in humanitarian and emergency relief efforts, given the number of specialized and other UN agencies already contributing to these efforts in Pakistan.

7.3 Lessons learned

As part of the aide memoire presentation, participants were asked to consider key DWCP lessons learned, categorized according to strategic, technical, and operational themes. The list below is by no means exhaustive, but it does reflect the key lessons identified. Planning for the next DWCP may well consider additional lessons.

Strategic	Alignment of DWCP with national and provincial policies and financial frameworks is essential for effective and sustainable implementation of identified priorities.
	Engagement of inter- and intra-level stakeholders is vitally important in responding to emerging needs and priorities.
	The ILO Country Office should provide more DWCP visibility and information, especially regarding its background, current context, effectiveness, and areas of impact and change.
	The GOP needs to provide, in a more time-bound manner, a more structured national framework for the ratification of new Conventions. This approach would further strengthen and legitimize DWCP efforts.
Technical	To remain relevant, DWCP should expand its scope to protect the needs of the disadvantaged through labour laws and social protection.
	By segmenting target groups (home-based workers, domestic workers, miners, etc.), DWCP would be better positioned to respond to individual

needs while providing an overarching framework for action and engagement.

DWCP continuity would benefit from integrated resource pooling and the use of business case modalities for international labour standards.

Operational DWCP's long-term success and relevance depends vitally on clear communication/dissemination of monitoring and evaluation results.

A formalized coordination mechanism between tripartite and non-tripartite stakeholders represents an essential element in better representing the needs and priorities of target groups.

Replication of provincial labour department good practices and expanded coordination are useful modalities to improve national reporting on international labour standards.

8. Emerging priorities for DWCP III 2016–20 (initial guidance for DWCP Phase III)

This section provides initial guidance for ILO Islamabad as it begins DWCP III consultations and discussions with tripartite constituents and key stakeholders. The commentary provided here is based on review evidence, including review team observations during the in-country mission. As well grounded in expert experience and opinion as they are, however, these recommendations will be further shaped by continuing consultations and dialogue.

Based on the evidence to date, the consensus among the review team is that ILO Islamabad should begin immediate consultations aimed at developing DWCP III. In guiding development of the next DWCP phase, ILO Islamabad should ground all future strategic and operational decision-making in four broad principles: leverage, continuity, implementation, and flexibility.

These principles are defined in what follows.

Term	Definition
Leverage	ILO should focus on those activities that (1) have thus far proved successful, and (2) are aligned with specific GOP priorities. Future interventions should build upon these, rather than focus on the design and development of new programmes.
Continuity	Complementing the principle of leverage, continuity refers to maintaining a focus on proven activities. Planning should look to the longer term, with interventions designed for multi-year funding and implementation. Short-term interventions (i.e. those of less than 12-month duration) should be avoided.
Implementation	Implementation should incorporate the three broad themes defined in Diagram 1: gender mainstreaming, social dialogue, and a M&E framework.
Flexibility	ILO also needs to ensure a consistent flexibility in responding to new and emerging government priorities. Adherence to DWCP III is vitally important, but the ILO should be prepared to respond to changes in both GOP and ILO strategic directions.

Effective engagement in DWCP III is grounded in these principles. This is even more important in the light of ILO engagement in issues surrounding social development goals and upcoming leadership roles in convening work around leverage and change, as the following discussion makes clear.

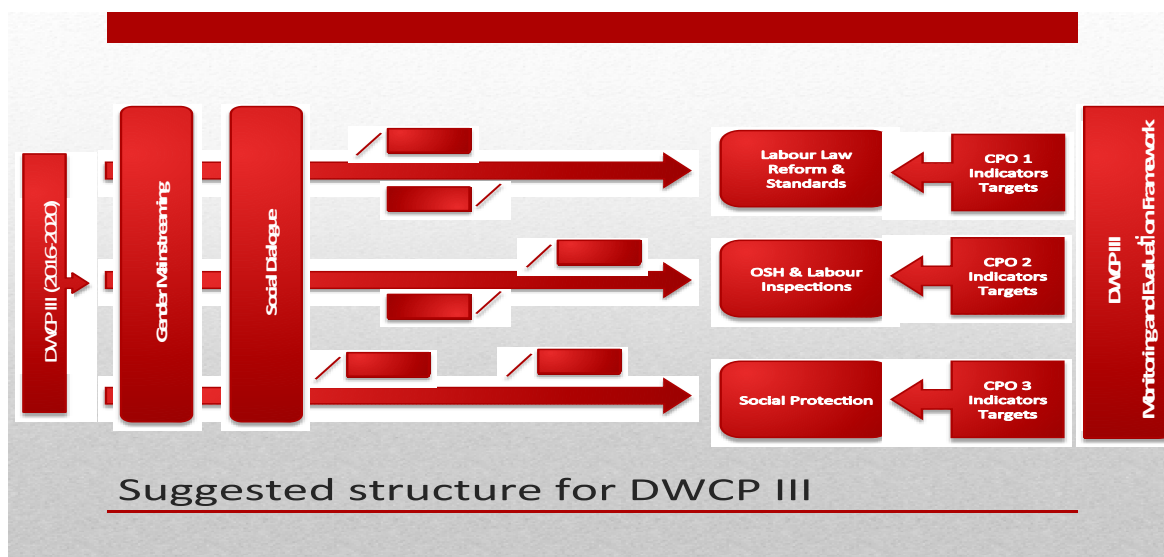
- **Leverage.** Under DWCP II, the ILO has invested in a range of projects and interventions. In moving forward, the review team suggests the ILO should seek to prioritize existing investments and aim to leverage these. This involves identifying key themes and then prioritizing areas of need within these. In other words, ILO Islamabad should avoid the temptation to implement standardized approaches,

instead seeking to engage with provinces based on their respective individual needs and priorities. While maintaining this provincial focus, the ILO should also continue to support federal government partners with work on the development and refinement of appropriate labour standards.

- **Continuity.** Development initiatives tend to demonstrate higher success rates and overall sustainability when, based on a continued cycle of review, evaluation, and planning, they plan for the longer term. ILO Islamabad has achieved significant results with relatively small financial contributions, and, based on the evidence that they return significant value, these interventions need to be continued. Continuity should serve the priority needs of both the provincial and federal governments.
- **Implementation.** Focusing on these thematic areas aims to prioritize types of implementation support. Under DWCP II, ILO Islamabad has undertaken a range of assistance measures involving technical and capacity support; direct management; and financial support to the United Nations Development Programme (UNDP) and other development partners. With DWCP III, this review suggests that ILO Islamabad should prioritize on-going capacity support for tripartite and government constituents, reinforced with on-going technical support and guidance through existing in-country staff and regional ILO specialists.
- **Flexibility.** This feature, central to all ILO interventions, has been an essential element of ILO Islamabad's DWCP strategies to date and needs to be maintained.

A key review finding was that DWCP II strategy led to a variety of outcomes across four broad thematic areas. It is recommended that, with the proposed DWCP III, ILO Islamabad seek to consolidate its work within three strategic areas: (1) labour law reform and international labour standards; (2) OSH and labour inspections; and (3) social protection. These areas are supported by the important crosscutting themes of gender and social dialogue. These proposed areas are aligned to the opportunities discussed in the section above and aid in focusing future efforts on current and emergent priorities. Diagram 1 (below) provides an outline of the inter-linkages between the three strategic priorities and crosscutting themes.

