

Fundamental Principles and Rights at Work in the Cotton Supply Chain

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Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Report of Project

Final Internal Evaluation

PAK/17/50/INX (106351) – INDITEX

10 May 2017 to 31 March 2023

ILO Country Office-Islamabad

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Acronym

CEACR	(ILO) Committee of Experts on Application of Conventions and Recommendations
DWCP	Decent Work Country Programme
EFP	Employer' Federation of Pakistan
FAO	Food and Agriculture Organization of the United Nations
FBR	Federal Board of Revenue
FPRW	Fundamental Principles and Rights at Work
GDP	Gross Domestic Product
GOP	Government of Pakistan
HDI	Human Development Index
ILO	International Labour Organization
ILS	International Labour Standards
INDITEX	Industria de Diseño Textil SA
NIC	National Identity Card
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Development
OECD DAC	Organization for Economic Co-operation and Development's Development Assistance Committee
OSH	Occupational Safety and Health
PIRA	Punjab Industrial relations Act, 2010
SAFWCO	Sindh Agricultural and Forestry Workers Coordinating Organization
SIRA	Sindh Industrial Relations Act, 2013
PKR	Pakistani Rupee
PWF	Pakistan Workers' Federation
WWF-Pakistan	World Wide Fund for Nature Pakistan

EXECUTIVE SUMMARY

Context and the Project

The agriculture sector, through its livelihood and job opportunities, its strength of foreign exchange earnings, and as the main provider of nutritional and food supplies for the country of over 235 million people (2022),¹ is massively significant for Pakistan's economy, food security and social fabric. Pakistan is the fifth largest producer of cotton in the world. Cotton and textile products account for around 60 per cent of the country's overall exports, contributing some 0.6 percent to the GDP and 2.4 per cent of the value added in agriculture. While cotton crop production increased by almost 18 per cent in fiscal year (FY) 2021-22 from the previous year due to higher yields, it missed its target and the area under cotton crop cultivation declined.² Unable to cope with high production costs, high crop maintenance, difficulties in repaying credit, poor quality seeds and crop failure, many farmers are switching to more profitable crops entirely or in part. Cotton workers (mainly women) work long hours without knowledge of or regard to their fundamental rights at work, or the need for their children to be educated. Many are on a perpetual search for work, better work, as they transit from farm to farm and village to village.

In this context, the INDITEX funded ILO Project, *Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain*, (hereafter referred to as the "FPRW Project " or "the Project"), was implemented to promote respect for fundamental principles and rights at work (FPRW) in the cotton producing communities in Sindh and Punjab Provinces.³ Within the framework of the Pakistan Decent Work Country Programme (the extended DWCP–III 2016–22), the Project's objective *to improve respect for fundamental rights at work for a sustainable cotton supply chain* was to be achieved through three mutually reinforcing outcomes, supported by six outputs. The outcomes are: (1) improved knowledge base on FPRW in the cotton supply chain; (2) enhanced respect for fundamental principles and rights at work in the cotton growing communities; and (3) contribution to meaningful social dialogue platform and engagement on FPRW at the industry level.

The Project was implemented in selected areas of Punjab's districts of Multan, Bahawalpur and Vehari and Sindh's districts of Mirpur Khas and Sanghar, through, and in collaboration with stakeholders. These included mainly ILO's tripartite constituents, the Governments of Sindh and Punjab (Departments of Labour), the Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF). Activities were also implemented by Sindh Agricultural and Forestry Workers Coordinating Organization (SAFWCO), the World Wide Fund for Nature – Pakistan (WWF-Pakistan), among others.

¹ Source: The World Bank Data: Pakistan

² Fiscal year in Pakistan starts 1 July and ends 30 June. Cotton production reporting follows the same.

³ The Project was funded as part of a global programme by Industria de Diseño Textil SA (INDITEX) through the ILO-INDITEX global public-private partnership initiative.

Evaluation approach and methodology

The overall approach of the evaluation is goal-based, and it is consistent with the ILO's Results-Based Management (RBM) system, seeking to evaluate the FPRW Project through the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) evaluation criteria of relevance (and validity of design), coherence, effectiveness, efficiency, impact and sustainability. To the extent possible, the Project's contribution to policies, initiatives, knowledge, understanding, and personal and societal responses have been evaluated. An attempt has been made to assess the integration into Project design and implementation of cross-cutting policy-drivers and issues.⁴

The methodology included quantitative and qualitative data from the Project reports and documentation, seven constituent and stakeholder interviews with ten key informants (virtual), three beneficiary focus group discussions with 23 (female 17 and male 6) beneficiaries (virtual), relevant non-project documents, exchanges with ILO Project staff and reliable media sources. In assessing and drawing conclusions of the evaluation, particular attention was paid to data disaggregation by sex and by age, although the latter was not generally available. Validation of responses and information was done through triangulation.

Findings

Key findings as related to the evaluation criteria are:

- **Relevance**

Key Finding 1. The FPRW Project was highly relevant to the needs and capacities of constituents, partner institutions, donor priorities and the beneficiaries.

Key Finding 2. The FPRW Project outputs and outcomes were conducive to improved integration and implementation of some cross-cutting issues within relevant policies and actions of partner institutions and the target cotton producing communities.

Key Finding 3. Social dialogue interactions enhanced the relevance of important activities and outputs of the FPRW Project; these are policy outputs, normative action and commitments on fundamental rights at work.

Validity of Design

Key Finding 4. The Project design was aligned with the stated limited capacities of implementing partners. However, the absence of the Project's theory of change or other strategic results frameworks hampered adequate measurement of progress, results and trends during the evaluation and most likely during implementation.

⁴ In the context of this evaluation the cross-cutting issues are: gender equality, international labour standards, non-discrimination (including wages and migratory status), social dialogue, COVID-19 responsiveness and a just transition to environmental sustainability.

Project Adjustments

Key Finding 5. The relevance of the FPRW Project to the constituents, partners and beneficiaries and its coherence with the national and ILO contexts were maintained through the 2020 COVID-19 pandemic and the 2022 flood adjustments.

- **Coherence**

Key Finding 6. The FPRW Project was aligned with and contributed to development and sectoral policies in Pakistan through impacts in the provinces of Sindh and Punjab, DWCP Pakistan, and the UN Pakistan programme.

- **Effectiveness**

Key Finding 7. The FPRW Project was effective in achieving its objective to “improve respect for FPRW for a sustainable supply chain” through its three successful outcomes:

Outcome 1. An improved knowledge base on FPRW in the cotton supply chain

Key Finding 8. The report of the *Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan*, is potentially a significant contribution to the knowledge base on FPRW in the cotton supply chain, but it had not been disseminated at close of Project as stakeholder comments were awaited.

Key Finding 9. The Project’s strategic layered approach to community engagement and capacity development through a variety of awareness raising and training activities, and culturally sensitive and localized delivery, was effective groundwork for introduction of respect for FPRW.

Outcome 2. Enhanced respect for FPRW in cotton growing communities

Key Finding 10. ILO constituents, Provincial Governments, EFP and PWF, were effective in their outreach to the cotton growing communities through their networks and by partnering with community-based organizations, including SAFWCO.

Key Finding 11. Organizing farmers and cotton workers and subsequently the formation of farmers’ associations and cotton workers trade unions in Sindh and Punjab are significant achievements with sustainable impacts but will need continued regional and provincial support as they gain strength.

Outcome 3. meaningful social dialogue and engagement on FPRW at the industry level

Key Finding 12. An enabling environment for fundamental rights at work was bolstered through strengthened social dialogue, capacitated institutions, policy and normative advocacy and strategic visioning for sound labour relations.

Key Finding 13. Overall, monitoring of the Project’s performance and results as pertaining to outputs and reflecting on the objective and outcomes in a log frame structure was effective. Largely narrative reports from implementing agencies provided detailed and sound account of results and impact. There was no consistent results framework.

- **Efficiency**

Key Finding 14. Collaboration and cost-sharing of outputs and activities, specifically with the EU-funded CLEAR Cotton project, resulted in efficiency gains, as did collaboration with ILO constituents and other competent partners.

Key Finding 15. While implementation delays due to external factors were unavoidable, timely recruitment and placement of the national project coordinator by the Country Office could have avoided the lengthy start-up delay.

- **Impact**

Key Finding 16. The project contributed to a great extent to changes in the target beneficiaries through a trifold approach on FPRW, including:

- Empowering them with knowledge and information that can be used to understand and seek improvement in fundamental rights at work in their daily lives;
- Creating/enhancing the FPRW supportive environment through formation of farmers' association and trade unions, and nudging policy, normative and institutional changes; and
- Strengthening the institutional support, particularly through linkages to services and benefits.

Key Finding 17. The FPRW Project contributed to positive changes in the cotton supply chain at the community level in Punjab and Sindh by capacitating the farmers and workers, particularly women workers, to understand their rights at work, to develop confidence, to gain support of workers' groups, and to negotiate and incrementally realized these rights.

- **Sustainability**

Key Finding 18. Personal, community and institutional systemic capacities for an enabling environment for sustainability exist, but at a somewhat lower level than needed to sustain the impact robustly.

Key Finding 19. It is likely the implementing partners will continue in their supportive role, though with reduced intensity and scope, but the ILO's support will be needed in sustaining the effects over time.

Conclusions

Overall, the Project was highly relevant, effective and impactful with high degree of replicability and scalability, provided that resources and expertise are made available while momentum is high. Diffusion is already taking place and can be strengthened with support. Efficiency could have been higher if recruitment and activity startup delays had been avoided. A well-articulated country-specific strategy paper, a robust results framework and a project information system, supported by additional staff would have served the Project well. An important, but somewhat overlooked achievement of the Project was bringing together provincial level officials with the cotton workers and trade union members, particularly in the far flung areas.

Lessons learned

The following lessons were identified during the course of the evaluation. They were significant from the Project's perspective, and each is applicable in different contexts. Some identified lessons contributed to the Project's effectiveness. Others allowed to understand what hindered the Project's smooth delivery in some respect. In both cases, they are a source of useful learning. The lessons are as follow:

Flexibility in Project design and operations can help achieve project objectives by enabling swift adjustments in programme or operational implementation, particularly when warranted by internal or external conditions. Another lesson was that **competent local professional resource persons** can enhance stakeholder engagement and participation in Project activities and facilitate their learning. **Leveraging ILO advantage** added value to the Project. **Involvement of all key stakeholders** is important, even if they do not have a direct role in implementation. Another lesson was that **understanding cotton farming, patterns and cultural sensitivities** leads to more appropriate and effective programming.

However, the absence of a **Project knowledge and information system and capacity** hindered the collection, curation, dissemination and feedback on an ongoing basis and the absence of a **results framework** and SMART indicators limited monitoring data and data for more robust evaluation analysis.

Emerging successful strategies

The emerging good practice identified in the Report contributed directly to the Project objective of improving respect for fundamental principles and rights at work (FPRW) for a sustainable cotton supply chain, and to its three outcomes. They were significant to the Project, replicable and applicable in different contexts.

Among these practices is the **two-pronged strategy of increasing productivity and applying FPRW**, which helps develop capacities and amplify connectivity between the two. Finding **strength in organizing** into trade unions and farmers' associations in cotton producing areas in Sindh and Punjab, Pakistan was another good practice. Further to this was the practice of committing to **grassroots level bi-lateral agreements** to realize FPRW in cotton producing areas in Sindh and Punjab, Pakistan.

The practice of **transforming FPRW concepts into practices** in the beneficiaries' day-to-day lives lead to initial steps in understanding and applying FPRW, while **building local resources and capacity**, particularly for women, in cotton growing communities, were efforts at sustaining impact. Also cited as emerging good practice is the planning and implementation of **exit strategies** by key implementing partners. Another good practice was the **collaborative social partner advocacy for legal reform**, which can be effective in bringing agriculture workers and farmers under the ambit of the labour law and enhancing protection of women agriculture worker rights.

Recommendations

Following are recommendations arising from the final evaluation (including stakeholder consultations), the previous self-evaluation, and the mapping report, *“The Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan”*. The recommendations are interconnected and interdependent. For maximum impact they would need to be implemented through a comprehensive programme of action as proposed in the first recommendation below. However, they can be implemented through a modular approach as opportunities arise.

- 1) Develop and implement a multi-stakeholder, four-province human-centred cotton sector supply chain project.
- 2) Support the diffusion of the FPRW Project interventions model while the momentum and interest are high.
- 3) Prepare and disseminate a simple “how-to” guide documenting methodically and step-by-step the Project strategies and experience that led to successful practices to aid in diffusion and replication
- 4) Develop and implement a FPRW *capacity development programme*, with a focus on the cotton supply chain, at the institutional and individual levels through traditional and innovative approaches and underpinned by locally developed *multi-media community-based campaigns* to promote decent work practices, respect for FPRW.

The target groups for the capacity programme include:

- Concerned government departments at the federal, provincial and district level, including labour inspectors, extension service workers;
- Employers’ and workers’ organizations, community-based and non-governmental organizations;
- At farm level for workers, farmers, input providers, intermediaries (*beoparis* and *arthis*), members of the market committees, other trade committees, community level non-governmental organizations and other bodies;
- Agriculture universities and research institutes, particularly those with existing extension agriculture programmes or with a potential to develop programmes that can connect university students and faculty with cotton growers for mutual learning.

In addition to capacity building on fundamental principles and rights at work, the ILO should, in collaboration with the social partners, provide business training to farmers, including workforce management, negotiations, marketing, planning, and business expansion.

- 5) ILO should continue to support *legal and policy reform* and advocacy for a more equitable and enabling environment for cotton production that fosters respect for

FPRW, particularly amendments to the provincial industrial relations laws to extend coverage to agricultural workers and employers in regard to registration of trade unions and collective bargaining.

- 6) ILO should continue to enhance the FPRW knowledge base through *analytical research* and strengthened *information systems* on FPRW in the cotton supply chain in Pakistan. It must further ensure timely dissemination of knowledge and information, including the mapping and other reports produced under the Project.

Recommended topics include, but are not limited to the following: the role of the local traders/commission agents (*arthi* and *beopari*) in the cotton trading market and the cotton growing community; an understanding of the impact of cotton taxation, including cess, on the cotton growing communities; understanding gender equality: challenges and opportunities in cotton production, off-farm and on-farm, in which adults and children engage; understanding the work of children in cotton production and support activities, including domestic and other non-farm/caring responsibilities as a result of their parents work in cotton production; analytical research on the role of human infrastructure in achieving cotton yield targets. The evaluation also recommends *research partnerships*, *research advisory group*, and involving *experienced research institutes* (such as the Central Cotton Research Institute – CCRI) and universities in Pakistan.

- 7) More robust gender dimensions and cross-cutting issues in programme design and implementation, including of implementing partners.
- 8) The Project would have benefited from a steering or advisory committee in guiding it and bringing all the key stakeholders to the table. It is recommended that any future project on the subject consider such a committee.
- 9) Coordinating mechanism and sharing platform: with numerous on-going or recently closed ILO and non-ILO projects focusing on cotton, the supply chain or international labour standards, there is need for better coordination, information sharing and learning. One possibility would be a virtual forum for sharing of experiences, tools and knowledge.

1.INTRODUCTION

1.1. Project background

1.1.1. Context

The significance of the agriculture sector for Pakistan's economy and social fabric is massive in respect to the livelihood and job opportunities it provides, the strength of its foreign exchange earnings, the supplies of food for the country of over 235 million people (2022),⁵ and industrial material, and as a shield for devastating environmental impacts. Over 64 per cent of rural population is related directly or indirectly to agricultural activities. Pakistan's economy grew in the fiscal year 2021-22, with GDP growth at 6 per cent, compared to 5.7 per cent in FY 2020-21. The agriculture sector expanded by 4.4 per cent from 3.5 per cent growth in FY 2020-21, surpassing its growth target of 3.5 per cent. Half the growth in agriculture value addition came from the livestock sub-sector. Cotton and textile products account for around 60 per cent of the country's overall exports, contributing some 0.6 percent to the GDP and 2.4 per cent of the value added in agriculture. Pakistan is the fifth largest producer of cotton in the world. Cotton crop production of 8.3 million bales in FY 2021-22 increased by almost 18 per cent from the previous year due to higher yields, but it missed its target by 2.2 million bales. However, Pakistan's higher cotton production during FY 2021-22 did not meet the sector's demand, leading to rise in cotton prices and import of raw cotton to meet the domestic demand.

At the same time, the area under cotton crop cultivation declined as growers moved to other crops, particularly sugarcane and maize that is gaining popularity in Punjab. Cotton is a high-cost and high-maintenance crop. A major issue in the decline in cotton production is the genetic base of cotton germ plasm, which is highly prone to diseases and pest attacks.

Punjab, the largest cotton producing province, saw a double-digit increase in yield in FY 2021-22, which off-set the decrease in area under cotton cultivation. In Sindh, production grew by 61 per cent, area covered increased by 25 per cent and yield by almost 29 per cent. Higher prices for cotton in the local and international markets contributed to the increase in cotton production, bringing with it rising employment opportunities in the cotton textile sector, which rose significantly in Sindh and Punjab. Cotton ginning grew by over 9 per cent.

Vulnerability in Pakistan's employment is high. Of its total employment, 55 per cent is vulnerable, over 27 per cent is working poor (earning US\$3.20 or less per day) and gender equality is low, putting women at a disadvantage (UNDP 2020).⁶ The mix of vulnerability, working poverty, gender inequality and paucity of respect for FPRW make cotton production in the cotton growing communities highly challenging, particularly for women and girls and puts children at risk of child labour. Women and girls overwhelmingly do the manual labour in cotton production, but their

⁵ The World Bank Data: Pakistan

⁶ UNDP. Human Development Report 2020: Briefing Note for Pakistan
UNDP Human Development 2020: Country Profile – Pakistan
Pakistan's female HDI value at 0.456 is lower than for males at 0.612

role in ownership, management, marketing and selling is limited. Also challenging is their access to land ownership, training, new or appropriate technologies and credit finance.⁷

Agriculture lending for borrowers with small (subsistence) holdings increased by about 19 per cent, while that for borrowers with larger holdings declined by almost 20 per cent. Most likely, the large farmers were financially well-placed and avoided the high interest loans, but the small growers had to rely on credit to handle economic shocks (Pakistan, Finance Division, 2022, ch-3).⁸

The Government, recognizing that “gender inequality is a deep-rooted menace in Pakistan that is potentially hampering its socio-economic advancement and progress” has prioritized gender equality as a high priority goal. The federal and provincial governments have launched programmes and legislative measures to address gender inequality (Pakistan, Finance Division 2022, ch-12). Among these are the *National Gender Policy Framework – 2022*, and Sindh Government’s *Sindh Women Agricultural Act, 2019*. The COVID-19 pandemic impacts were severe from many perspectives but “women were affected across the board. They lost their livelihoods faster because they are more exposed to hard-hit economic sectors” (Pakistan, Finance Division, 2022, ch-12).⁹

The ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) has called for amendment of federal and provincial Industrial Relations Acts to expressly cover all agricultural workers, including those in the informal sector, and, acknowledging that amendments are being made, it has raised concerns regarding freedom of association, collective bargaining, industrial relations, discrimination, equality of opportunity and treatment.¹⁰

1.1.2. The Project

In this context, the INDITEX funded ILO Project, *Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain*, (hereafter referred to as the “FPRW Project “ or “the Project”),¹¹ was implemented with the objective *to improve respect for fundamental rights at work for a sustainable cotton supply chain*, within the framework of the Pakistan Decent Work Country Programme (the extended DWCP–III 2016–22).¹² The Project’s objective was to be achieved through three outcomes, with a total of six outputs, as in Figure 1.

⁷ ILO Pakistan. 2021. *Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan* (draft)

⁸ Pakistan, Ministry of Finance, Finance Division. (2022). *Pakistan Economic Survey 2021-22*. Chapter 3: Agriculture

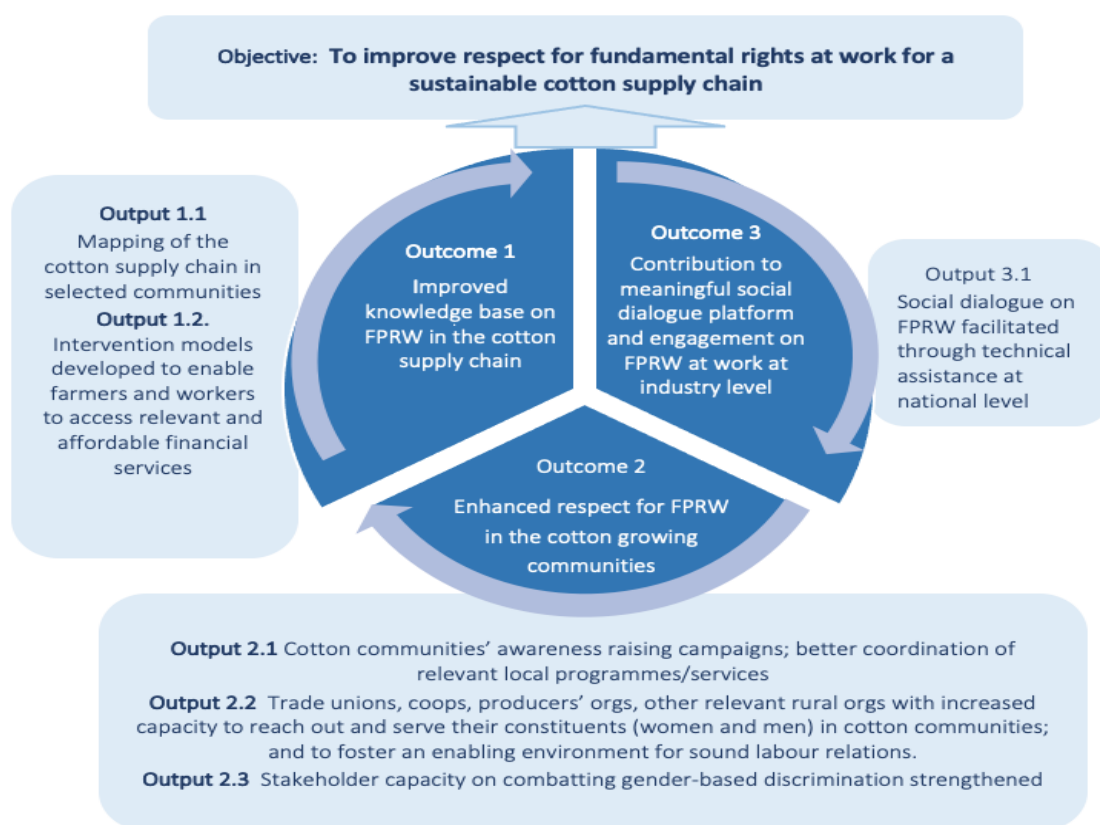
⁹ Pakistan, Ministry of Finance, Finance Division. (2022). *Pakistan Economic Survey 2021-22*. Chapter 12: Population, Labour Force and Employment

¹⁰ ILO. *Application of International Labour Standards 2023: Report of the Committee of Experts on the Application of Conventions and Recommendations. International Labour Conference 111th Session, 2023*

¹¹ The Project was funded as part of a global programme by Industria de Diseño Textil SA (INDITEX) through the ILO-INDITEX global public-private partnership initiative.

¹² The DWCP is developed by the Ministry of Overseas Pakistanis and Human Resource Development with technical support of the ILO and in consultation with the employers’ representative (Employers Federation of Pakistan), the workers’ representative (Pakistan Workers Federation) and other stakeholders.

Figure 1. Project Objective, Outcome and Outputs



Box 1. Fundamental Principles and Rights at Work (FPRW)

International labour standards, the legal treaties in the form of Conventions and Protocols are shaped by Governments, employers' and workers' representatives from ILO member States. These treaties are legally binding once ratified by member States.¹³ Accompanied or stand-alone Recommendations are non-binding and provide policy and implementation guidance. FPRW are covered by ten interdependent and mutually reinforcing ILO labour rights Conventions and one Protocol. They are designated as Fundamental Conventions and enshrine rights and principles in five critical areas that constitute the framework of the ILO Declaration on Fundamental Principles and Rights at Work (ILO 1998, amended 2022). Member states are obliged to respect and promote FPRW, irrespective of whether they have ratified these Conventions and the Protocol. The ILO Conventions, and their accompanying Recommendations set minimum standards and guide social policies.

The Fundamental Conventions and Protocol are:

- Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87)
- Right to Organize and Collective Bargaining Convention, 1949 (No. 98)
- Forced Labour Convention, 1930 (No. 29); and its 2014 Protocol
- Abolition of Forced Labour Convention, 1957 (No. 105)
- Minimum Age Convention, 1973 (No. 138)

¹³ ILO: Conventions and Recommendations

- Worst Forms of Child Labour Convention, 1999 (No. 182)
- Equal Remuneration Convention, 1951 (No. 100)
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
- Occupational Safety and Health Convention, 1981 (No. 155)
- Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)

Pakistan has ratified eight the Conventions of the first four areas: freedom of association and effective recognition of the right to collective bargaining; elimination of all forms of forced or compulsory labour; effective abolition of child labour; and elimination of discrimination in respect of employment and occupation. It has not ratified the 2014 Protocol on forced labour and two Conventions in the fifth area of the right to a safe and healthy working environment.

The Project started in May 2017 and ended 31 March 2023. It was extended by 38 months to make up for field implementation delays caused by the COVID-19 pandemic and internal delays in recruitment of the national coordinator. The final stage was devoted to preparing and implementing exit strategies. In 2021, the Project was revised and extended by one year to strengthen and scale up successful strategies, prepare and implement exit strategies and draw lessons. (See table 1.)

Table 1. Project duration and extensions

Start date	Extensions	Duration	End date
10 May 2017	Initial project duration	36 months	30 June 2020
1 July 2020	extension1	15 months	30 Sep 2021
1 Oct 2021	administrative extension	8 months	31 Dec 2021
1 Jan 2022	extension 2	12 months	31 Dec 2022
1 Jan 2023	extension 3	2 months	28 Feb 2023
1 Mar 2023	final administrative extension	1 month	31 Mar 2023

A general overview of Project implementation shows it moving along five broad stages along which it experienced a lengthy start-up delay, as well as the overwhelming uncertainties of the COVID-19 pandemic and other uncertainties as the Project sought and received extensions to be able to complete the cycle of activities that had been planned. The table below provides a rough illustration of these phases.

Table 2. Project stages

2017-2018	2018-2020	2020-2021	2021-2022	2023
Inception, stakeholder consultation and planning	Start of Implementation	COVID-19 Programme Adjustment. Halting/slowing of activities	Implementation; consolidation. Exit strategies implemented	Project closure

The Project was implemented in selected areas of Punjab's districts of Multan and Bahawalpur and Vehari and Sindh's districts, Mirpur Khas and Sanghar, with capacity building activities in Karachi and Hyderabad cities in Sindh and Lahore in Punjab. The initial strategic planning workshop was conducted in Islamabad. A multitude of villages was covered through different activities. For instance, SAFWCO implemented in 22 villages in two union councils in Sanghar district (See annex 4 for the complete list of villages that SAFWCO was active in).

Table 3. Project implementation areas: tehsils, talkas, cities

Province	District	Tehsils/Talkas
Punjab	Multan	Multan and Shujaabad tehsils.
	Bahawalpur	Hasilpur and Bahawalpur tehsils
	Vehari	Burewala and Vehari tehsils
	Lahore	Lahore city
Sindh	Karachi	Karachi city
	Hyderabad	Main city Hyderabad
	Mirpur Khas	Mirpur Khas, Shujabad and Kot Ghulam Muhammad tehsils/talkas
	Sanghar	Sanghar, Shahdadpur and Tando Adam tehsils/talkas.

Implementing partners of the Project included ILO's tripartite constituents: Governments of Sindh and Punjab (Departments of Labour), the Employers' Federation of Pakistan (EFP) and Pakistan Workers Federation (PWF); together with Sindh Agricultural and Forestry Workers Coordinating Organization (SAFWCO), the World Wide Fund for Nature – Pakistan (WWF-Pakistan), among others.

1.2. Evaluation Background and Purpose

1.2.1. Evaluation Background

The Final Internal Evaluation of the Pakistan component of the multi-county project, *Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain*, covers the period from May 2017 to 31 March 2023. Implementation of activities commenced in 2018 in five cotton producing districts, namely, Multan, Bahawalpur and Vehari in Punjab Province and Mirpur Khas and Sanghar in Sindh Province of Pakistan.

The evaluation conforms to the scope and purpose presented in the ILO Terms of Reference (TOR) for FPRW Project (Final) Internal Evaluation, with guidance drawn from ILO Evaluation's guidelines, tools and protocols and those of the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) (See annex 1 for TOR).

The overall approach of the evaluation is goal-based and consistent with the ILO's Results-Based Management (RBM) system, and it uses the OECD evaluation criteria of relevance (and validity of design), coherence, effectiveness, efficiency, impact and sustainability. To the extent possible, the Project's contribution to policies, initiatives, knowledge, understanding, and personal and societal responses have been evaluated. An attempt has been made to assess the integration into project design and implementation of cross-cutting policy-drivers and issues. Among these are gender equality, international labour standards, non-discrimination (including wages and

migratory status), social dialogue, COVID-19 responsiveness and a just transition to environmental sustainability.

The Project underwent a self-evaluation in 2021 for the period May 2017 to 31 December 2021. A self-evaluation, covering the period May 2017 through 31 December 2021, was undertaken by the Project prior to its extension. As the extended period had significant results, the Project felt the need for a Final Evaluation. The current evaluation builds on the previous self-evaluation and retains its recommendations where still relevant.

1.2.2. Purpose of Evaluation

The Project's overall objective was to contribute to conditions of decent work, with a particular focus on FPRW in the cotton growing communities along the cotton supply chain. In the context of the FPRW Project and evaluation the term "cotton supply chain" is a general reference and does not pertain to the supply chain of any specific manufacturer. The stated overall purpose of this final Project evaluation is to comprehensively capture achievements, strengths, gaps, and learnings as related to Project implementation and the achievement of its three outcomes.

More specifically, the two-fold purpose of the evaluation is:

- Comprehensive assessment of the Project's FPRW interventions through established criteria including Relevance (and validity of design), Coherence, Efficiency, Effectiveness, Impact and Sustainability.
- Evidence-based findings, lessons learned, emerging good practices and actionable recommendations to facilitate adapted replications, scaling and diffusion of the Project's intervention strategies.

1.3. Methodology

1.3.1. Data collection

The evaluation draws on quantitative and qualitative data from the Project's donor and implementing agency reports and documentation, key informant interviews, relevant non-project documents, ILO Project staff and reliable media sources.

The evaluation involved a desk review of documents recommended and provided by the ILO Project team. These included Project and non-project documents, ILO templates and guidance material. Additional resource documents relevant to the evaluation were researched and identified by the consultant. (List of documents reviewed is provided in annex 3.)

The Project, together with the consultant, identified key informants for interviews. Virtual interviews were conducted with ILO tripartite constituents, implementing partner agencies, beneficiaries, and others. A total of seven key informant interviews and three beneficiary group discussions were conducted virtually with some 35 participants including officials from the Ministry of Overseas Pakistanis and Human Resource Development and Sindh Department of Labour, leadership and officials from the Employers Federation of Pakistan (EFP), Pakistan Workers' Federation (PWF), and the Sindh Agriculture and Forestry Workers Coordinating

Organization (SAFWCO). Interviews were also conducted with the Central Cotton Research Institute (CCRI) Multan, and Bahawalpur Chamber of Commerce and Industry (BCCI).

Group interviews were conducted with Project beneficiaries, mainly women cotton pickers and cotton farmers from Sindh's Sanghar district and Punjab's Multan and Bahawalpur districts. The participants in the group interviews were mainly beneficiaries of Project action implemented by PWF and SAFWCO or associated with the activities. According to information available for the evaluation the considerations for selection of participants in the group interviews included a good representation of the two provinces, districts, tehsils and villages covered by the activities implemented by PWF and SAFWCO; and their availability and willingness to participate and undertake travel to the meeting point. Also considered was their involvement or association with the different activities so they could speak from personal experience. Some were active members of the newly formed trade unions under the Project, others were parents who had enrolled their out-of-school children in schools as a result of the Project; and some were farmers who had signed model agreements developed under the Project. Among them were young female volunteers who had actively participated in the community level advocacy and awareness raising of FPRW.

In terms of gender, the Multan and Bahawalpur (Punjab) interview included ten participants. Of these, 50 per cent were women. The men were all farmers and the women were mainly workers, with one being an adolescent child of a worker who had returned to school. Of the 15 participants in the interview in Sanghar (Sindh) 14 were women and one was a man with disability who was a beneficiary and an advocate for promoting FPRW. The participation of almost all females in the interview was reflective of the gender dimension of the cotton workers, who were the focus of SAFWCO's intervention. The participants in Sanghar district were from six villages and two tehsils.

The stakeholder interviews, of about 30 to 45 minutes each, were semi-structured. Some group interviews were longer to maximize beneficiary participation. Within the framework of the evaluation criteria, the interviews sought to draw on the experiences, views and perceptions of the diverse stakeholders and to assess the Project's impact and sustainability

(See Annex 2 for key informant interview schedule and participants.)

1.3.2. Limitations of the evaluation

The main limitation faced by the evaluation was an inadequate results framework. This limited a more precise determination of results, but also of possible gaps and challenges. It is also possible that some notable achievements did not come to the forefront due to lack of the measurement.

2. ANALYTICAL FRAMEWORK AND KEY FINDINGS

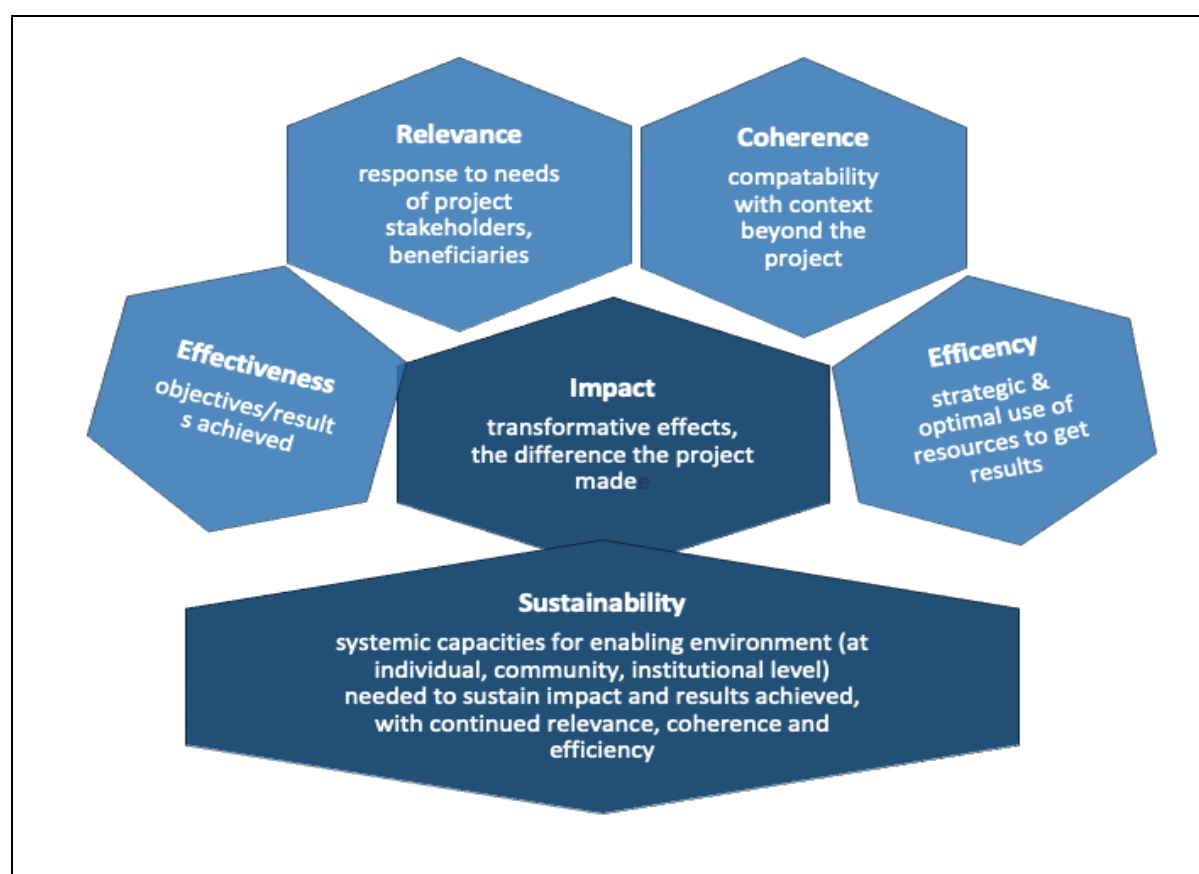
2.1. Evaluation criteria

The evaluation conforms to the scope and purpose presented in the ILO Terms of Reference (TOR) for FPRW Project Final Evaluation, follows ILO Evaluation's guidelines, tools and protocols and draws on the OECD DAC evaluation guidance.

The overall approach is goal-based and consistent with the ILO's Results-Based Management (RBM) system, using the evaluation criteria of relevance (and validity of design), coherence, effectiveness, efficiency, impact and sustainability, the evaluation sought to understand, and where possible, measure (figure 2).

Below are the key concepts as associated with the criteria in this evaluation.