Diagram 1 **Suggested strategic and implementation structure for DWCP III**



Proposed structure

Diagram 1 presents a more streamlined focus for the next DWCP phase. The key focus should remain where ILO exercises a comparative advantage regarding labour law reform, labour standards, and social protection. Emerging concerns include the importance of OSH and labour inspection, issues the provincial governments raised during the in-country mission as the "next logical step".

This narrower focus aims to more effectively allocate scarce financial and human resources, aligning them with specific priorities. Activities within these three streams can then be planned such that they build upon existing investments. Importantly, the projects should align with the four broad themes of leverage, continuity, implementation, and flexibility.

The core issues of gender and social dialogue cut across the various programme elements. These elements, integral to the success of the core work themes, could also serve as independent focuses, but mainstreaming them provides an opportunity to ensure linkages are established across project initiatives, and that each proposal outlines an adequate approach to incorporating gender and social dialogue. The CPR team also sees the collection, use, and dissemination of information as an additional crosscutting theme, and as a means to mainstream the importance of robust and systematic M&E.

By streamlining the approach to DWCP III, the ILO establishes a better position from which to consider key CPOs and associated targets. Reducing the number and type of outcomes provides better opportunities to select the best outcome measures as well as to apply appropriate approaches and methodology to subsequent M&E.

Development of a strategy-wide M&E framework and plan represents a new DCWP initiative. The ensuing consistent and rigorous assessment of overall performance could be supplemented by annual internal reviews together with periodic external evaluations and assessments. The proposed DWCP M&E framework also provides a basis for the development of M&E for each

sectoral stream and/or associated projects and initiatives. This strategy addresses the issues raised earlier in the report with regard to the consistent application and use of M&E results.

9. Conclusions

DWCP presents an effective strategy to implement and manage ILO Islamabad's programme in contributing to the broader GOP development agenda. This review rates DWCP II as satisfactory, both in its overall performance and in its contributions to individual CPOs.

DWCP has generated sufficient momentum and strategic engagement with other stakeholders to begin consultations and planning for its next phase. Within the current phase, ILO Islamabad has maintained a high degree of relevance by aligning strategic intent and its own comparative advantages with the GOP's immediate development agenda, particularly with regard to the introduction of international labour standards.

Tripartite relationships underpin the ILO mandate in general. Now the ILO should engage with still other partners, particularly those representing large numbers of Pakistani workers not yet formally recognized.

With DWCP III, ILO Islamabad should streamline the programme, reducing expectations but delivering quality results in accordance with agreed mandates and priorities. ILO Islamabad needs to build upon existing investments and opportunities in seeking leverage, ensuring continuity, focusing on quality implementation and products, and maintaining flexibility. Social dialogue and gender mainstreaming, meanwhile, represent important elements that should cut across the strategy as a whole.

In implementing DWCP III, ILO Islamabad needs to engage more resources, particularly additional programme staff and key specialists. The ILO also needs to raise programme visibility, demonstrating the effectiveness of its work while seeking broader engagement in support of the quality work produced so far.

Overall, in any case, ILO Islamabad is moving forward from a sound position to engage with tripartite constituents in further supporting and strengthening the position of employers and workers alike.

Annex 1 Terms of reference

TERMS OF REFERENCE

PAKISTAN DECENT WORK COUNTRY PROGRAMME REVIEW

1) Introduction and objectives

Decent Work Country Programmes are the main platform for delivery of ILO support to countries. In close consultation with the national tripartite constituents, CO-Islamabad and the Decent Work Support Team in New Delhi developed and endorsed the first ILO decent work country programme (DWCP I) for Pakistan for the period 2006–09. This document was signed by the ILO Country Director; the Secretary, Ministry of Labour, Manpower and Overseas Pakistanis; the President of the Employers' Federation of Pakistan and Employment (MOLE); and the General Secretary of the Pakistan Workers Confederation. DWCP II, for 2010–15, was developed over the course of 2009 and 2010 but, due to various changes in the political and administrative structures of the country, including the devolution of authority to the four provinces in 2010, it could not be completed until 2012. The DWCP document was approved by the Regional Director on 17 August 2012, and on 20 September 2012 the Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF) signed a Memorandum of Understanding (MOU) to endorse the DWCP. The Ministry of Human Resources Development (MOHRD) endorsed the programme but was unable to sign it as it was still under consideration by the Ministry of Foreign Affairs (MOFA). MOFA eventually responded with comments on the DWCP in a letter of 1 August 2013. The original programme document had four priorities and eight medium-term Country Programme Outcomes that have evolved into nine in the current biennium. In addition to the tripartite constituents, various stakeholders also gave valuable inputs. The ILO made a conscientious effort with its tripartite constituents to align DWCP with the Vision 2030, the 10th Five-Year Plan: Investing in People (2020–15), and the United Nations Development Assistance Framework's One Programme I (2009–12) and One Programme II (2013–17). The Decent Work Country Programme-II (2010–15) was based on the following four priorities:

- labour law reform;
- employment generation through human resource development, with a focus on employable skills;
- social protection expansion including in the informal economy; and
- promotion of tripartism and social dialogue.

Due to the volatility of the political and security situation and major administration changes, the Pakistan Country Programme Review (CPR), scheduled in 2009, could not be conducted. It is now programmed and will assess the relevance and coherence of the DWCP design, the efficiency of its implementation, effectiveness of its operations, and sustainability of its results. The review is also intended to provide a basis for improved insights within the Office as to

how to better design, implement, monitor, and assess country programmes in the future and how to identify constituent priorities to better inform the development of the next DWCP.

The CPR will cover all interventions planned and conducted during 2010–15, taking into account the fact that the priorities remain the same. The CPR will be coordinated by the ILO Regional Office for Asia and the Pacific (ROAP) in collaboration with the ILO Country Office for Pakistan (CO-Islamabad), and in consultation with the Decent Work Technical Team (DWT)-New Delhi and other relevant technical units.

The core review team will include an international consultant as facilitator and team leader, as well as a national consultant. The ILO Evaluation Officer from ROAP will provide overall oversight. The ILO approach is to encourage the participation of key stakeholders throughout the review process. The accuracy of the Pakistan CPR will depend on national tripartite constituent and other relevant stakeholder collaboration.

2) Socio-economic context (see Annex 5)

3) National development framework and ILO commitment in the UN Development Assistance Framework (UNDAF) and One UN Programme

The Framework for Economic Growth (FEG), launched in July 2011, has provided a firm basis for UN engagement with Pakistan's emerging national development priorities.

The Ten Year Perspective Development Plan (2001–11) made employment a central goal of economic policy, focusing attention on core labour market issues in the context of decent work.

Pakistan, a UN reform pilot country from 2007, engages 21 UN entities through its Country Team. Pakistan's One UN Programme I was signed on 4 February 2009, initially for a two-year period (2009–10) and subsequently extended to December 2012. The four associated areas of reform include One Leader, One Programme, One Budget and One Office, which are outlined in the One Programme Document, which built on the UN Development Assistance Framework (UNDAF 2004–08). It reflects national priorities as articulated in the national development and policy framework, and unites all resident UN agencies and non-resident agencies in providing support to development initiatives of the Government of Pakistan through five joint programmes on (1) agriculture, rural development, and poverty reduction (ARP); (b) disaster risk management (DRM); (c) education; (d) environment; and (e) health and population. In addition, it incorporates four cross-cutting issues of gender equality, human rights, civil society, and refugees.