Figure 2. Evaluation criteria



- **Relevance:** The extent to which the Project responded to, was aligned with or was consistent with the needs of the stakeholders and beneficiaries.
- **Coherence:** The extent to which the Project was compatible with the broader and higher sphere of national, sectoral or organizational context, including, but not limited to the Pakistan Decent Work Country Programme (DWCP), the national development plan or programme, any agricultural policies or programmes or those in the informal sector,

women's work, or any work related to reporting on the FPRW, or the Agenda 2030 Sustainable Development Goals (SDGs).

- **Effectiveness:** the extent to which the results/objectives of the Project were achieved.
- **Efficiency:** optimal and strategic use of resources in an economic and timely manner – measure of how well the Project used its resources (money, expertise, time and effort) to achieve its results.
- **Impact:** the higher-level, broader effects rather than the project results (which are examined under Effectiveness). Questions seek to understand the changes in the lives of the intended beneficiaries, changes in norms (such as gender norms) or systems, the reach and benefits to the most disadvantaged and vulnerable among the target beneficiaries. This criteria also explores the possibilities of diffusion, scalability and replicability of the results.
- **Sustainability:** it examines the capacities of systems for an enabling environment (at the personal, community and institutional level) that can sustain the benefits of the Project's impact and results that were achieved. The systemic capacities include finances to continue the benefits, normative, policy, strategies, or institutional changes, ownership and political will.

To the extent possible, the Project's contribution to policies, initiatives, knowledge, understanding, and personal and societal responses were also evaluated – particularly through cross-cutting policy-drivers including gender equality, international labour standards, non-discrimination (wages and migratory status), social dialogue, disability inclusion, COVID-19 responsiveness and a just transition to environmental sustainability.

2.2. Key findings and results

2.2.1. Relevance

Relevance – In the context of this evaluation, relevance refers to the Project's response to the needs of the stakeholders and beneficiaries within the project's sphere. It is the measure of the degree to which the FPRW Project objectives and design responded to the needs of the stakeholders and beneficiaries directly involved, and the continued response when circumstances changed (as during the 2020 COVID-19 pandemic and the 2022 floods).

Key Finding 1. The FPRW Project was highly relevant to the needs and capacities of constituents, partner institutions, donor priorities and the beneficiaries.

The FPRW Project stakeholders in Pakistan included the implementing partners and other agencies involved in various ways. Among the implementing partners were the ILO tripartite constituents – the Provincial Governments of Punjab and Sindh Provinces through their respective Labour Departments, Employers' Federation of Pakistan (EFP), and Pakistan Workers Federation (PWF)), and the non-profit Sindh Agricultural and Forestry Workers Coordinating Organization (SAFWCO). Other stakeholders included provincial officials in Punjab and Sindh provinces and public officials serving the selected communities, workers and producers of cotton (particularly

on the smallholder farms) and their organizations, the cotton communities in general, civil society, including those related to health and social protection programmes, and officials of UN and international organizations in Pakistan.

Constituent and stakeholder needs and capacities were identified by the Project through multi-stakeholder consultations as well as direct meetings with individual stakeholders, the findings and recommendations of report of the mapping survey, implementing agency activity proposals and reports, the Pakistan Decent Work Programme and other related work.

⇒ **Constituents and implementing partners needs and capacities**

The main needs expressed by the Project stakeholders included: strengthened capacity, reliable and updated information, coordination, and financial, human and technical resources to get things done. Good governance and labour laws that integrate FPRW and regulations, together with compliance, were also identified as needs by the stakeholders.

Additionally, the employers' and workers' organizations, expressed their need for more robust connections and advocacy both with their ground level constituents and with provincial parliamentarians.

Some specific needs of the stakeholders are noted below:

- To pursue more rigorous implementation of the *Sindh Women Agricultural Act, 2019*, the Directorate of Labour of Government of Sindh, stated its need for labour law support to develop Rules for the Act.
- To improve awareness of FPRW through sensitization initiatives among its 180 members and to help integrate FPRW in their work, the EFP expressed its need for strengthened capacity.¹⁴
- To give the agriculture workers, particularly the most vulnerable ones, the right to organize and a voice to claim their fundamental rights, the PWF expressed the need for a more supportive and responsive legal framework and more conducive processes for registering workers' groups as trade unions. In Punjab, agriculture workers are not given legal coverage as they are in Sindh under the *Sindh Industrial Relations Workers Act, 2013*.
- To realize gender equality for women and girls, with a focus on eliminating differentiating access to resources and services for them and accomplishing gender-based parity in the wage system, SAFWCO expressed the need for adequate legal coverage through effective enforcement, protection and assertion of fundamental rights that have been eroded by social customs and traditions.
- To reach out to their respective constituents in the communities and create a conducive environment for sound labour relations, trade unions, cooperatives, producers' organizations and other relevant organizations asserted the need for capacity development.

¹⁴ EFP members include textile manufacturers, business associations, such as Pakistan Readymade Garments Manufacturing and Exporters Association (PRGMEA), All Pakistan Textile Mills Association APTMA, and Chambers of Commerce and Industries across Pakistan.

- To enable women cotton pickers to negotiate fair wage (and other workplace issues), PWF and SAFWCO expressed the “dire” need to educate them on labour law and to organize them in common interest groups as a lead up to forming community organizations, farmer associations, or trade unions.
- For widespread sustained impact, the need was expressed by constituents, other stakeholders and beneficiaries for long-term interventions across Pakistan, that reach beyond the current FPRW Project’s scope, budget and intended (and extended) duration.

⇒ Donor needs and capacities

The Project’s objectives and strategy were consistent with the FPRW Project donor priorities. The Project contributes to the ILO-INDITEX Public Private Partnership and INDITEX’s Global Agreement (2009) with UNI Global Union for implementation of fundamental rights and decent work. Recently, INDITEX joined the ILO’s Global Business and Disability Network. The donor representative in Pakistan was invited to and participated in the planning consultations, field visits and other activities.

⇒ Beneficiaries needs and capacities

The overarching need of Project beneficiaries, identified by them and reiterated by the Project stakeholders and partner institutions was stated as *reduction in rural poverty*, with improved status of health, life expectancy, education, employment and women’s health and rights. For women, the underlying issue was *gender inequality* that affected them in many ways. Also true for female cotton pickers, was the exclusion from training and technical information noted by female rice pickers¹⁵ and the lack of confidence to express their views and negotiate with farmers about work conditions and wages.¹⁶

In the context of the Project, a need identified by a wide range of stakeholders and beneficiaries was *improved understanding of FPRW* and the *know-how* of realizing these rights in their respective spheres. Other needs included quality, stable and responsive social protection systems that cover health services, educational support, old age benefits; *access to technology and capacity development (know-how)* delivered through effective extension service linkages and supported by an upgraded *training infrastructure*; *workers’ wages* and working conditions; *reliable banking and credit system*; facilities that adapt and respond to *climate change* and *emergency and disaster preparedness*.

Key Finding 2. The FPRW Project outputs and outcomes were conducive to improved integration and implementation of some cross-cutting issues within relevant policies and actions of partner institutions and the target cotton growing and producing communities.

¹⁵ Report produced under the FPRW Project, *Mapping of the Cotton Supply Chain at the Community Level: A Report on Selected Districts in Punjab and Sindh Provinces of Pakistan*

¹⁶ Expressed consistently and as a major need during key informant interviews with beneficiaries in Sangar, Multan, and Bahawalpur.

Of the cross-cutting issues noted in the context of this evaluation, gender equality, international labour standards (particularly FPRW), non-discrimination (wages in particular), social dialogue, disability inclusion and COVID-19 responsiveness were well integrated in the work of the Project and often in the work of the implementing partners. The issue of just transition to environmental sustainability was the focus of the bi-lateral memoranda of agreement signed in the aftermath of the 2022 floods. Evidence of whether the Project's outcomes and outputs were consistently conducive to integration and implementation of some issues, such as disability inclusion and non-discrimination (migrant workers) is less clear. However, the issues came up in the course of implementation, and the Project has noted it had persons with disabilities as beneficiaries.

A significant normative outcome of the FPRW Project's partnership with the Sindh Department of Labour was the drafting of implementation *Rules for the Women Agricultural Workers Act, 2019*. The scope of the Act covers a wide range of issues aligned with FPRW, including labour standards, gender equality, social dialogue at different levels, and non-discrimination (including wages and migratory status). The Rules were developed through a tripartite process and involved consultations with the cotton producing communities and women agricultural workers.

The EFP Five-Year Strategy, was drafted to address challenges faced by cotton growers in Pakistan. If implemented effectively, its trifold long-term focus of (a) strengthening cotton growing communities and legislation, (b) capacity building, and (c) social dialogue will have positive outcomes for the cotton supply chain.

Strengthening capacity of relevant stakeholders on combating *gender-based discrimination* was added as Project output in 2022. In Pakistan, awareness raising seminars on gender-based discrimination for cotton growing communities were organized in selected districts, in collaboration with the social partner.

The issue of *transition to environmental sustainability* was discussed in stakeholder meetings, particularly those organized by EFP, and involved discussions on productivity and FPRW. The Memorandum of Agreement, facilitated by EFP and signed by the Mirpur Khas Small Landlords Association (registered as "Trade Union of Small Landlords Employers" under SIRA 2013) and their farmer-workers, was in the context of the damage and loss of land livelihood crops and livestock as a result of the torrential rains and the devastating floods of 2022.¹⁷

¹⁷ The Small Landlords Association Mirpur Khas is registered as the "Trade Union of Small Landlords Employers" under SIRA, 2013. The definition of "trade unions" in the Act applies to organizations of workers as well as those of employers (section 2.xxx). It is reinforced by the definition of "organizations" applying to any organization of workers or of employers for furthering and defending interests of workers or of employers respectively (3.xxi). In the registration process, the term "trade union" is applied to the organization, irrespective of whether it is an organization of workers or employers (3.xxiv).

Farmer-workers are a common category of small/marginal farmers who work for themselves and for other farmers.

Key Finding 3. Important activities and outputs of the FPRW Project became highly relevant as a result of active social dialogue interactions. Among them are policy documents, normative action and social dialogue commitments.

Among the important outputs and activities becoming highly relevant as a result of social dialogue were the following:

- *Rules for Sindh Women Agricultural Workers Act 2019* drafted/developed through tripartite consultation;
- *Draft Policy Guidelines for Sindh and Punjab*, developed by EFP through a tripartite consultative process;
- *Sustainable Policy Framework in cotton supply chain* (Proposed), EFP through tripartite consultation;
- *The EFP Five-Year Plan*, developed through tripartite consultations;
- Tripartite Social Dialogue Platforms (Task Force) formed in Sindh and Punjab to focus on the cotton supply chain.
- Model Agreements between farmers and PWF developed and signed; and
- Departmental Committee for promoting FPRW in Bahawalpur Chamber of Commerce and Industry (BCCI) established.

Consultations with Project beneficiaries indicated that on a more informal and practical level, social dialogue has been accepted as a norm for negotiation between workers and the farmers as workers try for higher wages and better working conditions. Mostly, it is the individual worker who negotiates with the farmer, but support of the newly formed union is there if needed.

⇒ **Validity of design**

Key Finding 4. The Project design was aligned with the stated limited capacities of implementing partners. However, the absence of the Project's theory of change or other strategic results frameworks hampered measurement of progress, results and trends during the evaluation and most likely during implementation.

The FPRW Project in Pakistan followed the outcomes indicated in the general programme strategic framework of the ILO–INDITEX global Public Private Partnership Agreement (PPP). No formal country-level project document, log frame or theory of change were developed. Constituents and stakeholders in Pakistan identified and agreed upon a total of six country-specific outputs under the three global outcomes during the planning consultations.

A workplan submitted to the donor in 2018 includes output 1.2. on a diagnostic study that was later removed. Stakeholders did not consider it a priority and the global strategic programme framework had not specified the output for Pakistan. The mapping exercise and its report provide many elements of the diagnostic study. Subsequently, output 1.2. was replaced with another output on a study to develop "intervention models to enable farmers and workers to access relevant and affordable financial services". Another output (3.2. Social dialogue on fundamental

rights at work in cotton facilitated through technical assistance at the global level) also was dropped at a later point. In 2022, an output was added as output 2.3. on capacity building on gender-based discrimination. The flexibility and involvement of stakeholders in decisions on outputs and activities in real time prolonged the planning process but added to a sense of ownership.

The development of the monitoring and evaluation (M&E) system was on the 2018 workplan. Activities and status explanation were added to the workplan in 2021 but the FPRW Project did not elaborate a theory of change or a project-wise comprehensive monitoring and evaluation strategy with SMART indicators.¹⁸ Implementing partner proposals and reports made available for evaluation include detailed and informative narrative descriptions of activities and outputs, and information on beneficiaries, impact and changes, along with event photos. These documents give a good sense of the context, the progress and achievements.

At the Project level, monitoring involved workplan monitoring and updating, preparation of annual Development Cooperation Progress Reports to the donor, review and follow-up on Activity, Progress and Final Reports from implementing partners, field visits and direct communication with implementing partners, budgetary monitoring at the ILO, among others.

⇒ COVID-19 and flood adjustments

Key Finding 5. The relevance of the FPRW Project to the constituents, partners and beneficiaries and its coherence with the national and ILO contexts were maintained through the 2020 COVID-19 pandemic and 2022 flood adjustments

The Project's design flexibility at the output level and its basic monitoring and evaluation approach were conducive to adapting swiftly to urgent adjustments. For instance, it responded to the stakeholders' and beneficiary communities' needs for addressing COVID-19 concerns about safety, security and well-being, which were major concerns for individuals.

At a time when rumours and disinformation on the COVID-19 pandemic were rampant, the Project shared (directly and indirectly) reliable COVID-19 related information from the Government, WHO, and the ILO from the Project to its stakeholders. This was done through the popularly used social messaging apps (WhatsApp) and text messaging. It was greatly appreciated.

The FPRW Project's implementing partner agencies were able to adjust operations and focus. During the evaluation consultations some implementing partners informed that adherence to the COVID-19 Standard Operating Procedures (SOPs) for safety enabled them to continue some level of activities.

SAFWCO trained young women to increase awareness of the participants on how to prevent the spread of COVID-19. Following the awareness raising, 80 per cent of the villagers were vaccinated through the mobile vaccination initiative.

¹⁸ SMART indicators are Specific, Measurable, Attainable, Relevant, and Time-Bound

As a result of the 2022 floods Project adaptation, PWF linked over 1,430 women cotton pickers to food and non-food welfare programmes. Among the areas impacted by the floods were Sanghar and Mirpur Khas districts in Sindh, where the Project had activities. South Punjab was affected by the floods but not the districts where the Project was being implemented.

In their reporting, testimonials and evaluation interviews, ILO constituents in Pakistan, among other stakeholders, underscored the high relevance and significance of the Project.

2.2.2. Coherence

Coherence – In this evaluation, coherence refers to compatibility and focus beyond the project's sphere on the broader and higher sphere of national, sectoral and organizational context. It is the measure of degree of compatibility (or the “right fit”) of the FPRW Project with other government and non-government interventions in Pakistan, the agriculture sector and within the ILO in the broader context including cross-government/sector coordination and alignment with international norms or standards.¹⁹

Key Finding 6: The FPRW Project was aligned with and contributed development and sectoral policies in Pakistan through impacts in the provinces of Sindh and Punjab, DWCP Pakistan, and the UN Pakistan programme.

The FPRW Project falls within Priorities 1 and 3 of the extended **Pakistan's Decent Work Country Programme (2016-22)**, which are Promoting decent work in the rural economy, and Promoting international labour standards compliance through social dialogue. It is closely aligned with Priority 2 on Youth and vulnerable groups. For **ILO Pakistan's Programme and Budget Outcomes**, it is aligned with PAK 203 - Vulnerable workers protected from unacceptable forms of work in sectoral value chains; PAK 151 Promoting Decent Work in the rural economy, and PAK 102 Capacity of tripartite constituents and stakeholders on ILS compliance and reporting enhanced (individual and institutional).

In the broader context, the FPRW Project is aligned with **Pakistan One United Nations Programme III (OP III)**, which is the United Nations Sustainable Development Framework for Pakistan (UNSDF), articulating collaboration between the UN system and the Government of Pakistan (2018-22). As part of the DWCP action, the Project is aligned with Pakistan's national development plan, **Vision 2025**, and **2030 Agenda for Sustainable Development**, particularly Sustainable Development Goal (SDG) 8 on Decent Work, that promotes “sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. More specifically, it contributes to SDG 8.7, which calls for immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.

¹⁹ In line with the 2030 Agenda and the Sustainable Development Goals (SDGs), the coherence criterion encourages an integrated approach and provides an important lens for assessing coherence including synergies, cross-government co-ordination and alignment with international norms and standards. Policy coherence can highlight contradictions in policy priorities of different actors or policy areas, as among the different ILO constituents.

In terms of sectoral compatibility, the FPRW project is aligned with Pakistan's agriculture policies and programmes, including the *Punjab Agriculture Policy, 2018*²⁰ and the *Sindh Agriculture Policy 2018*.²¹ The Project is also aligned with the ILO's vast global sectoral programme on agriculture and with ILO's collaboration with the UN Food and Agriculture Organization (FAO), including initiatives in Pakistan.

2.2.3. Effectiveness

Effectiveness: In this evaluation, effectiveness refers to Project objectives achieved. It is the measure of the extent to which the results/objectives of the FPRW Project were achieved through its interventions and management arrangements.

Key Finding 7: The FPRW Project was effective in achieving its objective to “improve respect for FPRW for a sustainable supply chain” through:²²

- an improved knowledge base on FPRW in the cotton supply chain;
- enhanced respect for FPRW in cotton growing communities; and
- meaningful social dialogue and engagement on FPRW at the industry level.

Key Finding 8. The report of the *Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan*, potentially a significant contribution to the knowledge base on FPRW in the cotton supply chain, was not disseminated at close of Project. (OP 1.1)

Key Finding 9. The Project's strategic layered approach to community engagement and capacity development through a variety of awareness raising and training activities, and culturally sensitive and localized delivery, was effective groundwork for introduction of respect for FPRW. (OP 1.2)

Key Finding 10. ILO constituents, Provincial Governments, EFP and PWF, were effective in their outreach to the cotton growing communities through their networks and by partnering with community-based organizations, including SAFWCO. (OP 2.2.)

Key Finding 11. Organizing farmers and cotton workers and subsequently the formation of farmers' associations and cotton workers trade unions in Sindh and Punjab are significant achievements with sustainable impacts but will need continued regional and provincial support as they gain strength. (OP 2.2.)

Key Finding 12: An enabling environment for fundamental rights at work was bolstered through strengthened social dialogue, capacitated institutions, policy and normative advocacy and strategic visioning for sound labour relations. (OP 3.)

Key Finding 13: Overall, project management's monitoring of the Project's performance and results as pertaining to outputs and reflecting on the objective and outcomes in a log frame structure was effective. There were several points and levels of review, monitoring, oversight and opportunities for adaptations. Narrative reports from implementing

²⁰ Government of Punjab. Punjab Agriculture Policy, 2018

²¹ Government of Sindh. Sindh Agriculture Policy 2018

²² Based on the achievement of the three outcomes, the outputs produced, the activities and the processes involved, and views of the constituents, stakeholders and beneficiaries

agencies provided detailed and sound account of results and impact. There was no consistent results framework. (OP 3.1.)

⇒ Results Outcome 1: Improved knowledge base on FPRW in the cotton supply chain

Output 1.1. Mapping of the cotton supply chain in selected communities

- 1) *“Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan” produced – completed*
The report’s dual focus on FPRW and socio-economic conditions provides in-depth information and analyses leading to evidence-based conclusions and recommendations to improve fundamental rights at work and socio-economic condition in the cotton supply chain at the community level.
- 2) Wider dissemination of report – not completed

Undertaken in 50 villages across three districts in Punjab (Vehari, Bahawalpur and Rahim Yar Khan) and two in Sindh (Mirpur Khas and Sanghar), the exercise involved a total of 728 interviews. Of these, 300 interviews were with farmers (male), 300 with farmworkers (150 male and 150 female), 16 focus group discussions and 36 were stakeholder interviews. The report’s dual focus on FPRW and socio-economic conditions provides in-depth information and analyses leading to evidence-based conclusions and recommendations to improve fundamental principles and rights at work and socio-economic condition in the cotton supply chain at the community level.

The Mapping exercise, undertaken in cooperation with the ILO’s EU-funded CLEAR Cotton Project and in consultation with the tripartite constituents and other stakeholders, was commissioned to the World Wide Fund for Nature (WWF) – Pakistan. Technical guidance was provided by ILO experts in South Asia and ILO headquarters, and it underwent further technical editing.

Pending stakeholder feedback, the report had not been disseminated externally at the time of the evaluation.

Output 1.2. Intervention models to enable farmers and workers to access relevant and affordable financial services

- 1) *“Assessment of the Supply and Demand for Financial Services for Farmers and Farm workers (Cotton Growers) in the Cotton Value Chain” – completed.*
- 2) Wider dissemination of report – not completed.

The second output contributing to Outcome 1 was a *study to assess the demand and supply of financial services for cotton workers in the cotton value chain*, with a view to developing intervention models that would enable farmers and workers to access relevant and affordable financial service.²³ The study, conducted by Pakistan Microfinance Network with technical

²³ The main cost of the microfinance study was borne by the global component. The Pakistan component supported the Social Finance Unit (SFU)/ILO Headquarters Geneva to carry out this study.

assistance from the ILO, explored mechanisms to bridge the gap between supply and demand for affordable and relevant financial services for cotton growers and cotton producing communities.

According to information available for the evaluation, the study had not been disseminated externally at the time of the evaluation.

⇒ **Results Outcome 2: Enhanced respect for FPRW in cotton growing communities**

The outcome was successfully achieved through three outputs developed in consultation with the tripartite constituents and key stakeholders. Lack of awareness was identified as one of the major obstacles to respect for FPRW, particularly in the case of cotton workers in remote areas.

Action included information sharing and dissemination of education material, localized delivery focus, and a flexible and cautious approach. Pre-activity social interaction with community leadership helped develop trust and resulted in convenience for participation of women and local community members. For a conducive learning and interaction environment for discussions on FPRW, the implementing partners took cognizance of cultural sensitivities. They organized separate sessions, or separate sectional seating, for women and men, used local languages, and where possible, local experts.

The interventions focused on a *mix of cotton growing community members* – farmers (including migrants), farmworkers (female and male), trade unions and employers' organizations, and concerned local government authorities, farm input providers and other members.

The progress and final reports from the implementing partners recount the *learning and sharing of experiences and ideas* by the participating stakeholders. They learned about freedom of association, the right to organize and collective bargaining, abolition of forced labour and child labour, and equality of opportunity and treatment and they realized how these rights could impact their lives and productivity. The workers talked about their hardships at work and their aspirations for their children, while the farmers talked about their constraints and hardships. *They listened and sought solutions.*

To *strengthen the communities with grassroots support resources*, training was provided to transform one group of volunteers into **community core paralegal resource pool**, trained in knowledge of applicable local labour law and how to assist those in need of it. Another group of volunteers was trained as **community social mobilizers** to create awareness about workers' rights, and to motivate and help organize them. The two volunteer pools spread the learning on FPRW and motivated thousands of workers in their communities.

Stakeholders of the cotton producing communities *partook in the commemoration of the global community and movement* to mark the World Day Against Child Labour (WDACL), and World Day for Safety and Health at Work, Gender Discrimination and Violence and Harassment, including sexual harassment.

Digital social media campaign and SMS-based messaging in South Punjab reached hundreds of thousands of individuals in the cotton growing communities and supply chain related stakeholders using, alerting them to fundamental rights at work.

As the *COVID 19 lockdowns* took hold, the Project adjusted to respond to the situation and regained momentum. The National Coordinator maintained contact and conducted virtual meetings with large number of stakeholders. Through its COVID-19 pandemic awareness raising strategy, concerns about safety, security and well-being, were addressed directly and indirectly by the Project. It shared reliable information and messaging provided by the Government, WHO, and the ILO through popularly used social messaging apps (WhatsApp) and text messaging. This virtual connection proved critical to jumpstarting the on-ground activities once the restrictions were lifted and travel resumed.

Information, education and communication (**IEC**) **materials on FPRW** were disseminated and reinforced the messaging of the awareness raising and other activities. Produced in the form of posters, colouring books and flyers, these IEC materials were popular in the cotton producing communities.

Beneficiaries of the awareness raising campaigns and the IEC material included participants of the cotton farmworkers, small landlords, farm input suppliers, social partners, relevant government departments, civil society, relevant business associations, trade unions, farmers' associations, parliamentarians, media, NGOs and village level notables. The participation of INDITEX representative in some events was considered as highly supportive by Project partners.

The multiple awareness raising seminars organized for workers at the village level were an enormous opportunity to involve, make aware and give a voice to the concerns, needs and aspirations of the ultimate beneficiaries – the cotton growers and workers at the community level.

Output 2.1. Cotton communities' awareness raising campaigns on fundamental principles and rights at work and better coordination of local programmes/services

- 1) *Awareness raising seminars on FPRW for cotton growing communities* – completed
1,790 (1,040 female, 750 male) members, through 55 in-person seminars, realized how FPRW impacts their rights and productivity
- 2) *Training of training workshops* – completed
76 participants (over 60 female) formed the community core paralegal resource pool. It was trained to support community members seek and exercise their FPRW
- 3) *Follow-up awareness raising* – completed
2,175 female and male community members learned about FPRW from the core paralegal team and how to seek assistance if needed
- 4) *Training of volunteer social mobilizers* – completed
20 female volunteer social mobilizers trained on workers' rights, motivating, and organizing
- 5) *Follow-up awareness raising on FPRW by volunteer social mobilizers* – completed
1,000 female cotton workers learned about their rights and were motivated to organize
- 6) *Special theme events* – completed

367 participants (about 124 female, 243 male), in 6 special theme events, joined the global community to mark the World Day Against Child Labour (WDACL), and World Day for Safety and Health at Work, Gender Discrimination and Violence and Harassment, including sexual harassment (Multan and Bahawalpur; PWF in Shujabad District Multan)
<p>7) <i>Virtual meetings</i> – completed</p> <p>Continued discussion, planning, engagement on the issues and learning through 50 virtual meetings, particularly during the COVID-19 lockdown (conducted by National Project Coordinator)</p>
<p>8) <i>IEC material dissemination</i> – completed</p> <p>To support other awareness raising activities, some 36,000 IEC materials (posters, colouring books and flyers) on FPRW were produced and distributed to about 1,000 participants/partners</p>
<p>9) <i>COVID-19 messaging</i> – completed</p> <p>Project contributed to addressing COVID-19 concerns of individuals and communities about safety, security and well-being through its COVID 19 awareness raising strategy, with close to 10,000 stakeholders receiving (directly and indirectly) reliable information provided by the Government, WHO, and ILO.</p>
<p>10) <i>Digital media reach</i> – completed</p> <p>16 FPRW messages (social media and SMS-based) reached 535,000 stakeholders (South Punjab, EFP)</p>
<p>11) <i>Competitions and village theatre shows for school children of cotton workers and other community members</i> – completed</p> <p>500 female cotton growing workers and their children participated in 2 community level awareness raising theatre shows on FPRW.</p> <p>528 girls and boys (mainly children of cotton workers) and cotton community members participated in 2 speech and 2 drawing competitions and had their interest in children's education increased.</p>

Output 2.2. Trade unions, cooperatives, producers' orgs and/or other relevant rural orgs with increase capacity to reach out and serve their constituents (women and men) in cotton communities and to foster an enabling environment for sound labour relations

<p>1) <i>Organizing farmers toward sound labour relations</i> – completed</p> <p>Support to sound labour relations as a result of formation of three farmers associations in Sindh; registration applications have been submitted for the three associations in Sindh one farmers associations in Punjab.²⁴ Official registration certification is pending in Sindh and not possible in Punjab at this point as there is no supportive legislative. External circumstances beyond the control of the implementing partners or the Project are involved. The Project does not call specifically for registration, but the EFP's proposal anticipates collective bargaining as an outcome.²⁵ (See table 4).</p>
<p>2) <i>Organizing workers toward sound labour relations</i> – completed</p>

²⁴ In Punjab, the law does not allow for the formation of trade unions and farmers' associations. PWF is pursuing the broader matter of amendment to the law with the Government of Punjab and the parliamentarians, seeking to follow the example of Sindh Government which has allowed agricultural workers to form trade unions under the amended Sindh Industrial Relations Act, 2013.

²⁵ ILO-EFP Implementation Agreement No. 40384071/0 (5 August to 30 November 2022), Annex TOR

Registration of four trade unions under process as applications submitted in Sindh and Punjab. Same comment as above for organizing farmers. (See table 4).	
3) <i>Capacity building of trade unions toward sound labour relations and service to their constituents – completed</i>	PWF trained 15 existing trade unions in South Punjab and additional ones in Sindh, four newly formed trade unions awaiting registration in Sindh and Punjab.
4) <i>Supporting cotton growing communities linkages to children’s education and social protection/welfare services – completed</i>	Strengthened capacity to serve constituents in far-flung areas: support to communities in having 200 out-of-school children start school; and SAFWCO’s linking community members to government social welfare programmes and services (2022. PWF, SAFWCO.)

Particularly impactful was EFP’s and PWF’s engagement with the farmers and workers in the cotton producing communities and collaboration with local organizations like SAFWCO. This involved reaching out and building trust between the social partners at the provincial level (PWF and EFP) and the community workers, motivating the community workers and capacitating them with the knowledge, know-how and a vision for better lives that can result from respect and realization of FPRW in their everyday lives in their own communities. PWF used the workers’ inclination towards religion as an entry point, highlighting in concrete terms the consistency of the principles of fundamental rights with the teachings of Islam.

Under the FPRW Project, EFP formed four landlord associations (three in Sindh and one in Punjab) and PWF formed four trade unions (two each in Sindh and Punjab). Applications for registration were submitted and certification was awaited. Registering farmers’ associations and trade unions in the agriculture sector in Punjab proved to be complicated in the absence of any provision in the Punjab Industrial Relations Act, 2010 . The Industrial Relations Ordinance, 1969, provides the right to workers to establish and join any trade union or association of their choice. However, there is no legal provision for registering agriculture workers trade unions or farmers/agriculture employers’ associations in Punjab. Forming an association under the societies act was considered but deemed impractical. The associations in Punjab, therefore, decided to operate informally for the time being. (See table below for newly formed farmers’ associations and trade unions.)

The registration application for the two newly formed trade unions in Punjab were submitted to the Provincial Department of Labour under PIRA 2010. Registration is not expected to be certified unless PIRA is amended. PWF and EFP are pursuing with the Provincial Assembly for a change to the Punjab Industrial Relations Act, 2010 (PIRA 2010) as has been done in Sindh under SIRA 2013. Registration of (agricultural) farmers associations in Sindh is sought as “Trade Unions” of Employers under SIRA 2013.

Table 4. Farmers associations and trade unions formed under the Project

Farmers' Associations/Trade unions	Province	FA/TU formed	Registration submitted	Registered	Capacity building
FARMERS ASSOCIATIONS (FA) formed with support of EFP under the FPRW Project					
Kot Ghulam Muhammad Agricultural Employers Association (Small Farmers) – Mirpur Khas District	Sindh	21-12-2020	21-12-2022 20 members	No. EFP submitted docs	✓
Sanghar Agricultural Employers Association (Small Farmers)	Sindh	17-12-2020	20-04-2020 60 members	No. EFP submitted docs	✓
Qambar Shahdadt Agricultural Employers (Large Landlords) Association - 30 large landlords owning 10-15 acres each; employing 15-25 persons	Sindh	22-10-2022	20-04-2021	No. EFP submitted docs	✓
Agricultural Employers' Association, Multan	Punjab		20 members	No. EFP submitted docs	✓
TRADE UNIONS (TU) formed with support of PWF under the FPRW Project					
Sanghar Cotton Farming & Picking Workers Unions (<i>SIRA 2013</i>)	Sindh	16-09-2021	24-09-2021 40 members	No. PWF submitted docs	✓
Mirpur Khas Cotton Farming & Picking Workers Unions (<i>SIRA 2013</i>)	Sindh	18-09-2021	24-09-2021	No. PWF submitted docs	✓
Bahawalpur Agricultural Workers Unions	Punjab	25-09-2021	12-10-2021 21 members	No. PWF submitted docs	✓
Multan Agricultural Workers Unions	Punjab	24-09-2021	07-10-2021 22 members	No. PWF submitted docs	✓

In partnership with PWF and EFP, the Project strengthened the capacity of the newly organized trade unions and farmers associations, as noted in the table above. The Project also strengthened the capacity of *existing farmers' associations and trade unions* working in the agriculture sector.

Capacity building training provided by EFP in Sindh under the Project included the following:

- *Mirpur Khas*: Agricultural Employers (Small Landlord) Association;
- *Dadu district*: Mehar Agricultural Employers (Small Landlord) Association; Khairpur Nathan Shah Agricultural Employers (Small Landlords) Association.

Capacity building training provided by PWF South Punjab under the FPRW Project included the following 15 existing trade unions:

- Punjab Small Industries Corporation divisional Staff Union; TEVTA Staff Union Punjab;
- *D G Khan*: New Labour Union Al Ghazi Tractor, and Popular Union D G Cement;
- *Kot Addu*: KAPCO Al Takbeer Employees Union;
- *Mehmood Kot District Muzaffargarh*: PSO Workmen Union;

- *Rahim Yar Khan*: Uni Lever Employees Federation, and Coca Cola Workers Union;
- *Bahawalpur*: All Pakistan PWD Workers Union; PSIC Shaheen Workers Union; *Multan*: Colony Labour Union Colony Textile Mills, Halal Fabrics Workers Union, Ghazi Union WASA, PSIC Muslim Labour Union, and Mehnat Kash Union, Waste Management Company.

As stated in an EFP activity proposal, two farmers' associations were expected to be established and strengthened for collective bargaining and promotion of respect for FPRW. Similarly, trade unions for agriculture workers were expected to be formed and registered and engaged in collective bargaining. Good progress was made by EFP and PWF in forming the associations and unions and providing capacity building training. Delays in registration were foreseen in Punjab because the PIRA does not cover agriculture, but the registrations in Sindh, although submitted, have stalled as well. The on-going political unrest is likely to have contributed to the delays.

Until the farmers associations and trade unions are registered and they are granted collective bargaining authority, negotiations between workers and farmers (or their representatives) will take place informally. To solidify gains in social dialogue, the social partners and their constituents stepped up on the negotiation process outside the scope of official collective bargaining arrangement to secure commitments from farmers and workers for agreeing to and implementing specific principles related to fundamental rights at work. Farmers, through their associations, committed to their cotton workers by signing "*Memoranda of Agreement*" and the PWF, on behalf of the cotton workers, committed to farmers through "*Model Collective Bargaining Agreements*".

Trade unions and civil society organizations' capacities were developed to *reach out to and serve their constituents/members in the rural cotton communities*. For workers not sending children to public schools because of their dissatisfaction with the schools, PWF was able to convince the parents to do so, committing to liaise with the schools and monitor for quality. As a result, 200 out-of-school children started formal schools in Bahawalpur and Multan districts. It was one way of reaching out to the community members and serving them. Another was with SAFWCO building local capacities to link community members to government social welfare programmes and services. The result was 358 members linked to the social programmes and services and enabled to get national identity and senior citizenship cards, access to financial and microfinance support, and learning how to register complaints in case they needed to do so.

Output 2.3. Capacity of the relevant stakeholders strengthened on combatting gender-based discrimination

1) *Organizing gender-based discrimination awareness raising seminars* – completed

Project stakeholders have better understanding of issues of gender-based discrimination and legislative and administrative measures and sensitivity to challenges in implementation of FPRW in lower tiers of cotton supply chain, with a focus on ways and means to combat the challenges of gender discrimination. (27 Sep 2022, Mirpur Khas. Others in communities. EFP)

The EFP engaged actively with the Provincial Punjab and Sindh Governments to lobby for legislative and administrative reforms to integrate gender-based discrimination in existing legislation.

This output, led by ILO-HQ (Fundamentals Branch and Social Finance Unit), was added in the 2022 revision. Awareness raising seminars on gender-based discrimination for cotton growing communities in the selected districts were organized in collaboration with the social partner. A toolkit for addressing the gap in awareness on FPRW was under development.

⇒ Results Outcome 3: Meaningful social dialogue and engagement on FPRW at the industry level

Output 3.1. Social dialogue on fundamental principles and rights at work facilitated through technical assistance at national level

- 1) Contributed to Draft Rules for Sindh Women’s Agricultural Workers Act, 2019, prepared through tripartite consultations

Drafted by the Sindh Provincial Department of Labour, the Rules for Sindh Women Agricultural Workers Act 2019 aim to recognize women's work in agriculture and related sectors, promote and protect their rights and ensure their participation in decision-making. At time of the evaluation/close of the project, the rules were under review.

- 2) *Social partners’ targeted advocacy with members of Labour Standing Committee (Punjab Provincial Assembly) draws their commitment to move legal and enforcement action for agriculture workers*

Commitment by Members of Punjab Provincial Assembly/Labour Standing Committee to sign a Resolution on inclusion of agriculture workers in the Punjab Industrial Relations Act, 2010 and submit it to Speaker Provincial Legislative Assembly; also to support more robust enforcement of existing laws relevant to the cotton supply chain. Initial draft Resolution and related issues discussed in meeting (19 Nov 2022. PWF)

Active engagement/lobbying of EFP with the Provincial Punjab and Sindh Governments in legislative and administrative reforms to include gender-based discrimination in existing legislation.