Pakistan is currently implementing the One Programme II (OP II 2013–17). Six key strategic priority areas (SPAs) have been formulated, for which the UN system in Pakistan will develop its framework for action for the period of 2013–17. These strategic areas include (a) providing vulnerable and marginalized populations with equitable access and use of quality services; (b) inclusive economic growth through the development of sustainable livelihoods; (c) increased national resilience to natural disasters, other crises, and external shocks; (d) strengthened

governance and social cohesion; (v) gender equality and social justice; and (e) food and nutrition security for the most vulnerable groups.

Labour administration

Pakistan has been an ILO member State since national independence in 1947, and is represented by a tripartite cooperation framework comprising the federal Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD), the Provincial Labour Department, the Employers' Federation of Pakistan (EFP), and the Pakistan Workers' Federation (PWF). Pakistan has ratified 34 Conventions, including all eight fundamental Conventions, and these establish the basis of the ILO Office's long-term technical support. The ILO and its tripartite constituents operate as active partners in the One UN Programme in Pakistan.

The legal framework for Pakistan's labour administration has undergone significant changes over the years. Before the Constitution (Eighteenth Amendment) Act, 2010 (18th Amendment), for example, the subject of labour appeared on the concurrent list, which meant both the federal and provincial governments were empowered to legislate on labour issues. After the 18th Amendment, labour became a provincial concern, and the responsibility for both legislating and administering labour law has fallen upon the provinces. The provincial departments of labour (DOLs), minimum wage boards (MWBs), Workers' Welfare Boards (WWBs), provincial Employees' Social Security Institutions (ESSIs), Labour Appellate Tribunals (LATs) and labour courts, among others, are now responsible for administering the relevant laws and implementing labour policy.

Following devolution of the Ministry of Labour and Manpower, the federal Government created a new ministry: the Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD). It also retained the administration of the Employees' Old-age Benefits Institution (EOBI) created under the Employees' Old-age Benefits Act, 1976 and the Workers' Welfare Fund (WWF) created under the Workers' Welfare Fund Ordinance, 1973. Retention of the EOBI, however, has been challenged in the courts, and the matter remains under litigation before the Supreme Court of Pakistan. The newly established MOP&HRD has been assigned responsibility for coordinating provincial governments actions on labour issues, and also deals with international Conventions. The Ministry has 24 community welfare attachés posted to Pakistani missions abroad. The Bureau of Emigration and Overseas Employment (BE&OE) and the Overseas Employment Corporation (OEC) have been organized on a country-wide basis, and maintain a network of protectorates and sub-offices to promote overseas employment. The devolution of labour to the provinces has substantially reduced MOP&HRD's mandate at the federal level, and divested it of its role in implementing the country's Decent Work Country Programme (DWCP).

4. Pakistan's Decent Work Country Programme

The following four priorities were identified in the course of developing the first DWCP:

- labour law reform;
- employment generation through human resource development, with a focus on employable skills;
- social protection expansion, including in the informal economy; and
- promotion of tripartism and social dialogue.

The Pakistan DWCP document prescribes the following country programme outcomes (CPOs):

CPO1: Access to employment improved, including for vulnerable groups.

CPO2: Constituents actively support the social protection floor initiatives.

CPO3: Employers have strong, independent, and representative organizations.

CPO4: Workers have strong, independent, and representative organizations.

CPO5: Constituents actively promote and support the elimination of child labour, including its worst forms.

CPO6: Constituents actively promote and support the elimination of forced/bonded labour.

CPO7: National capacity to ratify and apply fundamental Conventions and fulfil reporting obligations is strengthened.

CPO8: Decent work is increasingly acknowledged in national and sub-national policies and the One UN Programme for Pakistan,

ILO work in Pakistan is technically backstopped primarily by the New Delhi ILO-DWT, with other technical units providing support in other relevant areas. Technical cooperation projects funded by several donors have contributed importantly to progress towards decent work in Pakistan.

4.1 Country Programme Review: Purpose and scope

4.1.1 Purpose

The Review aims to take stock of what has and what has not worked, and to see what needs improving and/or continuing into the next DWCP, scheduled to begin in 2016. The country situation, One UN, and evolving national development frameworks and plans will be taken into account.

4.1.2 Scope

The Review is to assess the appropriateness and adequacy of DWCP I and DWCP II design, outreach/partnership, and implementation performance. It will include an operational assessment regarding progress made on tangible outcomes that result directly from ILO contributions to DWCP II. More specifically, this includes the following:

1. Review of the appropriateness and adequacy of the design of Pakistan DWCP vis-à-vis national development challenges and priorities, One UN, Millennium Development Goals (MDGs), and ILO priorities.
2. Examination of the usefulness of the strategies, partnerships, and challenges or constraints to be addressed vis-à-vis the One UN Programme, and the practical application of gender mainstreaming and attention to vulnerable target groups.
3. Assessment of how DWCP Pakistan has adapted/adjusted its strategies to the changing situation and needs on the ground (responding in particular to post-crisis situations).
4. Analysis of DWCP implementation according to the following criteria:
 - the **effectiveness** of organizational arrangements (managerial, administrative, and business processes) and the availability of resources in delivering results;
 - the **efficiency** of programme implementation (time and cost);
 - the **sustainability** with particular attention to capacity/institutional development and the creation of enabling environment (changes in laws, policies and behaviours);
 - identification of **key success factors and constraints** (internal and external) encountered; and
 - **success of knowledge management and communication strategies** (internal and external), and the incorporation of M&E information into the knowledge base and subsequent dissemination of this information.
5. Assessment of progress towards outputs and outcomes.
6. Assessment of potential impacts, identification of good practices and lessons learned towards the achievement of the DWCP (preferably one each of these per priority area).

5) Proposed methodology and the review team

The review exercise comprises a participatory assessment of the ILO programmes. The methodology will include an extensive desk review of relevant documentation. It also includes an in-country review team mission for information gathering. This process will include a series of meetings/interviews between the review team and the Government, workers' and employers' organizations, other UN agencies, and major donors and national partners as appropriate. A stakeholder workshop will be organized as a platform for relevant internal and external colleagues to analyse and discuss ILO work in the country.

The review team will adhere to, but not limit itself to, the criteria set out in Annex 1 (overall performance criteria for Pakistan CPR) and Annex 2 (performance factors and related questions for outcome-specific findings). The review team will assign ratings on a six-point scale for

each criteria, after the relevant information has been received and taken into consideration. Once a draft report is available, ROAP will share this with relevant ILO staff and specialists and seek their comments. ROAP will consolidate these comments and submit them to the external consultant for incorporation, where appropriate, in the revised report.

6) Management, roles and responsibilities

6.1 Regional Office for Asia and the Pacific (ROAP) roles and responsibilities

The ROAP Evaluation Officer coordinates this Pakistan CPR with ILO Islamabad, including development of this TOR, participating in the review mission and reviewing the CPR report. ROAP will provide financial support for the CPR, and will consult with ILO Islamabad throughout the process.

ROAP has oversight responsibility for the whole CPR, and will share the draft report for comment with ILO Islamabad, tripartite constituents, relevant ILO staff, and specialists. ROAP will consolidate all the comments and submit them to the review team for incorporation, where appropriate, in the revised, final report.

6.2 ILO Islamabad's roles and responsibilities

CO-Islamabad will coordinate with ROAP, participating and helping to facilitate the whole review process. CO-Islamabad will also prepare relevant information in advance to contribute to the review exercise.

1. ILO Islamabad will provide the review team with the following documents before the start of the field mission:
 - a portfolio of projects that were on-going in 2010 and which are on-going in 2015, together with ILO Islamabad's extra-budgetary resources (Annex 3);
 - total allocation and expenditure by outcomes – Regular Budget (RB), Regular Budget Technical Cooperation (RBTC), Programme Support Income (PSI), Extrabudgetary Technical Cooperation (XBTC), and Regular Budget Supplementary Account (RBSA) – during 2010–11, 2012–13, and 2014–15 (Annex 3);
 - summary performance profiles for each outcome, not to exceed one page, with information that corresponds to assessment criteria; a summary of outcomes performance profile should be prepared according to the template in Annex 4 for each outcome according to the assessment criteria provided in Annex 2;
 - DWCP monitoring plan and work plan;
 - summary of relevant country policies, e.g. employment, migration, education, social security, and labour protection; and

- other relevant background information, including project progress reports and project evaluations, as well as evidence of major outputs and other performance-related information.
2. ILO Islamabad will prepare the review mission agenda and schedule review team meetings with the following sources:
 - Ministry of Overseas Pakistanis and Human Resource Development; other relevant federal and provincial government authorities;
 - Employers' Federation of Pakistan;
 - Pakistan Workers' Federation;
 - UN agencies;
 - project donors that fit the above criteria and those listed in Annex 3, e.g. Canadian International Development Agency (CIDA), EU, Department for International Development (DFID), and Government of Japan
 - relevant ILO staff in Pakistan, New Delhi, HQ, and former CO Islamabad staff that were directly involved in the development and implementation of the DWCPs and technical cooperation interventions (e.g. Donglin Li, Margaret Reade Rounds, Manzoor Khaliq, and M. Saifullah Chaudhry); and
 - other key partners.
 3. Together with the tripartite constituents, ILO Islamabad will arrange a stakeholder workshop where relevant internal and external stakeholders can analyse and discuss ILO work in the country (this also provides an opportunity for the review team to share the preliminary findings, if applicable).
 4. ILO Islamabad (together with other stakeholders, if relevant) will take action and follow up on the review recommendations.

6.3 ILO tripartite constituents and other key partners

ILO constituents and key partners will provide inputs to this TOR, contributing to the review process by, among other things, attending a stakeholders' workshop at the end of the review mission.

6.4 ILO CO-DWT Delhi, ROAP, PROGRAM, and others

ILO specialists and other staff may participate and/or be asked to contribute to the exercise, providing TOR inputs, for example, or participating in the review process or in a self-evaluation of outcome-specific component, or providing inputs to the draft report. The

Evaluation Office (EVAL) and PROGRAM offer guidance, and may also add comments to the draft report.

6.5 Review team roles and responsibility

External consultants, both international and national, will be hired to facilitate the review process and to prepare the review report as per this TOR.

The international external consultant will draft the review report based on consultation inputs from ILO staff, the tripartite constituents, other relevant stakeholders, and members of the review team. The international consultant will report to the ROAP evaluation officer. The report will encompass the purposes, scope, methodology, and performance criteria set out in Annexes 1 and 2 as per this TOR. The national consultant will provide inputs to the report. Specific tasks for the national consultants describe in Box 1. The draft report will be submitted to the ROAP Evaluation Office who will share the draft report with the key stakeholders in Pakistan.

7) Provisional work plan and schedule for the review

The time frame is based on the scope of work and methodology previously outlined, as well as on the resources available for the review.

Task	Time frame (to be ready by this date)	Responsible unit/ person	Consultations
1. Draft TORs prepared	Jan. 2014	ROAP	EVAL/CO-Islamabad/PROGRAM
2. Identification of external facilitator	First week of Feb. 2015	ROAP/CO-Islamabad	
3. Internal and external consultations to finalize terms of reference	First week of Feb. 2015	ROAP/CO-Islamabad	CO-Islamabad, DWT-New Delhi, national stakeholders
4. Preparation of background document and summary performance profiles by outcomes	By end Feb. 2015	CO-Islamabad	DWT-New Delhi, project staff
5. An itinerary scheduled for the review team to get inputs from national stakeholders (government, workers' and	By mid-Feb. 2015	CO-Islamabad	ROAP

Task	Time frame (to be ready by this date)	Responsible unit/ person	Consultations
employers' organizations, UN agencies, etc.) and DWT-New Delhi			
6. Documents reviewed by the review team	Feb. 2015	Consultant and other review team members	
7. Field mission/consultations/meeting/ interview with stakeholders in Pakistan	28 March to 10 April 2015	Review team	National tripartite stakeholders, national partners, UN agencies
8. Stakeholders workshop	9 April 2015	Consultant, CO-Islamabad, DWT-New Delhi	
First draft report	End April 2015	Consultant/review team	ROAP, ILO Office in TL, CO-Islamabad, and DWT-New Delhi
10. Sharing the report with key stakeholders for comments	By early May 2015	ROAP CO-Islamabad	Tripartite constituents, CO-Islamabad, DWT-New Delhi
12 Final report submitted	End May 2015	Consultant/RO-Asia and the Pacific	
13 Follow up on the recommendations	June 2015	CO-Islamabad	

Table 1 Performance criteria for Pakistan Country Programme Review

The role and relevance of ILO in Pakistan, its niche and comparative advantage
<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> • The extent to which national political, economic, and social factors have shaped formulation of DWCP Pakistan. • The extent of flexibility that the DWCP Pakistan has been able to exercise in responding to emerging opportunities. • The extent to which DWCP priorities are consistent with ILO capacities and the advantages it has to offer.

<ul style="list-style-type: none"> To what extent the ILO has achieved overall policy coherence and partnership between ILO actions and both those of other UN agencies (in the One Plan) and those of the MDGs
Tripartite participation and capacity
<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> The extent to which the national tripartite constituents are active in national development planning forums and networks. The extent to which the national tripartite constituents are taking ownership of DWCP Pakistan. The extent of improvement the tripartite constituents have shown in their capacity to influence national policy and resource allocation within decent work areas. The extent to which DWCP Pakistan has worked in partnership with the tripartite constituents to build national capacities and support policy change. The nature of the main capacity and resource constraints on the tripartite constituents in delivering the Pakistan DWCP, and whether steps have been taken to address these constraints collectively.
Focus and coherence of programme design and strategies
<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> The extent to which the Pakistan DWCP strategy takes a coherent and integrated approach. The extent to which DWCP Pakistan fits within the ILO strategic policy framework, programme budget priorities, and strategies The extent to which DWCP Pakistan reflects a consensus between the country and the ILO on decent work priorities and areas of fruitful cooperation. The extent to which DWCP strategy proposes primary measures that can take advantage of available ILO support. To what extent the cross-cutting goals (e.g. gender mainstreaming and targeting vulnerable groups) have been integrated into DWCP. The extent to which the current programme is coherent, logical, and captures opportunities for mutual reinforcement among the various partners in meeting objectives. Whether there is verification that the ILO is responding to recognized needs among constituents. The extent to which resource mobilization comprises an integral part of DWCP Pakistan strategies.
Managing for results
<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> Has the DWCP defined clear outcome-level results against which it can be assessed? Is there clear agreement on how results have been documented and on how verified target indicators and milestones are being applied? Has a monitoring plan been prepared, and is it being used as a management tool? Are there exit strategies that ensure partner institutions at local, provincial, and national levels can sustain results?
Efficiency, adequacy of organizational arrangements to deliver the ILO programme in Pakistan

<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> ▪ To what extent are operations and management set up for effective DWCP implementation, adequate monitoring, and ensured delivery of the target results? ▪ To what extent has the ILO operated fairly and with integrity? ▪ Are credible, skilled specialists supporting the work? ▪ Are resources being mobilized effectively and efficiently? ▪ Are work processes timely and efficient?
Knowledge management and sharing
<p>Performance criteria in terms of the extent to which the following are true:</p> <ul style="list-style-type: none"> ▪ How effectively is performance being monitored and reported? ▪ To what extent, and how, is information being shared and made accessible to national partners? ▪ Is the ILO using/strengthening national knowledge networks and knowledge bases?