- 3) *Draft Agriculture Labour Policy Guidelines for Sindh and Punjab, prepared through tripartite consultations*

Input from 180 participants (34 females, 146 males) of 2 multi-stakeholder conventions (landlord, progressive farmers and representatives of government, workers federation, academia and civil society) and 2 Task Force meetings provided the basis for the *Draft Agriculture Labour Policy Guidelines* for Sindh and Punjab developed by EFP.²⁶ (Oct 2022. Hyderabad, Multan. EFP)

- 4) *EFP 5-Year Strategy developed*

The EFP 5-Year Strategy, formed to address challenges faced by cotton growers in Pakistan, with its trifold long-term focus, can help connect the lower tiers in the informal economy where cotton is grown and traded with the higher more formal tiers where the final cotton products are produced and manufactured. Through its strategic focus of (a) strengthening cotton growing community and legislation, (b) capacity building, and (c) social dialogue, the EFP and its partners can help sustain the project impacts that it has helped to generate. However, this is in the longer term. More immediate

²⁶ The Sindh and Punjab labour policy frameworks do not include agriculture workers.

efforts and resources will be needed to encourage the project successes to take root and be sustained. ²⁷
<p>5) <i>EFP Resource Mobilization Strategy developed</i></p> <p>Developed FPRW focused resource mobilization strategy for EFP.</p>
<p>6) <i>Workers Employers Bilateral Council of Pakistan (WEBCOM) three tripartite consultative meetings on FPRW (Dec 2022. Karachi, Hyderabad and Multan. EFP)</i></p> <p>The project supported EFP to develop a strategic framework for the WEBCOM to promote FPRW in the cotton supply chain.</p>
<p>7) <i>Social Dialogue Platform/tripartite taskforce formed</i></p> <p>Sustainable Policy Framework (proposed) in cotton supply chain with a set of proposed policies to improve farm productivity, working conditions, occupational safety and health and social protection as the outcome of deliberations and decisions of over 180 multi-stakeholders in three consultative meetings (EFP)</p>
<p>8) <i>Memorandum of Agreement between Small Landlords Association and trade union representing farmers-workers (under Industrial Relations Sindh Rules, 1973), negotiated and signed</i></p> <p>Employers Small Landlords Association, Mirpur Khas and representatives of their farmers and workers committed, through Memoranda of Agreement, to mutual collaboration in facilitating the restoration of agricultural activity after the damage and devastation by rains and floods in Mirpur Khas. They are further committed to promoting FPRWs in the cotton supply chain and to joint efforts to improve agricultural productivity so that its benefits can be used to ensure social protection for the workers. (September 2022 at Mirpur Khas, EFP)</p>
<p>9) <i>Model Collective Bargaining Agreements negotiated and signed between PWF and farmers</i></p> <p>Cotton workers with 18 farmers are covered by provisions of the model collective bargaining agreements signed by PWF and individual cotton farmers to improve lives of cotton growing communities through the promotion of FPRW. The farmers' responsibility includes: no child labour, payment of government notified minimum wage, leave as defined in the Standing Order Ordinance, worker registration with Social Security Institution and Employees Old Age Benefits (when permitted by law), and displaying the no child labour pledge board. PWF's responsibility lies in monitoring the implementation for the workers. (Numerous focus group meetings with farmers and local workers in South Punjab. 2021. PWF)</p>
<p>10) <i>Bahawalpur Chamber of Commerce and Industry (BCCI) Departmental Committee for Promoting FPRW established</i></p> <p>Enabling environment for understanding workers' situation. Formed in Bahawalpur Chamber of Commerce and Industry</p>
<p>11) <i>Organizing Bi-partite meetings with cotton producing employers/farmers and workers</i></p> <p>Piloting a bi-partite forum, 60 cotton employers/farmers and workers (12 female, 48 male) learned about the importance of social dialogue and FPRW and discussed the way forward in 3 meetings (Burewala/Vehari, Bahawalpur and Multan, Oct-Nov 2022. PWF)</p>

The wide-ranging results contributing to the success of outcome 3 included bringing together employers' and workers' groups, decision makers, local authorities, producers, traders, associations, and others at the provincial and community levels to engage in tripartite, bipartite

²⁷ EFP Five-Year Strategy for addressing challenges of the farmers/growers in Pakistan (draft).

and multi-stakeholder consultations. These culminated in **significant institutional normative, policy and programmatic tools** in an effort to secure commitment and pursue sustainable action. The key stakeholders brought their problems, perspectives and ideas for solutions to the table with a view to reaching common understanding of the challenges and opportunities for greater compliance with FPRW and improved socio-economic conditions for the cotton growing communities.

The **Draft Sindh Women Agricultural Workers Rules 2023** were developed by the Provincial Department of Labour, Sindh through a consultative process under the Project. It was noted in the stakeholder consultations for the evaluation that the Rules are “very workable” as trade unions, through FPRW Project’s facilitation, participated in the consultations and provided input and the ILO provided technical input. The Rules will facilitate the enforcement of the Act of 2019 and the expectation is that they are in line with the international Conventions. The Act and its draft Rules recognize women's work in agriculture and related sectors, and seek to promote and protect their rights, and to ensure their participation in decision-making. At time of the evaluation the Rules were under review.²⁸

PWF and EFP collaborated on advocacy with members of the Labour Standing Committee of the Punjab Provincial Assembly for a change to the Punjab Industrial Relations Act, 2010 (PIRA 2010). Unlike the Sindh Industrial Relations Act of 2013 (SIRA 2013), there is no provision in PIRA 2010 for registration of agricultural trade unions or farmers’ associations. The advocacy led to the drafting of a Resolution on inclusion of agriculture workers in SIRA 2010. The resolution seeks an amendment as noted below:

“The Agriculture workers in Punjab should be given the right of association, formation of trade unions and to bargain collectively as provided under ILO Conventions No. 87, 98 & 11 and the Constitution of Pakistan through introduction of necessary amendment in the Punjab Industrial Relations Act, 2010.”²⁹

It was signed by members of the Labour Standing Committee of the Provincial Assembly who committed to submitting it to the Speaker Provincial Legislative Assembly – a process that was stalled by the dissolution of the Punjab Provincial Assembly and the continued political turmoil in the country.

EFP organized two **Agriculture Conventions**, one each in Sindh and Punjab, along with meetings of the Task Forces on the eve of World Cotton Day in October 2022. Based on the inputs from the stakeholders at these Conventions, EFP developed a draft agricultural labour policy guideline for Sindh and Punjab. In Multan, Punjab, the Convention was organized in collaboration with the Central Cotton Research Institute (CCRI).

²⁸ As per process, the Directorate General of Labour Sindh will send draft rules to the Secretary, Labour and Human Resource Department (L&HRD). After review, the Secretary will send the rules to the Chief Minister Sindh for approval. After approval by the Chief Minister/Sindh Cabinet, the Secretary, L&HRD will notify the rules.

²⁹ Draft Resolution by Members of Punjab Assembly (South Punjab) to cover Agriculture workers under the Punjab Industrial Relations Act, 2010

With support from the Project, EFP developed the **Draft Proposed Features of Agricultural Labour Policy Guidelines**, to advocate with the government to bring agriculture workers under the ambit of labour legislation in Punjab, as in Sindh. Doing so will give the agriculture workers the same status and protection as other workers. Multi-stakeholders, including tripartite constituents, provided input to the guidelines during two agriculture conventions (one each in Sindh and Punjab Provinces) under the Project. Wide-ranging features of the proposed policy include: minimum wages, health and safety at the workplace; adequate provisions in policy and legislation for equal opportunities and equal remuneration for women workers in line with international labour Conventions; minimum wage and access to education and training for children 14–18 years of age; abolition of bonded labour in all forms; provisions in labour laws for formation of trade unions in the agriculture sector. Furthermore, the draft proposes legislative and administrative reforms to include respect for FPRW, addressing gender-based discrimination, and training in alternative skills for agriculture workers.

The **EFP 5-Year Strategy**, was formed, with support from the Project, to address challenges faced by cotton growers in Pakistan. Its trifold long-term strategic focus seeks to connect the lower tiers of the informal economy, where cotton is grown and traded, with the higher more formal tiers where the final cotton products are produced and manufactured. The strategic focus involves (a) strengthening cotton growing community and legislation, (b) capacity building, and (c) social dialogue.

The FPRW Project supported the EFP in developing the **EFP Resource Mobilization (RM) Strategy**. This would help to continue advocacy with the federal and provincial governments and other relevant organizations to integrate FPRW in their programmes and policies for a sustainable cotton supply chain in Pakistan. In addition, the Project supported EFP to develop a strategic framework for the **Workers Employers Bilateral Council of Pakistan (WEBCOP)** to promote FPRW in the cotton supply chain. These have been developed based on the inputs from the project stakeholders through three tripartite workshops (December 2022 in Sindh and Punjab Provinces).

The Tripartite Social Dialogue Platform (also referred to as the Tripartite Taskforce), at the provincial level, resulted from the deliberations and decision of over 180 multi-stakeholders convened by the EFP in three Consultative Meetings for Developing Sustainable Policy Framework in Cotton Supply Chain (Karachi and Multan, February 2021) and the Establishment of the Social Dialogue Platform (Hyderabad, March 2021). The consultations forged strong linkages between the participating organizations, agencies, and individuals and a consensus to form the platform. The platform is designed to focus on policies for improving farm productivity, working conditions, occupational safety and health and social protection. Its stated objective is to promote FPRW and decent work in the cotton growing communities.³⁰

In response to Pakistan's devastating and disruptive climatic conditions, an important social dialogue initiative attempting to promote a just transition to environmental sustainability was

³⁰ TORs for Tripartite Task Force Multi Stakeholders Consultative Meetings for Establishment of Social Dialogue Platform Under the Project "Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain". March 2021.

signed. Employers Small Landlords Association, Mirpur Khas and representatives of their farmers and workers committed, through **Memorandum of Agreement**, to mutual collaboration through a three-pronged strategy. First, the landlords and farmers committed to approaching the government and private sector to lobby for assistance in rehabilitation and restoration of livelihood for the agricultural community represented in the MOA. Progress and rehabilitation will be monitored by the Association and their farmer-workers who will make all efforts to restore the land to cultivation. Second, they committed to cooperate in promoting FPRW in the cotton supply chain and to improving agricultural productivity. Third, they agreed that the employers of the Association will share the “fruits of productivity increase” with the farmer-workers in the form of social protection for the workers (September 2022 at Mirpur Khas, EFP).

The Project also supported the formation of a **Departmental Committee for promoting FPRW in Bahawalpur Chamber of Commerce and Industry** in the context of this outcome. It will further contribute to enhance understanding of the workers’ situation and contribute to an enabling environment.

Following the intense awareness raising campaign on workers’ rights and its bipartite meetings with farmers and workers, PWF was successful in signing **18 Model Agreements (Model Collective Bargaining Agreement)** with cotton farmers on behalf of cotton workers. The Agreements refer to their common cause of improving life in the cotton growing communities through the promotion of FPRW. More specifically, they commit the parties to five targets. These are: ending child labour and displaying a pledge publicly to that effect, paying minimum wages as notified by the Government of Punjab, providing sick, maternity and other leave as defined in the standing order ordinance, registering workers for social security and old-age benefits once allowed by law. The Agreement also commits PWF to facilitating and monitoring the process to achieving the targets.

The Project’s second Progress Report for the period August 2018 to May 2019 includes a matrix of indicators, baseline, milestones and targets/end-of-project totals as well as risks and assumptions. They provide some basis for monitoring performance and results, but the indicators were not SMART³¹ and this took away from precision in measuring progress and results.

Project management monitoring involved field visits for planning, monitoring and evaluation, to meet stakeholders, implementing partners and beneficiaries, participate in meetings and other events, and provide technical, operational and implementation advice and support. It also involved review and follow-up on implementing agency progress and final reports and to discuss progress and other issues related to the Project with the ILO technical teams for South Asia (New Delhi) and (HQ Geneva) and the oversight and support staff at ILO Islamabad.

³¹ SMART indicators are specific, measurable, achievable, realistic, and time-bound.

The progress and completion reports submitted by the three main implementing partners (EFP, WFP and SAFWCO) are detailed, informative and interesting, giving a sense of the context, results and impact. They provide targets and actuals at the output level.

2.2.4. Efficiency

Efficiency: In the context of this evaluation, Efficiency refers to optimal and strategic use of resources in an economic and timely manner. It is the measure of how well the FPRW Project used its resources (money, expertise, time and effort) to achieve its results

⇒ Budget and Expenditures

The total budget allocation for the FPRW Project in Pakistan was \$562,271, of which, expenditure amounted to \$525,453. The balance of \$36,818 is to be transferred to the second phase of the INDITEX project starting in 2023. On signing of the Agreement between the ILO and INDITEX for the global project, the first tranche received in Pakistan was \$317,716. Additional amounts were added in subsequent tranches between 2019 and 2022. The Project funds for Pakistan were expended as shown in figure 3.

A series of no-cost and administrative extensions were granted by the donor (See table 1 for details of extensions.)

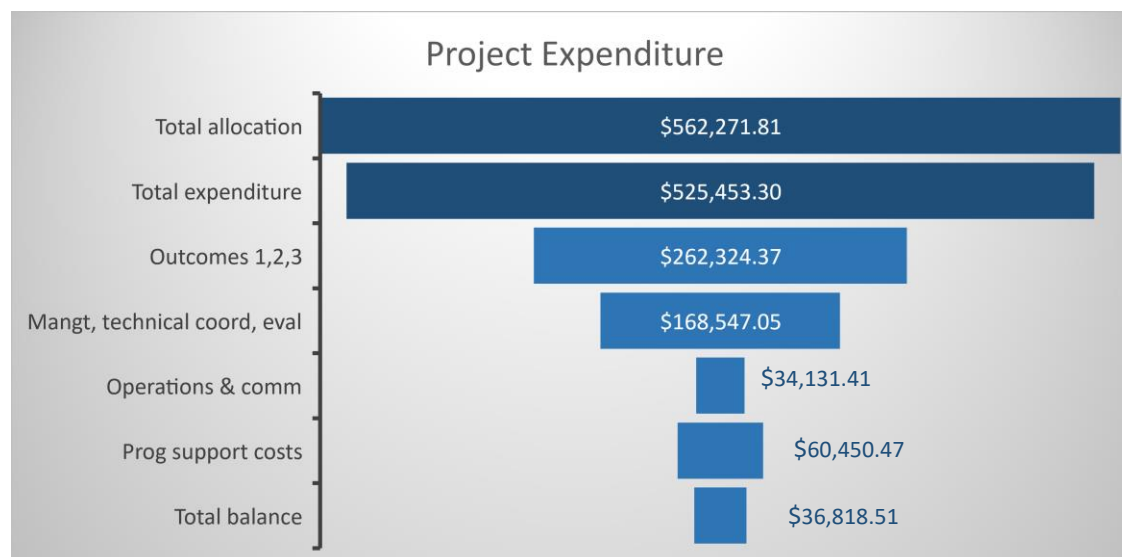
Expenditures were in line with the approved budget. The Project's fourth Technical Progress Report (May 2020 to April 2021) had reported under-spending, but with the COVID situation stabilizing the Project had more robust implementation in the second half of 2021 and in 2022. Agreements signed with partners were fully implemented and completion reports submitted to the ILO.

Management and technical coordination costs were used towards a national programme manager, who also had the technical coordination role, and towards evaluations. These costs were incurred starting in May 2018 when the on-ground implementation of Project activities commenced. For the duration of the Project, a total of \$ 168,547 was allocated towards these costs.

A total of \$34,131 was expended on *operations, travel related to Project outcomes and activities and communication*. Locating the Project national manager in Lahore, Punjab, one of the two Provinces where the Project implementation was focused, added to efficiency gains, oversight and engagement with key stakeholders. ILO management, programme, administrative, monitoring and evaluation, and technical support to the Project costs were covered largely by the ILO, some through the Project's programme support costs, which amounted to \$ 60,450.

The *Project's programme costs* were incurred on activities and outputs to achieve the Project objective and outcomes. These included *action programmes* sub-contracted, as per ILO procedures, to the Employers' Federation of Pakistan (EFP), Pakistan Workers' Federation (PWF), and the Sindh Agricultural and Forestry Workers Coordinating Organization (SAFWCO).

Figure 3. Total budget of FPRW Project



Additionally, programme *training and awareness raising* activities were also carried out by the ILO, in collaboration with the relevant partners, in five districts in which the Project was implemented. *Information, education and communication materials* were printed and translated in languages used by the intended stakeholders. A total of \$295,648, was expended on these activities in regard to the three outcomes as per the project plan.

⇒ Efficiency Gains, Collaboration and Partnerships

Key Finding 14. Collaboration and cost-sharing of outputs and activities, specifically with the EU-funded CLEAR Cotton project, resulted in efficiency gains, as did collaboration with ILO constituents and other competent partners.

Collaboration with the CLEAR Cotton project at the start of the Project involved organizing the Project's planning meeting and preparation of the mapping report. Efficiencies were also gained by taking the events to the target groups in the remote areas and organizing them in venues of local partners, thereby saving on travel and rental costs.

ILO's technical expertise was provided through the Project's national coordinator, ILO-Islamabad, ILO's South Asia's FPRW specialist and ILO/HQ (FUNDAMENTALS).

Partnerships in the context of the Project were established with ILO tripartite constituents in Punjab and Sindh, implementing partners, including SAFWCO. Within the ILO, the Project collaborated with the EU funded CLEAR Cotton Project (Eliminating child labour and forced labour in the cotton, textile and garment value chains: an integrated approach) in the planning phase of the FPRW Project, in undertaking the Mapping survey and preparation of the draft report. It also collaborated with the CLEAR Cotton and other projects in organizing meetings, such as the National Consultative Workshop on Fundamental Principles and Rights at Work and Occupational

Safety & Health in the Cotton Supply Chain (26-27 March 2019). The Project collaborated with ILO/HQ including the multi-stakeholder Alliance 8.7 initiative, the ILO/HQ Social Finance Unit on a study on intervention models that can enable farmers and workers to access relevant and affordable financial services. A Project testimonial video (*Inspiring farmers to eliminate child labour from lower tiers of the cotton supply chain in Pakistan*) was used as part of the communications activities around the 5th Global Conference on the Elimination of Child Labour held in Durban, 15-20 May 2022.

⇒ Implementation delays

Key Finding 15. While implementation delays due to external factors were unavoidable, timely recruitment and placement of the project coordinator could have avoided the lengthy start-up delay.

The Project faced implementation delays due to internal and external factors. Internally, the Project was activated in the system in May 2017 but Project activities commenced a year later with the recruitment of the national coordinator in May 2018. Just as progress was picking up, the COVID-19 situation posed new challenges. Programme adjustments were put in place and some action was directed as response to the pandemic, while consultations on the Project's main activities continued, picking up pace gradually. Briefings and training were provided virtually. The Project objective and outcomes remained unchanged. In-person events re-started in January 2021, only to be rescheduled to 2022 because of an uptake in the number of COVID cases. Challenges were also posed by political instability and security situation from time to time.