Table 2 Summary of specific outcome performance profile (to be prepared by ILO Islamabad in advance of the review mission; see Annex 4 for the proposed template)

Performance factors and related questions for outcome-specific findings regarding progress and performance
<p>A. Resource adequacy</p> <ul style="list-style-type: none"> ▪ Is the ILO contribution to the outcome adequately resourced? Do any technical cooperation activities (regardless of sources of funding) contribute to this outcome? Are there any other resources? If the activity is under-resourced, why is this so? <p>B. Output delivery</p> <ul style="list-style-type: none"> ▪ Will all planned outputs be delivered by the end of 2015? ▪ Are the quality and quantity of delivered outputs satisfactory/acceptable? <p>C. Use of outputs by partners/target groups</p> <ul style="list-style-type: none"> ▪ Are the ILO-delivered outputs being used by the partners/target groups? <p>D. Progress made (against outcome indicators/milestones)</p> <ul style="list-style-type: none"> ▪ Has any progress/changes, as measured against the set indicators/milestones, taken place in the past five years? ▪ If not, why not? <p>E. Measures to respond to both emerging risks and opportunities</p> <ul style="list-style-type: none"> ▪ What emerging risks and opportunities have affected the progress of this specific outcome? ▪ Does the Country Programme take into consideration those risks and opportunities and adjust the outcome and/or its strategies accordingly?

Rating scale²⁸

Performance criteria	1	2	3	4	5	6
	Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory
A. Resource adequacy	No resources are measured and/or no information is available.	Resources are measured and show negative trends and/or resources do not meet relevant needs.	Resources show flat trends and/or some resource needs are met.	Resources show improving trends and/or most of the relevant needs are met.	Resources show substantial increase and/or all the relevant needs are met.	Resources are available to sustain the results achieved. All the relevant needs are met.
B. Delivery of outputs	No outputs are measured and/or no information is available.	Output delivery is measured and shows negative trends and/or outputs are not conducive to achieving outcomes.	Output delivery shows flat trends and/or some outputs are delivered.	Output delivery shows improving trends and/or most of the outputs are delivered.	Output delivery shows substantial increase and/or all relevant outputs are delivered.	Output delivery is sustainable for the period required. All the relevant outputs are delivered.
C. Use of outputs by partners/target groups	No use of outputs is measured and/or no information is available.	Use of outputs is measured and shows negative trends and/or use of output is not relevant for achieving outcomes.	Use of outputs shows flat trends and/or some outputs are used.	Use of outputs shows improving trends and/or most of the outputs are used.	Use of outputs shows substantial increase and/or all relevant outputs are used.	Use of outputs is sustainable for the period required. All the relevant outputs are used.
D. Progress made	No progress is	Progress is measured and shows negative trends and /or progress	Progress shows flat trends and/or	Progress shows	Substantial progress is made and/or	Outcome is sustainable for the period required. The

²⁸ This scale has been adapted by an international consultant, Mr Christoph Weinmann, with whom the ILO has worked in the past.

(measured against outcome indicators/ milestones)	measured and/or no information is available.	is insufficient for achieving outcome.	some progress is made.	improving trends and/or most of the outcome is achieved.	outcome is achieved.	outcome is achieved
E. Measures to respond to emerging risks and opportunities	No measures are in place and/or no information is available.	Measures do not mitigate negative trends, or else fail to seize positive ones; and/or measures are insufficient to respond.	Response measures mitigate negative trends, or else seize positive ones; and/or measures are responding to some risks, or else seizing some opportunities.	Measures lead to improving trends and/or most of the risks or opportunities are met with appropriate responses.	Measures have substantial effect and/or all of the risks or opportunities are met with appropriate responses.	Measures are sustainable for the period required. All relevant risks or opportunities are met with appropriate responses.

Table 3 All regular budget (RB, RBTC, etc.) and extra-budgetary (XBTC, RBSA, PSI, etc) funding in Pakistan that has contributed to CP outcomes (interventions on-going in 2010 and beyond to 2015) – To be provided by ILO Islamabad prior to the review mission

CP outcomes	XB symbol	Project title or specific intervention	Source of funds (TC, RBSA, RBTC, etc.)	Total budget (US\$)	Agreement start date	Agreement end date	Any evaluation done?
CPO1: Access to employment improved,							

CP outcomes	XB symbol	Project title or specific intervention	Source of funds (TC, RBSA, RBTC, etc.)	Total budget (US\$)	Agreement start date	Agreement end date	Any evaluation done?
including for vulnerable groups.							
CPO2: Constituents actively supporting the social protection floor initiatives.							
CPO3: Employers have strong, independent, and representative organizations.							
CPO4: Workers have strong, independent, and representative organizations.							
CPO5: Constituents actively promote and support the elimination of child labour, including its worst forms.							

CP outcomes	XB symbol	Project title or specific intervention	Source of funds (TC, RBSA, RBTC, etc.)	Total budget (US\$)	Agreement start date	Agreement end date	Any evaluation done?
CPO6: Constituents actively promote and support the elimination of forced/bonded labour.							
CPO7: Strengthened capacity of Pakistan to ratify and apply fundamental Conventions as well as fulfil reporting obligations.							
CPO8: Decent work increasingly reflected in national and sub-national policies and in the One UN Programme for Pakistan.							

Table 4 Specific DWCP outcomes: Self-assessment by CO-Islamabad (1 page per outcome maximum, to be prepared by CO-Islamabad)

CPO1: Access to employment, including for vulnerable groups improved

Performance area	Comments by CO-Islamabad	Plans for next period
A. Resource adequacy		
B. Delivery of outputs		
C. Use of outputs		
D. Progress measured against outcome indicators and milestones		
E. Measures in response to emerging risks and opportunities		

Annex 2 Stakeholders consulted during Country Programme Review

No.	Name	Designation	Organization/government department
Government of Pakistan			
1.	Muhammad Asif Sheikh	Joint Secretary	Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD)
2.	Kanwar M. Usman	Director Research and Development Advisory Cell	Ministry of Textile Industry
3.	Dr Kausar Ali Zaidi	Director General Trade Policy and Trade In Services	Ministry of Commerce
4.	Ahmed Fasih	Deputy Secretary, Foreign Trade Wing	Ministry of Commerce
5.	Dr Lubna Shahnaz	Social Protection Policy Expert	Ministry of Planning, Development and Reforms
6.	Shah Rukh Abbasey	Director Communication and ILO Focal Point	Federal Ombudsman Office for Protection and Harassment against Women
7.	Naila Kanwal	Section Officer	MOP&HRD
8.	Usman Butt	Section Officer	MOP&HRD
9.	Sajjad Akbar	Coordinator, International Labour Standards Unit	MOP&HRD
10.	Hassan Sagheer	International Labour Standards Officer, International Labour Standards Unit	MOP&HRD
Government of Balochistan			
11.	Saeed Ahmed Sarparah	Director, Labour Welfare	Department of Labour (met in Islamabad)
Government of Khyber Pakhtunkhwa			