2.2.5. Impact

In the context of this evaluation, impact is transformative effects, the difference the project made. It is the measure of the extent to which the Project generated, or was expected to generate, significant positive or negative, intended or unintended effects on FPRW in the cotton growing communities and at the institutional and policy level through enhanced knowledge, greater respect³² for these rights, social dialogue and engagement in a broader context than considered under the effectiveness criterion.

Key Finding 16. The Project contributed to a great extent to changes in the target beneficiaries through a trifold approach on FPRW, including:

- Empowering them with knowledge and information that can be used to understand and seek improvement in FPRW in their daily lives (see boxes below);
- Creating/enhancing the FPRW supportive environment through formation of farmers' association and trade unions, and nudging policy, normative and institutional changes; and
- Strengthening the institutional support, particularly through linkages to services and benefits.

³² In the context of this evaluation, "respect for FPRW" includes normative action and practical everyday application

In Pakistan, the Project identifies target beneficiaries as “cotton producing and growing communities (farmers, workers and their families), relevant multinational enterprises (MNEs) and their direct suppliers in Pakistan, the ILO constituents (government, employers’ and workers’ organizations) and business associations.” This is similar to the definition in the ILO Concept Note annexed to the ILO-INDITEX global agreement. The definition does not distinguish between direct and indirect beneficiaries nor between recipients and beneficiaries. As such, all recipients of the various Project services, including training and awareness raising, are considered beneficiaries. Target numbers for beneficiaries are provided in the proposals of the implementing partners and a record is maintained at the Project management level, which is reported in the technical progress reports to the donor. The broad definition of beneficiaries, coupled with the absence of a robust results framework to provide numerical baselines at the country level, limit determination of quantitative results for the outcomes. However, the number of beneficiaries reached, the qualitative information, the testimonials and the key informant interviews are clear on the positive and significant impact on the lives of people.

Through the interventions, the implementing partners were able to reach the intended beneficiaries for a variety of benefits, including FPRW awareness raising, training, participation in social protection and welfare programmes, opportunities for children’s schooling. Beneficiaries also benefited from the positive consequence of successful social dialogue initiatives, such as bilateral agreements between farmers and the trade union or the memorandum of agreement between farmers’ association and farmers-workers.

As noted, a major change the Project brought about was to improve the understanding of FPRW in the cotton growing communities and among other stakeholders, including employers’ and workers’ organizations, trade associations and public service providers. With the understanding of FPRW came a better understanding of the related issues, the constraints in their lives and motivation and ideas for solutions.

Feedback from beneficiaries recounted ways in which the Project had changed their lives, communities and workplaces. Below are some voices of the female beneficiaries in Sanghar (Sindh), and Multan and Bahawalpur (Punjab) as captured during the key informant interviews (March 2023)

Box 2. Beneficiaries can see and feel the positive change on the farm

What the female beneficiaries said about changes in their lives:

There are changes on the farm – we (women workers) are more confident and can speak for ourselves; we no longer need our husbands, fathers or others to speak for us. When we lost electricity, we protested in front of the WAPDA (Water and Power Development Authority) office and got it back.

No small children are spraying harmful chemicals and the child labour situation has improved a lot; children are going to school rather than the fields; some adults in the village, like a young girl studying at matric level (high school), are teaching young children in their homes free-of-cost. There is better wage parity; we are

working shorter time; there is cold water and a place to sit. We are earning more and after spending on the family we can save some or spend it as we like. We could not do this before the Project.

There is health wise impact too, as we are wearing gloves and covering ourselves, and use chemicals more carefully. We are grooming ourselves better, keeping cleaner as we change our clothes when we go home in the evenings to take off the farm dust, pesticides. This is keeping us healthier

We deal with the resistance from the community. When we talk about equality between girls and boys, the women tell us to go speak to their men as they are against it. They say boys will earn for us. We say it is a matter of “shaoor” (cognition) and girls can do it too.

Men’s mindset is changing too; they are more supportive and favourable now (about 69 per cent as compared to 30 – 40 percent). Also, the zamindars’ (farmers’) attitudes is softer now.

– Consolidated recap of interviews with female beneficiaries in Sanghar (Sindh),
and Multan and Bahawalpur (Punjab), March 2023

The capacity building programme for landlords/farmers implemented in Mirpur Khas in Sindh by EFP involved productivity training with awareness raising on FPRW. Its pre- and post-tests, showed a 33 per cent increase in awareness of social aspects, including fundamental principles and rights at work issues, particularly children’s education, which they linked to higher productivity.

The project did not have an overall mechanism for measuring impact of awareness activities. However, pre- and post-tests were done in some activities by the implementing partners.

The EFP and its partners can help sustain the project impacts that it has helped to generate, particularly with support of its five year plan. However, this is in the longer term. More immediate efforts and resources will be needed to encourage that the project successes take root and are sustained.

Box 3. From awareness to organizing to claiming their rights: women cotton pickers

The project’s implementing partner SAFWCO, collaborating with PWF, recounts the following in its Project Completion Report.

For some cotton pickers, there was already evidence of impact during the 2021 cotton picking season after the awareness raising seminars. The women demonstrated a change in their understanding and approach in real life situations. Tired of false excuses for non-payment and lack of transparency about their advances, they organized and strategized. As a starter, they refused advances, then went ahead and demanded 600 rupees per 40 kg of cotton picked, and payments on a daily or weekly basis. They were successful, with the farmer agreeing to 500 rupees, double the 250 rupee rate they had been receiving. Amongst their group, they

Box 4. Getting to know the laws – for the first time

PWF reports of employers becoming aware for the first time of basic laws and international conventions that protect agricultural workers, and of coverage under social protection schemes.

Box 5. Farmers come to realize working conditions are less than ideal

SAFWCO describes impact of the Shahdadpur seminars on seven farms in village Khuda Dad Kapri from which seven farmers had attended. At the seminars they learned about child labour, the burning sun conditions

also agreed to a system whereby the educated among them would make a note for their record of the weight of the picked cotton handed over to the farmer's clerk so they could claim with evidence the amount for the full weight.

without shade and no access to clean drinking water on their farms.

The next season started with improvements for the workers – no child labour, clean drinking water, wages paid in full and commitment for share. Importantly also, there was diffusion of ideas to the neighboring areas with cases replication.

⇒ Diffusion, replicability and scalability of strategies

Evaluating for impact as a project is closing has its challenges. A better understanding of impact will become evident with time. Nonetheless, from the evidence available at the time of the evaluation (project documentation, including reports of implementing partners and testimonies, interviews with key stakeholders and focus group discussions with beneficiaries), there are clearly some emerging impacts realm that can guide efforts at diffusion, scaling or replicability.³³

Some of these prominent impact realms are:

- Capacity development of workers, primarily women and girls, in cotton producing communities, focusing on increased understanding of their rights as workers and the know-how of how to pursue them; confidence building, and possibility of alternative income earning opportunities.
- Almost immediate benefits as a result of the awareness raising that was pragmatic about FPRW, together with the group and trade union formation activities. Boosting the efforts at increased understanding of FPRW was contextualizing the concepts to their everyday lives, for instance in terms of higher wages, health and safety, basic needs for water and shelter from sun and rain while at the farms.
- Accepting children's education as a norm and the larger community getting interested and involved in making it happen.
- Enabling environment through supportive structures such as community groups including trade unions and farmers associations, supportive social networks facilitating legislation, community mindset change.

The supportive environment for diffusion, replication and scaling is there presently, although it may weaken if there is no action for some time. Personal commitment of Project partners is present and concrete benefits for the targeted beneficiaries is there for others to see. These benefits have been noted previously and include higher wages, better working conditions, personal development including understanding of their rights and improved health, improved outlook in terms of potential alternatives, the action on education for their children and their own improved access to social protection and welfare programmes. From the perspective of the institutional partners, their work on the legal framework, social dialogue, formation of associations and trade unions, and significantly their reach into the communities and strategic

³³ In the context of this report "evidence" is taken to include: scientific (research findings), organizational (data, facts and figures), experiential (professional experience and judgement) and stakeholder (values and concerns). (Barends E, Rousseau DM, Briner RB. *Evidence-based management: the basic principles*. Amsterdam: Center for Evidence-Based Management. 2014)

work and planning for the future boosts their commitment and they too see the immediate and longer-term benefits of the Project.

Key Finding 17. The FPRW Project contributed to positive changes in the cotton supply chain at the community level in Punjab and Sindh by capacitating the farmers and workers, particularly women workers, to understand their rights at work, to develop confidence, to gain support of workers' groups, and to negotiate and incrementally realized these rights.

Project beneficiaries in Sanghar, Multan and Bahawalpur who were interviewed for the evaluation considered the Project's awareness raising as one of the most impactful components of the Project, together with organizing. The women recounted how the Project activities had given them confidence, along with the information, to enable them to negotiate for higher wages, better working conditions and facilities, to avoid advance payments and thereby potentially forced labour (in the form of debt bondage). With higher wages, they were able to send their children to schools and also to take better care of themselves.

2.2.6. Sustainability

Sustainability – in the context of this Project, sustainability is the lasting benefits of FPRW Project's impact and results that were achieved, and their continued relevance, coherence and efficiency in the future. It examines the capacities of systems for an enabling environment (at the personal, community and institutional level) that can sustain the benefits of the Project's impact and results that were achieved.

Key finding 18. Personal, community and institutional systemic capacities for an enabling environment for sustainability exist, but at a somewhat lower level than needed to sustain the impact robustly.

The stakeholder and beneficiary consultations and intervention reports by implementing partners point to high degree of ownership, political will at all levels, and a certain degree of personal, community and institutional systemic capacities. Strategies and know-how exist but finances for action or changes seem to be a challenge.

There is keen interest among beneficiaries and stakeholder for diffusion of their strategies and action to interested neighboring areas. Some mentioned that it can be done at minimal cost and they would be able to secure seed funds from programmes available to them. Across the different stakeholders there is also interest in replication and scaling the interventions for greater impact.

⇒ Prospects of sustainability outcome-wise

The impact of Outcome 1 on enhancing the knowledge base on FPRW in the cotton supply chain at the community level can be maintained and built on reliable sources of information. However, at the time of this evaluation, the mapping study was awaiting feedback from a key stakeholder and had not been disseminated or put in the public domain. Another important knowledge product, the study to review and assess the supply and demand of financial services in the cotton value-chain in Pakistan, was undertaken mainly under the ILO/HQ (SOCIAL PROTECTION). The

report was being finalized and had not been disseminated by close of the Project. It is expected to result in intervention models that can enable farmers and workers to access relevant and affordable financial services. Both these reports can be valuable tools in helping to achieve sustainability. The training manual on gender-based discrimination, developed for the capacity building of landlords/farmers, was reported to have been a useful tool and could be used, adapting it as needed (particularly with the gender and inclusion dimensions).

The impact of Outcome 2 on raising awareness and training on FPRW is likely to continue where there is facilitative and supportive environment. The community mobilization, organizing and support services to enhance FPRW will need to continue until the newly formed trade unions, farmers' associations and the support provided by community organizations, trained paralegal volunteers and other community volunteers are well-rooted and institutionalized. Continued support from EFP and PWF will be necessary.

Outcome 3 expanded bipartite and tripartite structures to the community level. For these to be functional, the PWF and EFP will, as above, need to be involved, together with the community leadership.

⇒ **Exit and sustainability strategies of key implementing partners**

PWF: Its sustainability strategy includes for the unions and workers' organizations to be able to raise funds, increase their membership, liaise with the concerned public and private welfare departments and undertake initiatives to link workers to the benefits, liaise with landlords/farmers for increase in wages and provision of workers' safety measures, and collaborate with partners on realizing fundamental principles and rights at work for workers in cotton production in the communities. It is foreseen that the trained workers will maintain the project's awareness raising, training and advocacy initiatives, according to the strategy. The trainers will receive on-going training as part of the PWF pool of trainers.

After phasing out the project activities, the trained paralegal volunteers will be assisting workers in the communities. PWF intends to keep building the capacity of these paralegals through its training programmes as needed. These workers and volunteers will be connected with trade unions in the districts and they will provide guidance to support the community workers.

EFP: Likewise, the *EFP post-project sustainability strategy* involves pursuing expanded reach and membership in the agriculture sector, including cotton production in the lower tiers of the supply chain, training, awareness raising on FPRW, social dialogue, and bringing farmers (small and large) through farmers' associations to the tripartite forums for policy formulation, legislative reform and its implementation.

EFP has developed a framework for landlords and farmers associations to be organized in two federations. Initially, the landlords associations will be formed into a federation of landlord associations. Then, the federation of landlord associations will be given affiliation with EFP, which expects to be recognized as the representative voice of industrial and agricultural employers.

SAFWCO: It shared its plans with the beneficiaries prior to the Project phasing out. According to the plan, the cotton pickers will be linked with the trade union already formed in Faqir Union Council in pilot phase. The trade union will continue to provide technical and organizational support to the beneficiary group.

SAFWCO's advocacy and governance thematic area is working on different human rights, decent wages, women empowerment through advocacy and lobbying with different government line departments and the provincial assembly. The beneficiary group under this intervention will also be linked with SAFWCO advocacy and the governance teams for future collaboration, liaison and social justice programmes.

⇒ **Project features facilitating sustainability of results and impact**

Key Finding 19: It is likely the implementing partners will continue in their supportive role, though with reduced intensity and scope, but the ILO's support will be needed in sustaining the effects over time.

Among the key features are the following:

- The FPRW message resonated in a very pragmatic manner with the large numbers of communities, individual workers and farmers.
- The conversations with local leaders and engagement of local resource persons contributed to developing local capacity and giving the Project access to the beneficiaries.
- The training and learning can be replicated in other similar areas.
- The nature and scope of work the implementing partners took on was aligned with their mandates and partnerships, although some additional capacities had to be supported through their respective programmes.

Among external factors that may affect sustainability of results negatively would be further decline in the cotton production output, or crop failure due to seed quality or the weather or other factors, this will further stress the farmers and workers and that will have negative impact on results that have been achieved.

The results achieved need to be solidified with continued technical advisory support from the ILO for an adequate period of time. Should that support not be available due to resource or time constraint, it will impact negatively.

3. CONCLUSIONS, LESSONS LEARNED, EMERGING GOOD PRACTICES

3.1. Conclusions

Overall, the Project was highly relevant, effective and impactful with high degree of replicability and scalability, provided that resources and expertise are made available while momentum is high. Diffusion is already taking place and can be strengthened with support. Efficiency could be higher if recruitment and activity startup delays had been avoided. A well-articulated country-specific strategy paper, a robust results framework and a project information system, supported by additional staff would have served the Project well. Although Output 1.1, as articulated, does not specifically include the dissemination of the Mapping Report, had it be done so to a wider audience, its contributions to the knowledge base would have been greater.

Specific conclusions are provided below:

1. The interdependence of the various outcomes and components of the Project, for instance group formation, awareness raising and social dialogue at the grassroots level, contributed to the degree to which the workers, particularly female, and farmers were able to understand the value of FPRW in their lives (For further details check Good Practice on Connect the dots, keep it simple).
2. The Project's alignment and consistency with the needs of the ILO tripartite constituents, the Project beneficiaries, implementing partners, and other stakeholders was highly significant. The ILO's advantage as the UN's labour standards agency that brings together governments, employers and workers on work-related matters of social justice and decent work and its longstanding experience in Pakistan made it all the more relevant to stakeholders. This was important as the key stakeholders have different, and at times opposing, constituencies and perspectives on the issues.
3. Re-aligning to the COVID-19 pandemic context and reaching out to the Project stakeholders helped maintain their trust and enabled the Project to pick up momentum swiftly when the situation permitted it.
4. There was a high degree of coherence with the country's policies and programmes, including, but not limited to, the Pakistan DWCP and One-UN programme, Pakistan's agriculture sector priorities and the ILO's work on standards and agriculture, which helped the Project's acceptability despite its sensitivities related to rights issues and the supply chain. The Government states "enhancing a rural development-driven economic growth" as a priority and agriculture as vital for reasons including food security, employment generation (37.4 percent of the labour force), foreign exchange earnings, environmental impact, and source for industrial raw material.³⁴ Cotton production contributes through several of these paths to the rural development priority.

³⁴ Pakistan, Ministry of Finance (2022). *Pakistan economic Survey, 2021-22*. Chapter 2. (Islamabad)

5. The Project was effective in achieving its objective through its three established outcomes. The outputs were produced to a great degree but the absence of a results framework limits assessment of the degree to which results were achieved as the baselines and targets are not consistently available at the project level.
6. Efficiency gains were maximized through collaboration with the ILO's EU-funded CLEAR Cotton project, working through experienced implementing partners, use of local experts and alternative low-cost venues when available. The long inception period, delays in recruitment and getting the Project off would have had serious implications on achievement of the objective and outcomes had the donor not extended the Project.
7. An important, but somewhat overlooked achievement of the Project was bringing together provincial level officials with the cotton workers and trade union members, some in far flung areas. It was noted in the stakeholder interviews that this helped with making the Draft Sindh Women Agricultural Workers Rules 2023 more workable and helped increase their access to social protection and welfare services. One provincial government department appreciated the opportunity the Project had provided saying it was the first time its officials had given lectures to workers.
8. Impact on the lives of the beneficiaries and the transformative effects of being able to claim their fundamental rights were clear. While this is success, it is just the beginning. Challenges remains. Among them is the resistance to change in the communities and the farms, perhaps at a somewhat lower level. For this reason, continued support is needed for a longer period to secure the positive transformation.
9. A moderate level of diffusion of impact is already possible with support to EFP, PWF and SAFWCO because of the interest and demand in the non-target communities along with the interest, ownership and commitment of the beneficiaries and stakeholders of the current Project. The missing elements are financial and technical resources.
10. Replication and scaling (in different ways) are also possible but will need more local and provincial institutional support in terms of know-how, facilitation and resources. The role of external partners, such as the ILO, is also critical as was mentioned by the beneficiaries and stakeholders.
11. The Project promoted gender equality and non-discrimination through effective targeted interventions, overcoming cultural sensitivities to enable women's participation and learning. The reports of the implementing partners convey a sense of the force and commitment of the women to apply their learning to improve their lives and the lives of their children. They contributed significantly to the discussion and provided important input into the formation of the Draft Sindh Women Agricultural Workers Rules 2023.³⁵ This was validated in the focus group discussions during the evaluation and by other

³⁵ According to the key informant interview with the Department of Labour, Sindh

stakeholders. However, gender inequality and discrimination issues needed to be integrated more robustly in the agendas and participation of the provincial level activities.

12. Innovative approaches were tried successfully. Among these was combining awareness raising on fundamental principles and rights at work with productivity training, which was greatly appreciated by the participants and EFP.