12.	Zahir Shah	Chief Economist	Planning and Development Department
13.	Asif Shahab	Project Director	Planning and Development Department
14.	Shah Fazil	Senior Research Officer	Planning and Development Department
15.	Zafar Iqbal	Secretary	Department of Labour
16.	Irfan Ullah Khan	Director Labour	Department of Labour
17.	Jamil Shah	Director Information, Communication and Technology	Technical Education and Vocational Training Authority (TEVTA), Peshawar

Government of Punjab

18.	Ishrat Ali	Secretary	Department of Labour and Human Resources
19.	Syed Mubashir Hussain	Additional Secretary	Department of Labour and Human Resources
20.	Saleem Hussain	Director, General Labour Welfare	Department of Labour and Human Resources
21.	Tahir Manzoor	Director, Industrial Relations Institute, and Gender Focal Point, DOL	Department of Labour and Human Resources
22.	Dr Javaid Gill	Director, Labour	Department of Labour and Human Resources
23.	Rao Zahid	Staff Officer to Secretary, Labour	Department of Labour and Human Resources

Government of Sindh

24.	Qamar Raza Baloch	Additional Secretary	Department of Labour and Human Resources (DOL&HR)
25.	Naveed Ahmed Awan	Director, Labour	DOL&HR
26.	Ali Ashraf Naqvi	Joint Director, Labour	DOL&HR
27.	Badrunnissa	Provincial International Labour Standards Officer	DOL&HR

28.	Gulfam Nabi Memon	Director, Labour	DOL&HR (met in Islamabad)
29.	Karim Bakhsh Siddiqui	Secretary	Benazir Bhutto Shaheed Human Resource Research & Development Board

Workers' representatives and unions

30.	M. Zahoor Awan	General Secretary	Pakistan Workers Federation (PWF)
31.	Razim Khan	President, Khyber Pakhtunkhwa	PWF
32.	Muhammad Yaqoob	Chairman Chief Organizer	Muttahidda Labour Federation (MLF) Pakistan and Pakistan Workers Confederation (PWC)
33.	Chaudhary Nasim Iqbal	President Central Punjab Region and Vice President Punjab	PWF
34.	Chaudhary Saad Muhammad	Secretary Youth Chairman Youth Committee	PWC PWF

Employers' associations

35.	Khawaja M. Nauman	President	Employers Federation of Pakistan (EFP)
36.	Fasihul Karim Siddiqi	Member, Board of Directors	EFP
37.	Saud Alam	Incharge EFP Secretariat	EFP
38.	Farhana Zaheer	Human Resources and Administration	EFP
39.	Usman Ghani	Chairman	Pakistan Carpet Manufacturers and Exporters Association (PCMEA)
40.	Abdul Latif Malik	Former Chairman	PCMEA
41.	Chaudhry Abdul Rehman	Manager Operations	PCMEA
42.	Rashid Zafar Khan	Secretary	PCMEA
43.	Iftikhar Tahir	Executive Member	PCMEA
44.	Riaz Ahmad	Member	PCMEA

45.	K. M. Shakir	Former Vice-Chairman	PCMEA
46.	M. Saeed Khan	Member	PCMEA
47.	Qamar Zia	Senior Vice-Chairman	PCMEA
48.	Aktar Nazir Khan	Former Chairman	PCMEA
49.	M. Aslam Tahir	Convenor, Development Committee	PCMEA
50.	Muhammad Saeed Khan	Chairperson	Carpet Training Institute
51.	Azizullah Goheer	Secretary General	Pakistan Textile Exporters Association (PTEA)

United Nations agencies

52.	Jacqueline Badcock	Resident Coordinator a.i. Humanitarian Coordinator a.i.	UN
53.	Kay Schwendinger	Head of Resident Coordinator's Office	UN Resident Coordinator's Office (UNRCO)
54.	Zarar Khan	Programme Analyst	UNRCO
55.	Uzma Quresh	Programme Officer	UN Women
56.	Muhammad Banaras Khan	Programme Officer, Disaster Preparedness and Response	FAO
57.	Aadil Mansoor	Assistant Country Director, Chief, Crisis Prevention and Recovery Unit (CPRU)	UNDP
58.	Hidayat Ullah Khan	Programme Officer CPRU, National Coordinator ER-Community Restoration Cluster	UNDP
59.	Ibrahim Yar Muhammad	National Project Coordinator, CPRU	UNDP
60.	Yasra Nazi	BCC Coordinator, Refugee Affected and Hosting Areas Programme (RAHA)	UNDP, Peshawar
61.	Aamir Aziz	CMA, RAHA	UNDP, Peshawar
62.	Farzana Yasmin	Child Protection Officer	UNICEF, Peshawar
63.	Afzaal Yousafzai	Program Manager, Resilience and Skills Project	UNDP, Bannu
64.	Naeem Khalid	Project Officer	UNDP, Bannu

65.	Jawad Ullah	Core Cluster Coordinator	United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Peshawar
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Donor agencies and international financial institutions

66.	Rick Slettenhaar	First Secretary/Head of Economic Affairs	Embassy of the Kingdom of the Netherlands
67.	David Fournier	Counsellor Development and Head of Aid	Canadian High Commission
68.	Umbreen Baig	Programme Officer	Canadian High Commission (Skype meeting)
69.	Romina Kochius	Principal Advisor, Implementation of Social Standards Support Programme to the Textile and Garment Industry in Punjab	GIZ, Lahore
70.	Haider Sagheer	Technical Advisor	GIZ, Lahore
71.	Noor Khan	Junior Technical Adviser	GIZ, Lahore
72.	Roshan Ara Begum	Development Advisor, Trade and Economic Cooperation	European Union Delegation to Pakistan
73.	Malick Zulfiqar Ahmad	Social Protection Specialist, Human Development Unit	World Bank

Civil society organizations, consultants, and academics

74.	Dr Aliya H. Khan	Professor of Economics, Dean, Faculty of Social Sciences	Quaid-i-Azam University, Islamabad
75.	Dr Sabur Ghayur	Chairperson	Centre for Labour Advocacy and Dialogue (CLAD), Islamabad
76.	Dr M. Saifullah Chaudhry	Chief Executive Officer (former ILO Project Manager for CACL II)	Development Impact Solutions, Islamabad
77.	Muhammad Benyameen	Former ILO Project Manager for Bonded Labour project	Islamabad

78.	Karamat Ali	Executive Director	Pakistan Institute of Labour Education and Research (PILER), Karachi
79.	Zulfiqar Shah	Joint Director	PILER, Karachi
80.	Zeenia Shaukat	Co-Manager, Programmes	PILER, Karachi
81.	Ijaz Ahmed	Director	Child and Social Development Organization/Sialkot Chamber of Commerce and Industry (met in Islamabad)