3.2. Lessons learned

The following lessons were identified during the course of the evaluation. A summary is provided in this section, with more detailed explanation in Annex 7, which is the ILO template 4.1 for Lessons Learned.

These lessons were significant from the Project's perspective, but each is applicable in different contexts. Some identified lessons contributed to the Project's effectiveness; others allowed to understand what hindered the Project's smooth delivery in some respect. In both cases, they are a source of useful learning.

Lesson 1: Flexibility in Project design and operations can help achieve project objectives by enabling swift adjustments in programme or operational implementation, particularly when called for by internal or external conditions requiring urgent changes.

The Project's design provided a framework of outcomes and tentative outputs, leaving many final decisions to local stakeholders. This flexibility was put to good use with the onslaught of the COVID-19 pandemic. The Project coordinator was able to adjust and continue to move the Project along, while maintaining its relevance to its stakeholders and the ILO constituents. With no option for in-person gatherings, the Project switched to virtual consultations and briefings with stakeholders and implementing partners. This helped to maintain some degree of momentum and importantly to enable passing on important and much-wanted COVID-19 related information.

When conditions made it possible to organize activities, it was difficult to find secure venues. The Project adjusted and moved the locations and venues of meetings to local community halls and even homes. This made it more convenient for women to attend.

During the 2022 floods, which affected the Project areas in Sindh Province (Sanghar), implementing partners PWF and SAFWCO availed the opportunity to link families to flood-related social welfare programmes.

Lesson 2: A Project knowledge and information system that enables collection, curation, dissemination and feedback on an ongoing basis can amplify a project's effectiveness, efficiency, impact and sustainability.

According to information available to the evaluation, the FPRW Project depended on reports of its implementing partners for data and information for its annual reports to the donor. The reports of the implementing partners contain a wealth of useful and interesting information. However, the information was not curated, analyzed or disseminated for wider learning and application on a systematic basis.

A management and information system, supported by capacity to operate, would make a distinct contribution to the knowledge base on the FPRW in cotton growing communities. An additional staff member with responsibility for knowledge and information, along with monitoring data, would have made a great difference in this regard.

Lesson 3: Competent local professional resource persons can enhance stakeholder engagement and participation in Project activities and facilitate their learning.

The Project and its implementing partners engaged experienced local professional resource persons to impart training and play a key role in the awareness raising programmes. They were capacitated on issues of FPRW to ensure concept coherence. With an understanding of the local culture, languages, law and fundamental principles and rights, the local resource persons were effective in engaging the stakeholders and beneficiaries and imparting the training and sensitization.

Lesson 4. Involvement of all key stakeholders is important, even if they do not have a direct role in implementation.

The Project involved its major stakeholders during the initial project consultations. The Project's second annual report to the donor for the period August 2018 to May 2019 notes commitment of support of all key stakeholders, many of them attending the strategic planning workshop in September 2018 in Islamabad. It was brought to the attention of the evaluation that as Project implementation picked pace in the districts in Sindh and Punjab Provinces, the involvement of the Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), the ILO's Federal Government constituent, decreased. Changes at the Ministry and the impact of the COVID-19 pandemic on the Project activities would also have contributed to this.

MOPHRD chairs the tripartite Decent Work Country Programme (DWCP) Steering Committee, which is linked to the Federal and Provincial Tripartite Committees. There are routine channels through which the Project can ensure that key stakeholders are informed and involved. Other opportunities can also be explored of involving them in the Project activities.

In addition to the above lessons that are also detailed in Annex 7, the following lessons emerged from the evaluation.

- **A results framework and SMART indicators** are needed for more robust analyses, monitoring and evaluation. A log frame with outcome and outputs, as the Project had, provides only limited scope for monitoring and evaluation.
- **Leveraging ILO advantage** (of longstanding relevance in responding to local needs through a framework of globally recognized standards, experience and good practices; of working with and through its tripartite constituents in collaboration with diverse partners; and of the technical and operational expertise from its network of ILO/HQ, regional, South Asia, and national offices and the UN in general) can add value to projects. The national project coordinator was supported by the ILO CO-Islamabad Office team on all aspects of the Project from strategic programming to political contacts to budget and

communications. The ILO technical specialist on FPRW for South Asia, based in New Delhi, and the ILO FUNDAMENTALS team at ILO Headquarters in Geneva, provided technical support, adding a dimension of relevant international experience. The wider team members participation in programmes events was appreciated by Project beneficiaries and stakeholders. Active participation by ILO constituents contributed to achievement of the Project's objective and successful outcomes.

- **Understanding cotton farming and cultural sensitivities.** Cotton production is seasonal work and has its time pressures that projects need to work around. Moreover, most cotton farmers plant other crops as well or do other businesses. Outreach to women can be an issue due to cultural norms in the male-dominated sections of society. Meaningful participation of women requires a set of targeted strategies according to the situation.

3.3. Emerging good practices

A summary of emerging practices is provided in this section. More detailed profiles are provided in Annex 8, following ILO template 4.4 for Emerging Good Practices.

Emerging good practice 1: The two-pronged strategy of increasing productivity and applying FPRW helps develop capacities and amplify connectivity between the two.

Low cotton farm productivity is a major issue impacting the livelihoods of cotton producers and the crop's contribution to the agriculture sector and Pakistan's GDP. Together with low farm productivity, awareness and application of FPRW are low in the cotton producing areas and a connection between the two is seldom noticed. With a view to addressing the issues of low productivity and FPRW, FPRW Project implementing partner EFP organized the capacity building workshops for landlords/farmers for improving cotton farm productivity and working conditions in Mirpur Khas and Sanghar districts of Sindh (March 2021).

Interest was high because productivity is an issue farmers are keen to work on. The workshop organizers took into consideration the various needs of the participating small landlords/farmers, used a variety of participatory methodologies and encouraged experience sharing. In addition to theoretical sessions, hands-on skills training was provided in the field, that focused mainly on the productivity aspects with some elements of health and safety.

Emerging good practice 2: Finding strength in organizing – trade unions and farmers' associations in cotton producing areas in Sindh and Punjab, Pakistan

Trade unions and farmers organizations in the agriculture sector are not common in Pakistan. While the Sindh Industrial Relations Act, 2013 has provisions for registration of (agricultural) workers and farmers organizations, Punjab province lacks feasible legal provisions to register them. Nonetheless, FPRW Project implementing partners EFP and PWF organized over 220

workers and farmers. EFP formed four landlord associations (three in Sindh and one in Punjab) and PWF formed four trade unions (two each in Sindh and Punjab).

Organizing cotton workers, mainly women, into groups and then trade unions by PWF involved a network of local trade unions and workers and support from the NGO SAFWCO. It involved changing the mindset as a result of repeated sensitization and mobilizing through community workers and trade union leadership. Once organized, the women workers reported that they had gained confidence and could for the first time speak for themselves. They were able to speak confidently, with knowledge to denounce discrimination and seek their rights. They spoke of the changes in their lives as a result of higher wages, better working conditions and knowledge of keeping themselves and their families safer by adopting safe practices. They attributed their newly-found strength, confidence, knowledge and positive change in their lives to the support from their group leadership and members. Although the trade unions could not be registered in Punjab, they were formed and functioning informally. Organizing had been good for the workers and their families.

Emerging good practice 3: Committing to grassroots level bi-lateral agreements to realize FPRW in cotton producing areas in Sindh and Punjab, Pakistan.

In Punjab Province, PWF signed what is termed as “model collective bargaining agreements” with 18 individual cotton farmers to cover their farm workers by provisions of the Agreements. The Agreements intend to improve lives of cotton growing communities through the promotion of FPRW. The provisions stipulate responsibilities of the farmers, including no child labour, payment of government notified minimum wage, leave as defined in the Standing Order Ordinance, worker registration with Social Security Institution and Employees Old Age Benefits (when permitted by law), and displaying the no child labour pledge board. The Agreements also stipulate that PWF will be responsible for monitoring the implementation on behalf of the workers.

In the aftermath of the 2022 floods in Sindh Province, EFP facilitated negotiations and signing of Memoranda of Agreement between Employers Small Landlords Association, Mirpur Khas and representatives of trade unions representing farmers-workers (under Industrial Relations Sindh Rules, 1973). Through the Agreement, the farmers and workers committed to promoting FPRW in the cotton supply chain and to collaborating to support the restoration of agricultural activity that had been impacted by the damage and devastation in the aftermath of the 2022 rains and floods in Mirpur Khas. They also committed to work towards improving agricultural productivity and using the benefits to ensure social protection for the workers.

These agreements, a result of social dialogue and engagement with the communities, are significant because they embody respect for FPRW, bringing together the farmers and workers for improving their lives and productivity. The practice is replicable and applicable in different contexts. Its success will depend, in large part by follow-up, monitoring and support, which in this case will be by PWF and EFP.

Emerging good practice 4: Transforming FPRW concepts into practices in the beneficiaries' day-to-day lives.

It was primarily the Project's simple and localized delivery of the FPRW concepts that contributed to the beneficiaries (cotton workers and farmers) internalizing the value of FPRW in their daily lives. The delivery was mainly through collective and person-to-person awareness raising activities, group formation and grassroots social dialogue. It took some time, but by connecting the dots from the message to what was important in their daily lives, they developed an understanding of their fundamental rights at work.

To highlight some early examples, for the cotton workers, "having a voice" meant being confident and able to claim what was rightfully theirs; "association" was having a support network or group (eventually their newly formed trade unions) and a supportive person around when they negotiated with the farmer; "negotiations" meant proactively asking for higher wages (equal to men in case of same work), "facilities and working conditions" were what made life safe and easy on the farm; "forced labour" was a mix of bad practices that had to stop, such as excessive, unwanted and unpaid working hours; having alternative income earning opportunities meant they had a choice and could "just exit" such bad situations and still have an income; child labour was when young children were working and not going to school, or when the older children were applying or handling harmful chemicals.

For the farmers, connecting the dots meant doing the right thing, which, they realized, was also a path to better yields and more productivity. They realized this path to the right thing and higher yields was through looking after their workers by paying them well and providing better facilities such as cold water and a sun shade in the heat of summer. They admitted that it was now a necessity since the workers had other options and it was increasingly difficult to get and retain workers. For them, it made economic sense.

It may fall short of the complexity of the concept, but this pragmatic internalization and transformation of the FPRW concept is a critical step in the application of FPRW at the grassroots level in its greater complexity. Importantly, armed with this practical understanding the beneficiaries were able to articulate and advocate for their needs and rights in other contexts as well, as explained by a government official in an evaluation interview. The practice is replicable and applicable in different situations.

This emerging good practice contributes directly to the project objective of improving respect for fundamental principles and rights at work for a sustainable cotton supply chain, particularly to outcome 2 on enhancing respect for FPRW in the cotton growing communities

Emerging good practice 5: Building local resources and capacity to sustain impact, particularly for women, in cotton growing communities in Sindh and Punjab Provinces, Pakistan.

The FPRW Project delivered a multitude of successful sensitization activities to create an understanding of FPRW amongst the cotton workers, farmers and other stakeholders in selected cotton growing communities in Sindh and Punjab Provinces. Sustaining the impact of those activities would require ensuring continued support beyond the Project's duration.

Wanting to create a sustainable paralegal support system for workers within the communities, PWF provided training of trainers to a group of volunteers, who further trained additional volunteers. They were trained in both the knowledge of applicable local labour law and the know-how of assisting those in need. Similarly, SAFWCO trained volunteers as community social mobilizers to create awareness about workers' rights and to motivate and help organize the workers.

During the Project's duration, the two volunteer pools spread the learning on FPRW and motivated thousands of workers in their communities. Post-project, PWF has committed to continue supporting the paralegals to support the workers and SAFWCO to support the social mobilizers. Both organizations maintain the volunteers are integrated into the on-going training programmes of their respective organizations and they will receive support to continue their work.

This practice is cited as significant because it provides a level of assurance for sustaining the impact of the effective awareness raising and sensitization efforts of the Project and its partners. Its success will further root and expand respect for FPRW in the cotton producing communities, but its success will depend, to a large extent, on follow-up and support from PWF and SAFWCO to the two volunteer pools. The practice is replicable, applicable in different contexts and has great potential in securing sustainability of impact.

Emerging good practice 6: Exit strategy plans and implementation by key implementing partners contributed to swift transition towards sustaining impact.

In 2021, the FPRW Project was revised and extended by one year, with the explicit goals that included preparing and implementing exit strategies. The Project worked with the three main implementing partners, EFP, PWF and SAFWCO on their exit strategies, helping them integrate awareness raising, training and social dialogue into their routine work. The social partners, EFP and PWF, also planned to continue their collaboration on the high-level advocacy for legal reforms, expanding their networks and membership in the cotton communities, and monitoring and supporting the bilateral agreements by farmers and workers that they had signed or facilitated.

While the short- and medium-term exit plans rely mainly on integration of beneficiary support into their mainstream programmes, the longer-term plans reflect a vision for building further on the results of the Project. For instance, EFP has developed a framework whereby it will be recognized not only as the representative voice of industrial employers, as it is presently, but also

of agricultural employers for landlords and farmers associations. The landlords and farmers associations will be formed into two federations, which will be affiliated with EFP. Similarly, PWF envisions expanding its membership into the cotton producing communities.

This practice is significant because it shows planned exit, integration of beneficiary support into mainstream programmes of the implementing partners and a vision and plan that will continue to expand and sustain the Project objective of improved respect for fundamental rights at work for a sustainable cotton supply chain. The practice in itself is replicable and applicable in different contexts.

Emerging good practice 7: Collaborative social partner advocacy for legal reform can be effective in bringing agriculture workers and farmers under the ambit of the labour law and to enhancing protection of women agriculture worker rights.

Through collaborative processes, the social partners, Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF), engaged in targeted advocacy with members of the Punjab Provincial Assembly/Labour Standing Committee to inform them of the gaps in the Punjab Industrial Relations Act, 2010 that is not permitting the registration of agricultural trade unions and farmers associations in Punjab. They highlighted the example of Sindh Province which amended its Industrial Relations Action in 2013 to make the provision for registration of agricultural trade unions and farmers associations. To move the Punjab Provincial Assembly on the issue, PWF and EFP collaborated with members of the Standing Committee on a draft resolution calling for the right of association, formation of trade unions and collective bargaining for agriculture workers.

Through tripartite consultations, EFP and PWF also collaborated with the Sindh Provincial Department of Labour in developing Rules for Sindh Women Agricultural Workers Act 2019. The Rules recognize women's work in agriculture and related sectors, promote and protect their rights and ensures their participation in decision-making. The rules are under review at the close of the Project.

This case is cited here as an emerging good practice on social partner collaboration to advocate and take action to improve the legal framework for FPRW.

Another emerging good practice that has not been included in the detailed template because sufficient information is not available and it is still in early stages is the establishment of the ***Departmental Committee for Promoting FPRW by Bahawalpur Chamber of Commerce and Industry (BCCI)***. It provides a link to the private sector entities that are important to promoting and implementing FPRW.

4. RECOMMENDATIONS

Following are recommendations arising from the final evaluation (including stakeholder consultations), the previous self-evaluation, and the mapping report, *The Mapping of the cotton supply chain at the community level: A report on selected districts in Punjab and Sindh Provinces of Pakistan*. The recommendations are interconnected and interdependent. For maximum impact they would need to be implemented through a comprehensive programme of action as proposed in the first recommendation below. However, they can be implemented through a modular approach as opportunities arise.

1) Develop and implement a multi-stakeholder, four-province human-centred cotton sector supply chain project.

To the ILO	Priority: high	Resources: med to high	Timeframe: medium-term
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Highlighting the effectiveness of the FPRW Project, its relevance, strategic and priority fit and impact, ILO constituents and partners in Pakistan expressed the need for a more expansive and ambitious project through diffusion, replication and scaling in areas covered by the existing Project and beyond that in all the provinces. It is recommended to bring together ILO constituents, key governmental and non-governmental actors and those in the industry from all tiers of the supply chain, together with civil society to develop and implement a programme of action based on an integrated approach to FPRW that optimizes their interdependence. With the primary focus remaining at the community level, the programme should extend to the other tiers, including the final tier–1, with tier-specific action. This will strengthen capacities at all levels, including cotton production, spinning, manufacturing and related processes. The Government has stated its intention of developing the organic cotton production started in Balochistan province and in Khyber Pakhtunkhwa province, in addition to Punjab and Sindh.

Developed as a multi-donor and multi-stakeholder PPP initiative, it will bring together key actors for a strong impact (and greater sustainability) through the promotion of fundamental principles and rights at work and decent work in the cotton supply chain and the broader cotton sector.

2) Support the diffusion of the FPRW Project interventions model while the momentum and interest are high.

To: the ILO, local governments, constituents	Priority: high	Resources: low	Timeframe: short-term
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The stakeholder consultations for the final evaluation, the implementation partners' intervention reports and testimonials show a high level of enthusiasm for the activities undertaken in the targeted communities, with spill over interest from neighbouring villages and areas. The beneficiaries and the supporting organizations found the approach as innovative, not complex, easy to implement and work through and one that led to immediate observable benefits (self-confidence, ability to negotiate for higher wages and better conditions and being successful). They were keen to diffuse the model to their neighbouring communities.

It is recommended that the ILO, in partnership with its constituents and partners, support the communities in the diffusion of their model, particularly around the villages and areas where they were implemented to create greater mass of respect for FPRW. Among the activities for diffusion are the Project's FPRW awareness raising workshops, efforts at motivation, organizing and networking, training in negotiating skills and simple information and education communication material. The diffusion can be low-cost and ride on the momentum at the end of the Project.

3) Prepare and disseminate a simple “how-to” guide documenting methodically and step-by-step the Project strategies and experience that led to successful practices to aid in diffusion and replication.

To: ILO, local governments, constituents	Priority: high	Resources: low	Timeframe: short-term
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The evaluation was informed of the interest of neighbouring villages in the changes the Project was helping to bring about in the cotton growing communities. A simple step-by-step guide will facilitate the replication of the process.

4) Develop and implement a FPRW *capacity development programme*, with a focus on the cotton supply chain, at the institutional and individual levels through traditional and innovative approaches and underpinned by locally developed *multi-media community-based campaigns* to promote decent work practices, respect for FPRW.

To: ILO	Priority: high	Resources: low- medium	Timeframe: short-term
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The design of the programme should be guided by the outcome of gender analysis and training needs analysis undertaken prior to developing the programme so that it meets the specific needs of the various target groups and that gender equality, and other cross-cutting issues, are integrated in the capacity development programme.

Stakeholders informed the evaluation team of how the Project's awareness raising workshops, together with support of the trade unions, had literally given a voice to the workers, helping them become more vocal and able to participate meaningfully in discussions. Capacity building was recommended particularly for labour inspectors, so they can continue to sensitize workers and farmers on the issues.