International Labour Organization

82.	Francesco d'Ovidio	Country Director	ILO CO for Pakistan
83.	Belinda Chanda	Programme Analyst	ILO CO for Pakistan
84.	Saad Gilani	Senior Programme Officer	ILO CO for Pakistan
85.	Syed Saghir Bukhari	Senior Programme Officer	ILO CO for Pakistan
86.	Frida Khan	National Project Coordinator, GE4DE project	ILO CO for Pakistan
87.	Rabia Razzaque	National Project Coordinator, International Labour Standards Project	ILO CO for Pakistan
88.	Sadia Hameed	National Programme Officer, South Asia Labour Migration Governance (SALM) project	ILO CO for Pakistan
89.	Caroline Bates	Consultant	ILO CO for Pakistan
90.	Naima Aziz	Administration and Finance Assistant, SALM	ILO CO for Pakistan
91.	Asad Khan	Local Security Associate	ILO CO for Pakistan
92.	Shahnaila Azeem	Programme Secretary	ILO CO for Pakistan
93.	Doreen Brydone	Senior Secretary	ILO CO for Pakistan
94.	Kazim Shuaib	Project Officer, Social Protection Floor Initiative, Khyber Pakhtunkhwa	ILO, Peshawar
95.	Bilal Ahmad	Project Coordinator, Support PCMEA for Establishing Carpet Weaving Training Institute in Punjab	ILO, Lahore

96.	Abid Niaz Khan	National Project Coordinator, Livelihood Restoration, Protection and Sustainable Empowerment of Vulnerable Peasant Communities in Sindh	ILO, Karachi
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Annex 3 Participants in stakeholder consultation meeting (9 April 2015)

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1	Mr Sikander Ismail Khan	Federal Secretary , MOP&HRD	Tel.: 9212714; 910364 Email: secretaryophr@gmail.com	Room No. 509 & 511, 5th & 6th Floors, Block B, Pak Sect., Islamabad
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5	Mr Hassan Sagheer	International Labour Standards Officer		
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Department of Labour, KPK

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Department of Labour, Balochistan

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Other federal ministries

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19	Mr Mohd. Shafiq Haider, Deputy Director (Policy and Development)	Ministry of Commerce	Tel.: 9201220	Room No. 431, Block A, Pak Secretariat, Islamabad
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UN agencies, donors

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28	Ms Uzma Qureshi, Programme Officer	UN Women	Email: uzma.quresh@unwomen.org	Plot # 5-11, Diplomatic Enclave # 2, G-4, Islamabad
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30	Ms Leslie Tinney, First Secretary Development, Canadian High Commission	Canadian High Commission	Tel.: 2086451	Canadian High Commission, Diplomatic Enclave, Islamabad
31	Ms Roshan Ara	European Union (EU)	Tel.: 2271828 Email: roshan.ARA@eeas.europa.eu	European Union Delegation to Pakistan, House No.9, Street 88, G-6/3, Islamabad
32	Ms Shukria Syed	UNDP/RAHA	C/o Kazim Shuaib Email: shuaib@ilo.org	
33	Mr Amir	UNDP/RAHA	C/o Kazim Shuaib	

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Labour economists				
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37	Dr Aliya Khan	Labour Legislation	Aliya: ahkhan@qau.edu.pk	
Implementing partners				
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40	Ms Anum Mughal,	Federal Ombudsman Office for Protection and Harassment against Women	11-A, Agha Khan Road, F-6/3, Islamabad Tel.: 9216079 Email support@midgr.com	

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| 42 | Mr Munibullah Khattak, Deputy Director | TEVTA, Peshawar | C/o Kazim Shuaib email: shuaib@ilo.org | |
| 43 | Ms Nausheen, Director (Standards and Curricula) Wing of NAVTTC | National Vocational and Technical Training Commission (NAVTTC) | Tel.: 9215385
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Annex 4 List of documents reviewed

No.	Author	Title and year
International Labour Organization (ILO)		
1.	ILO	Pakistan Decent Work Country Programme II, ILO Country Office for Pakistan 2010–15; 2010.
2.	ILO	Decent Work Country Profile PAKISTAN. 2014.
3.	ILO	Pakistan Decent Work Country Programme II – Annual Progress Report. 2013.
4.	ILO	Pakistan Decent Work Country Programme updated. 2015 (PowerPoint presentation).
5.	ILO	Decent Work Country Programmes, A Guidebook, Version 3. 2011.
6.	ILO	Women and the Future of Work Beijing + 20 and Beyond. 2015.
7.	ILO	Sindh Employment Trends 2013 Skills. 2014.
8.	ILO	Evaluation Summaries – Promoting the Elimination of Bonded Labour in Pakistan. 2010.
9.	ILO	The ILO in Pakistan (fact sheet).

10.	ILO	Decent Work Indicators for Asia and the Pacific – A Guidebook for Policy-makers and Researchers. 2008.
11.	ILO	Escaping Bonded Labour – The Journey to Freedom. 2014.
12.	ILO	ILO Pakistan Bi-Annual Newsletter, April 2014 Issue No. V.
13.	Ayesha Khan for ILO	Institutional Mapping Study of Social Protection Schemes in the Province of Khyber Pakhtunkhwa. 2013.
14.	ILO	GE4DE News Promoting Gender Equality for Decent Employment, Volume 6, February 2015.
15.	ILO	Strengthening National Capacities for international Labour Standards Compliance and Reporting in Pakistan.
16.	ILO	Promoting Gender Equality for Decent Employment Progress Report 2010–14.
17.	ILO	Pakistan Decent Work Country Profile Key Findings. 2014 (PowerPoint presentation).
18.	ILO	Report on the Review of the Decent Work Country Programme Bangladesh 2006–09.
19.	ILO	Report of the Committee of Experts on the Application of Conventions and Recommendations. Report III (Part 1A). 2013.

20.	ILO	Project Document for Labour Standards in Global Supply Chains: A Programme of Action for Asia and the Garment Sector. 2014.
21.	ILO	Combined Matrix of Constituent Priorities (CMCP) for Punjab and KPK DOLs, EFP and PWF.
22.	ILO	Pakistan DWCP II 2010–15: Matrix on Progress and Performance by Outcome.
23.	ILO	DWCP II Specific Outcomes – Self-Assessment by ILO Country Office for Pakistan.
24.	ILO	List of Conventions to Qualify for 'GSP Plus'.
25.	ILO	DWCP Outcome Sheets with Indicators for PAK 102, PAK 103, PAK 104, PAK 105, PAK 107, PAK 108, PAK 126, PAK 801, PAK 802, and PAK 826.
26.	ILO	LRP Project Updates and Progress Implementation.

United Nations

27.	United Nations Pakistan	One UN Programme I 2009–13 Final Report. 2014.
28.	United Nations Pakistan	Pakistan One United Nations Programme 2013–17.
29.	United Nations Pakistan	Flagship Programmes under One UN Programme II 2013–17.

Employers' Federation of Pakistan (EFP)

30.	EFP	Pakistan's National Business Agenda 2013; 2014.
31.	EFP	Report on Employment Trend Survey. 2010.
32.	EFP	Growth and Competitiveness Issues Restraining Business. 2010.
33.	EFP and ILO	Survey Report State of Women Employees in Industries/Private Sector Organizations of Pakistan. 2009.

Government

34.	Finance Division, Government of Pakistan	Pakistan Economic Survey 2013–14.
35.	Finance Division, Economic Adviser's Wing, Government of Pakistan	Statistical Supplement Pakistan Economic Survey 2013–14.
36.	Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD)	Measuring Decent Work in Pakistan – The Decent Work Country Profile at a Glance.
37.	MOP&HRD; Pakistan Bureau of Statistics; Labour and Human Resources Department, Punjab; Labour Department, Sindh; Labour Department, KP; Labour Department, Balochistan	Capacity Assessment for Labour Market Information (LMI) and International Labour Standards. 2014.

38.	Government of Sindh	Occupational Safety and Health Policy for the Province of Sindh. 2014.
39.	Federal Ombudsman Secretariat for Protection Against Harassment of Women at the Workplace	Laws and Rules Relating to Protection Against Harassment of Women at the Workplace.
40.	Ministry of Overseas Pakistanis	National Policy for Overseas Pakistanis 2013.
41.	MOP&HRD	Framework for International Labour Standard Compliance Support and Coherent Reporting on ILO Conventions. 2014.
42.	Ministry of Textile Industry	Textiles Policy 2014–19.
43.	Government of the Punjab	Project Concept Note for Skilling Punjab for Employment and Enterprise Development (SPEED). 2014.
44.	MOP&HRD	Notification of Federal Tripartite Consultative Committee. 2014.
45.	Provincial Governments of Balochistan, KPK, Punjab and Sindh	Notifications of Provincial Tripartite Consultative Committees. 2014.
46.	Sindh Government Gazette	Notification for Choosing Members of the Governing Body of the Provincial Employees Social Security. 2006.
47.	Pakistan Bureau of Statistics, Statistics Division, Government of Pakistan	Labour Force Survey 2012–13, 31 st Issue.

Others

48.	Social Policy and Development Centre, Karachi.	Profiling Rural Pakistan for Poverty, Inequality and Social Exclusion, Research Report No. 91. 2014.
49.	Oxfam Research Report	Multiple Inequalities and Policies to Mitigate Inequality Traps in Pakistan. 2015.
50.	Special report in <i>Dawn</i> , pp. 6–7, 4 January 2015	Labour Lost – Four Stories from across Pakistan that Illustrate the Problems Faced by the Working class. 2015.
51.	Zeenat Hisam, PILER, published in <i>Dawn</i> , 4 January 2015 http://www.dawn.com/news/1154891	Contract Work Woes
52.	The Pakistan Business Council	Road Map for Optimizing Pakistan’s GSP Plus Status. 2014.

Annex 5 List of **p**rojects under DWCP 2010–2015

CPO	Intervention Code	Intervention Title	Objectives	Total Amount (US\$)	Start Date	End Date	Donor
CPO1: Access to employment, including for vulnerable groups improved							
PAK103	PAK/10/03M/OUF	Empowering Vulnerable Groups through Employment, Education & Training (EET)	Since the 2005 World Summit of the United Nations General Assembly, international and national leaders have agreed that if their countries are to overcome poverty and achieve sustainable development they need to ensure full and productive employment and decent work for all. The ILO is thus helping member States adopt the decent work goals as national objectives.	1,600,770	15-Jul-10	31-Dec-13	One Pakistan Fund

	PAK/13/01/HSF	Livelihood Restoration & Protection and Sustainable Empowerment of Vulnerable Peasant Communities in Sindh Province	The overall goal of the Project is “to restore and protect the livelihoods and empower the poor and vulnerable peasants (men, women, boys and girls) dependent on feudal and tribal landholding and farming systems and affected by droughts, floods and insecurity”.	1,056,618	01-Feb-13	31-Jan-16	United Nations Trust Fund for Human Security (UNTFHS)
	RAS/12/07/EEC	The South Asia Labour Migration Governance Project	The project aims to promote the management of labour migration from South Asia, to ensure effective protection of the rights of vulnerable migrant workers, enhance the development impact of labour migration and reduce irregular flows.	540,940	01-Jun-13	31-May-16	European Commission
PAK104	PAK/87/315/34	Skills Development of Temporary Displaced Persons (TDPs)	To create short term employment opportunities for the IDPs through identification of skills	100,000	01-Nov-14	15-Apr-15	UNDP

	PAK/14/01/PCM	Support Pakistan Carpet Manufacturers and Exporters Association (PCMEA) for establishing Carpet Weaving Training Institute in Punjab	The main objective of the project is to support PCMEA for establishing an industry-led, sustainable and competency based Training Institute for young women and men from vulnerable communities.	92,820	01-Jul-14	31-May-15	PCMEA
	PAK/09/03M/CAN	Promoting Gender Equality for Decent Employment	<p>The project has three distinct but integrated components:</p> <ol style="list-style-type: none"> 1. Strengthening national mechanisms to promote equal employment opportunities for women 2. Enhancing skills and employability of poor women in rural and urban areas of selected districts 3. Strengthening capacity of media to raise awareness on issues related to working women 	8,042,791	15-Apr-10	30-Apr-16	Canadas Department of Foreign Affairs, Trade and Development (DFATD)

CPO2: Constituents actively supporting the social protection floor initiatives

PAK105	PAK/12/50/JPN	Social Protection Floor initiatives in Khyber Pakhtunkhwa (KP) Province	The project aims for implementation of social protection floor and enhancing the coverage of social protection to maximum level in province of KP	226,222	03-Dec-12	30-Sep-15	Japan Social Safety Net Funds in Asia and Pacific
CPO5: Constituents actively promoting and supporting the eliminations of child labour, including its worst forms							
PAK102	PAK/08/03/EEC	Combating Abusive Child Labour-II	The Overall Objective of the Project is to contribute to the Government of Pakistan's efforts to eliminate child labour, including its worst forms (WFCL).	6,001,609	01-Apr-08	31-Dec-13	European Commission
CPO 6 – Constituents actively promoting and supporting the elimination of forced/bonded labour							
PAK106	PAK/10/02M/USA	Strengthening Law Enforcement Responses and Actions against Internal Trafficking and Bonded Labour in Sindh & Punjab Provinces, Pakistan	This project will contribute to the elimination of bonded labour and to address the needs of bonded labourers and their families in Pakistan	737,249	01-Oct-10	30-Sep-13	The U.S. Department of State's Office to Monitor and Combat Trafficking in Persons (G/TIP)

CPO7: strengthened capacity of Pakistan to ratify and apply fundamental conventions and fulfil reporting obligations							
PAK826		Strengthening ILS Compliance and Promoting Responsible Workplace Practices in Pakistani Textile Industries	To promote Decent Work in Textile Industry in Faisalabad.	110,000	17-Feb-15	01-Jan-18	PTEA has contributed \$1.9m and this should be reflected here
	PAK/14/01/RBS	Strengthened Capacity of Constituents to Address Unacceptable Forms of Work in the Garment Sector in Pakistan	This project complements the efforts of the ILO in Pakistan to strengthen the capacity of constituents to address unacceptable forms of work in garment sector. Subsequently, improving ILS ratification, application and compliance level through better labour administration and legislative reform.	221295 SHOULD BE 386800? (2 ALLOCATIONS OF RBSA)	01-Jul-14	30-Sep-15	RBSA
	PAK/11/01/HCR	Decent Work Deficit of Women/Children from Afghan Refugees/Host Communities in Pakistan	Promoting the Educational needs of Child Labourers and their Mothers from Afghan Refugees/Host Communities	153,866	01-Oct-11	31-Oct-13	UNHCR

PAK107	PAK/14/03/NET	Assessment of Labour Inspection and Occupational Safety & Health in Pakistan	The project aimed to: a. Develop document on 'Labour Inspection Audit' b. Develop document on 'OSH Profile'	32,938	01-Jun-14	30-Nov-14	Netherlands
	RAS/14/03/FRG	Labour standards in global supply chains: A programme of action for Asia and the garment sector	Global, regional and country level intervention in Pakistan, Indonesia and Cambodia, designed to strengthen Decent Work conditions within the garment industry across south Asia.	2,366,077 (total project budget for three countries)	01-Dec-14	01-Nov-15	BMZ, the German Federal Ministry For Economic Development and Cooperation

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