The stakeholders and beneficiaries were particularly appreciative of the usefulness of the training that combined FPRW with productivity since such courses led to immediate benefits. It is recommended that, wherever appropriate, FPRW be put in concrete and observable contexts of health, productivity or other target specific issues. Well-trained local trainers and cultural sensitivities in organizing the training were also seen as conducive to learning.

Linkages to federal and provincial social protection initiatives, such as the federal unconditional cash transfer poverty reduction programme, Benazir Income Support Programme (BISP), and the Bait-ul-mal, a poverty alleviation programme, were considered Project successes by the

beneficiaries. Capacity building of service providers and social mobilizers on effective linkages can be a useful context for FPRW.

It is recommended that the capacity development programme include learning-by-doing opportunities in addition to group training. These real-life opportunities for sharing and learning can be provided through field trips, exchange visits, internships or other opportunities for placement of students, faculty or staff in the communities, opportunities for farm level stakeholders to participate in district, provincial or national initiatives. These real-life experiences go a long way in understanding, innovation, capacity development and creating links.

The Project's Mapping report indicates gaps in outreach, particularly of the extension services agents to female farm workers. It is recommended to strengthen the capacity of the public and private sector extension services to the farm workers, particularly for the women. These services must also use and promote amongst the cotton communities the use of appropriate, cost-effective technologies for farm and non-farm use.

These approaches should be incorporated in the capacity development programme.

To reinforce learning from the capacity development programme, it is recommended that the ILO and its partners support related campaigns delivered using multi-media including radio, religious and social centres, street theatre, local artists, among others. Social mobilizers and community members should be involved in developing and delivering the messages. Pre-, mid- and post-campaign assessments should be put in place to see the impact of the campaigns and adjust as needed.

The target groups for the capacity programme include:

- Concerned government departments at the federal, provincial and district level, including labour inspectors, extension service workers;
- Employers' and workers' organizations, community-based and non-governmental organizations;
- At farm level for workers, farmers, input providers, intermediaries (*beoparis* and *arthis*), members of the market committee, other trade committees, community level non-governmental organizations and other bodies;
- Agriculture universities and research institutes, particularly those with existing extension agriculture programmes or with a potential to develop programmes that can connect university students and faculty with cotton growers for mutual learning.
- In addition to capacity building on fundamental rights at work, the ILO should, in collaboration with the social partners provide, business training to farmers, including workforce management, negotiations, marketing, planning, and business expansion.

- 5) ILO should continue to support *legal and policy reform* and advocacy for a more equitable and enabling environment for cotton production that fosters respect for FPRW.

To: ILO

Priority: high

Resources: low- medium

Timeframe: short-term

The *Report of the Committee of Experts on the Application of Conventions and Recommendations* presents observations and recommendations in relation to the federal and provincial Industrial Relations Acts.³⁶ The Committee notes the coverage/non-coverage of agriculture workers, restrictions/allowance on agriculture workers to form unions, mentioning four registered unions of agriculture workers and two associations of landlords of agriculture farms (at time of writing) under the Sindh Industrial Relations Act, 2013 (SIRA 2013). It further notes that the federal and provincial Industrial Relations Acts are applicable only to the formal sector workers. The informal sector, including small agricultural holdings that do not run an establishment, or farmers working on their own or with their family, are not covered under the Acts. It is recommended that the ILO provide support to the provinces as they amend/promulgate the laws relating to right of association and extending application to informal sector including the agriculture. Other observations and recommendations are also presented, included on gender pay gap and non-discrimination.

More specifically, the recommendation includes the following sets of action:

Advocacy at different levels to promote review of FPRW related laws and policies impacting the agriculture/cotton growing communities.

Research, in collaboration with *competent research bodies*, on specific issues in the laws and policies in need of change. (Some research topics listed below would also apply).

Support to *employers' and workers' organizations* in their advocacy for legal reform impacting the agriculture/cotton workers and their coverage under the laws, particularly the industrial relations laws.

Technical support to the *Federal and Provincial Governments* to review and revise laws and policies that restrict freedom of association and collective bargaining, do not adequately address conditions of forced or compulsory labour and child labour, that hinder gender equality, and are discriminatory.

For effective implementation of this recommendation, its advocacy must be evidence-based advocacy, supported by relevant, updated, high-quality research and evidence from real life experiences, including from project implementation.

The PWF's efforts to change Punjab Industrial Act along the lines that Sindh and Balochistan have amended theirs will allow agriculture workers in Punjab to be covered by the provisions of the

³⁶ ILO. 2023 *Application of International Labour Standards 2023 Report of the Committee of Experts on the Application of Conventions and Recommendation, 2023*. International Labour Conference 111th Session, Report III (Part A). 2023

Act as industrial workers are covered. It is recommended that these efforts, and others pursuing this objective be supported.

Support to EFP and PWF to form local community-based employers’/farmers’ and workers’ organizations and develop their capacity. This will enable the cotton producers to have a voice in the work and policies that impact them and to be served and protected by collective bargaining.

In addition to the Industrial Relations Acts mentioned above, other laws and policies that can improve the socio-economic and rights at work for workers are occupational safety and health, labour and other inspection systems, applicable taxation/cess collection, farm inputs that affect health, social protection, transportation, housing, children’s access to education.

Women in cotton production, as in agriculture in general, are disadvantaged, in part, because of laws that do not extend adequate support to them. The findings in this report are clear on the lack of support to women in connection with training, transfer of information and technology, and access to credit, women’s access to ownership and assets – including land ownership, gender-based violence and discrimination, and education and training opportunities.

6) ILO should continue to enhance the FPRW knowledge base through *analytical research* and strengthened *information systems* on FPRW in the cotton supply chain in Pakistan. It must further ensure timely dissemination of knowledge and information.

To: ILO, research partners

Priority: high

Resources: low- medium

Timeframe: short-term

To build on the Mapping Report produced under the Project, further analytical research on a range of issues is recommended to develop more in-depth understanding of issues, relationships, institutions and actors involved in cotton production and cotton supply chain.

Recommended topics include, but are not limited to the following:

The role of the local traders/commission agents (arhi and beopari) in the cotton trading market and the cotton growing community. A politically strong and organized group, the *arhis* hold critical power and influence over trading and the livelihood of smallholder farmers, and consequently the workers. Understanding their role from its historic perspective can be helpful in proposing measures to streamline the dynamics and relationships, making them part of the solution. The farmer and worker participants in various seminars under the project were quite explicit about the difficulties caused by the involvement of these commission agents/traders in marketing and decision making.³⁷

An understanding of the impact of cotton taxation, including cess, on the cotton growing communities. Trade associations go to great measures to have the cess reduced or waived but there is not much understanding of the impact of less or more cess on the cotton growing

³⁷ EFP reports on multi-stakeholder consultations, Hyderabad/Sindh (16 March 2021); and awareness raising seminars, Mirpur Khas/Sindh (12 Jan 2021) and Sanghar/Sindh (13 Jan 2021)

community or of its use. It is recommended to get a good understanding of the possibilities for amending the mandated use of the tax to include human development of cotton production stakeholders.

Understanding gender equality: challenges and opportunities in cotton production, off-farm and on-farm, in which adults and children engage. Gender analysis to understand the division of labour between women and men; their practical and strategic needs; the power relationships and structural causes sustaining gender discrimination and inequalities; access to and control over resources and benefits; challenges, opportunities, and capacity to promote gender equality and to mainstream it into key policies, programmes and life in the communities.³⁸

Understanding the work of children in cotton production and support activities, including domestic and other non-farm/caring responsibilities as a result of their parents work in cotton production. The Mapping report also highlighted a lack of knowledge on part of the parents, farmers and communities on the safe and permissible and non-permissible work for older children according to provincial law and the harms that work can cause.

Analytical research on the role of human infrastructure in achieving cotton yield targets. According to the Mapping report, productivity discussions and policies often overlook the human infrastructure as an element contributing to cotton yield. They focus on *technological* (agricultural practices), *biological* (weeds, pests, insects, diseases) and *environmental* (climatic conditions, soil fertility, water quality and reliability, topography) (Liliane, Charles 2020). In the report, human infrastructure in cotton producing communities refers to farmers and farmworkers and their families, the intermediaries (*beoparis* and *arthis*), credit providers, farm input providers, training and support system providers who are the key members of stakeholders. The research will throw more light on the role of the human infrastructure stakeholders and the interconnections and cross-impacts with the other factors (particularly technological, biological and environmental). It should also highlight as to what is lost in productivity, and social and personal development in the absence of adequate support to the human infrastructure.

Research partnerships and research advisory group

Involve experienced research institutes (such as the Central Cotton Research Institute – CCRI) and universities in Pakistan in undertaking the research so the data can be used, or even built on, for future research and it can serve as a resource for teaching purposes. As noted in the Project’s Mapping Report (draft), it would also be an attempt to diversify the current cotton research of the universities, which focuses mainly on the issue of yield and non-human aspects of cotton production. The Mapping report highlights the significance of the human infrastructure (that is the farmers, farmworkers and their families, intermediaries, input providers and other stakeholders) as contributors to the yield. This approach would be an important uptake by the universities’ work and its contribution to policies on cotton production.

³⁸ ILO, Evaluation Unit. *Guidance Note 3.1: Integrating gender equality in monitoring and evaluation*. (v.3). Geneva. June 2020

7) More robust gender dimensions and cross-cutting issues in programme design and implementation, including of implementing partners.

To: ILO, research partners

Priority: high

Resources: low

Timeframe: short-term

Stakeholders and implementing partner reports point to some innovative ways in which women were brought onboard in a marginalized environment, particularly at the community level. Greater consistency is needed in integrating gender equality, non-discrimination, and disability inclusion in programme design, implementation and monitoring and evaluation, including of implementing partners. It is recommended to discuss measures with partners for integrating these issues and establishing criteria, including for number, nature and quality of participation in project supported events, in the agendas, presentations, conclusions and recommendations; inclusive language for all project supported events and reports; clear integration of questions on gender equality, non-discrimination and disability inclusion in data collection, survey questions and information collection and reporting. It should be part of orientation of implementing agencies.

8) Project steering or advisory committee should be designated or created.

To: ILO, partners

Priority: med

Resources: low

Timeframe: med-term

The Project would have benefited from a steering or advisory committee in guiding it and bringing all the key and diverse stakeholders to the table. It would further increase chances of integration of practices within mainstream programmes and enhance ownership of the programme and issues. It is recommended that any future project on the subject consider such a committee.

9) ILO should consider a coordinating mechanism and information sharing platform for the multiple initiatives on cotton supply chain in the country.

To: ILO, partners

Priority: med

Resources: low

Timeframe: med-term

With numerous on-going or recently closed ILO and non-ILO projects focusing on cotton, the supply chain or international labour standards, there is need for better coordination, information sharing and learning. One possibility would be a virtual forum for sharing of experiences, tools and knowledge.

Annex 1: Terms of Reference for Project Internal Evaluation

Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project Title	Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan
Project Code	PAK/17/50/INX (106351)
Administrative Unit	ILO Country Office-Islamabad
Donor	INDITEX
Project duration	10 May 2017 to 28 February 2023
Type of Evaluation	Final Internal Evaluation
Period covered by the Evaluation	10 May 2017 to 28 February 2023

CONTEXT

This Terms of Reference (ToR) encompasses the internal evaluation of the International Labour Organization (ILO)'s project, '*Promoting Fundamental Principles and Rights (FPRW) at Work in the Cotton Supply Chain in Pakistan*' (hereafter referred as FPRW Project).

Cotton, as a major agricultural commodity, provides livelihoods to millions of farmers and their families worldwide. Pakistan is one of the largest cotton producing countries in the World. Cotton cultivation takes place in plantations, as well as medium and small holder farms.

As important as the sector is, those involved in cotton production in Pakistan often suffer from low wages and economic insecurity. This is particularly true for vulnerable groups working in the sector such as women, migrants, and seasonal workers. The sector is also susceptible to the use of child labour and bonded labour.

As human rights and enabling conditions for the realization of decent work, FPRW are minimum standards enabling economic growth to go hand in hand with human development, and by doing so, they ensure the sustainability of any economic sector. These rights are ranged in four categories, namely freedom of association and the effective recognition of the right to collective bargaining, the elimination of forced or compulsory labour, the abolition of child labour and the elimination of discrimination in respect of employment and occupation.

Gaps on the implementation of these rights have been detected in almost the entire agricultural sector. In many rural communities, children can be found performing work that is not appropriate for their age or can damage their health and well-being. In some cases, repeated indebtedness can give rise to 'debt trap' and lead to forms

of labour bondage. Women tend to be segregated to non-paid or lower paying tasks in some of the most arduous parts of the agricultural cycle. They may have access to fewer learning, credit and other opportunities and less chances to transform unfair social values and traditional practices.

Challenges to equality can also originate from a combination of different grounds of discrimination, including on the basis of caste, ethnic origin or religion. Low income and economic insecurity is often associated to work in agriculture and risks of hazardous working conditions can result in serious damage to workers' health and well-being.

The implementation of producers' and workers' collective rights is often difficult, in part at least, because of the lack of representation in decision making processes and absence of fora to play an active role in the prevention and remediation of labour rights' violations. But also because of persisting legal and practical barriers. These barriers can include the exclusion of rural workers from national legislation to challenges related to the organization of workers in dispersed and remote rural areas and, very often, the low capacity of rural producers' and workers' organizations.

PROJECT BACKGROUND AND RATIONAL FOR EVALUATION

In view of above-mentioned background, ILO and development partner, INDITEX, entered into a partnership in 2017 to promote an integrated approach to FPRW in the lower tiers of the cotton supply chain to demonstrate a replicable model addressing the above-mentioned challenges in the cotton farming areas for making it a sustainable enterprise. Due to late start, the Project started on ground implementation in 2018. In 2021, the project was revised and extended by 1 year, with a decision to strengthen and scale up what has been successful, learn from, and amend or even drop what has not been successful.

The Project is part of a multi-country project with the overall development objective to contribute to the implementation of Decent Work for the cotton growing communities in the cotton supply chain by supporting the implementation of FPRW in Pakistan. It supports creating conditions for better livelihoods as well as ensuring the sustainability of cotton. The project focuses to address the challenges with a broader process of social dialogue. Thus, it will help to ensure workplaces free from child labour, bonded labour, enhanced collective voice, gender and social discrimination and providing an enabling environment for social dialogue. It also intended to establish good practices for replication/upscaling in other parts of the country.

The Project is under implementation in select five cotton producing districts i.e. Multan, Bahawalpur and Vehari in Punjab Province and Mirpur Khas and Sanghar in Sindh Province of Pakistan as being the first pilot districts in the country. The project started in mid of 2018 and has been in force for more than four years, though it had to deploy various methodologies for implementation during the COVID-19 pandemic subsequent to 2020. The project will come to an end on 28 February 2023.

The Project works with the ILO constituents and key stakeholders. The strategy combines agriculture sector-specific approach to promote an integrated approach of FPRW in rural economy, supported by research and action on cotton growing communities impacting FPRW implementation.

Considering the implementation duration of the project and end date, it becomes imperative to capture achievements, strength, weaknesses, learnings, and upscaling potential of this unique pilot intervention in agriculture sector for future work of ILO, with an aim to promote effective implementation of each of the four pillars of FPRW contributing to decent work and better livelihood to all in need in cotton growing communities (especially marginal and small-scale farmers and workers).

Pakistan has already conducted a self-evaluation up to 31 December 2021 and the current evaluation can potentially build on that.

Outcomes and Overall Strategic Framework of the FPRW Project

Outcome 1: Improve knowledge base on FPRW in the cotton supply chain

Mappings of the cotton supply chain in selected communities.

Outcome 2: Enhance respect for FPRW in cotton growing communities

Building on the existing knowledge base, the project will develop an intervention model through consultations with stakeholders

The intervention model will focus on either/both (a) workers' and employers' organizations/cooperatives; and (b) community/families

Capacity building of cotton growing communities

Outcome 3: Contribute to meaningful social dialogue and engagement on FPRW at the industry level

- o Establishment of social dialogue platform or other mechanisms.
- o Provide information about good practices to stakeholders' dialogue

Project Progress Overview

The project has been operational in the above-mentioned districts of Pakistan in collaboration with the ILO's constituents, Civil society Organizations (CSOs), research organizations and other key stakeholders since 2018 and has progressed considerably. It has strengthened the existing partnerships and developed new partnerships as well, including knowledge building, policy influencing and implementation for institutional strengthening, and working with the cotton growing community directly and/or indirectly through their representatives. The project has provided opportunity to businesses, CSOs, Government, and Workers' representatives to engage in bi-partite and/or tri-partite social dialogue on the issues of FPRW for possible ways to address the deficits and challenges. Thousands of workers and farmers, especially marginal & small, have been benefitted through awareness-cum-capacity building on forming associations & collectives for stronger voice, improved negotiation skills and opportunities on workplace conditions, better price and income while dealing with the respective actors/players/institutions in the cotton supply chain.

Project Management Arrangements

The project is managed by a National Project Coordinator (NPC), responsible for overall project management based in the ILO Field Office in Lahore, and reports to the Country Director of the ILO Country Office for Pakistan.

The Project works closely with the FUNDAMENTALS Branch in Geneva as well as FPRW Specialist and other concerned Specialists at DWT/CO-New Delhi.

Purpose of Evaluation

The overall purpose of this final internal project evaluation is to comprehensively capture achievements, strength, gaps, and learnings related to the implementation of the FPRW project through an integrated approach promoted to address FPRW deficits in the cotton supply chain in the selected districts and Provinces in Pakistan. In particular, the evaluation is aimed to serve two main purposes:

- Comprehensive assessment of project intervention with regard to its Relevance, Coherence and validity of design, Effectiveness and Efficiency, Human rights and
- Gender equality, and Potential impact and Sustainability. Findings and recommendations from the evaluation will be crucial towards generating evidence and strategy for ensuring upscaling/replication potential of this unique pilot intervention in agriculture sector.

Clients

The clients/users/audiences of the evaluation findings and recommendations include but not limited to the ILO constituents and Project partners in Pakistan, ILO project team, Management and **Specialists at the country, regional and Headquarters levels, donor, other international and national agencies working in this field.**

Scope of Evaluation

A. Scope of Work

The evaluation will cover the Project intervention period from May 2017 to 28 February 2023.

The evaluation would be conducted in above-mentioned selected provinces of Pakistan, covering five project districts. Given the disruption due to Covid-19 pandemic, the full impact of the intervention will not yet be possible. This evaluation would analyze the interventions in terms of their desired impact, and how different parts of the project connect with FPRW integrated framework (improvement of knowledge base on FPRW in the cotton supply chain, ensuring respect for FPRW in cotton growing communities, and contributing to meaningful social dialogue and engagement on FPRW at the industry level to address critical FPRW deficits)

B. Evaluation Guidance/Details- Specific areas/issues to be delved upon

The evaluation report should cover the following:

Assessment Criteria	Questions to be addressed
Relevance	<p>Assess the relevance of the project with regard to decent work and social justice guiding framework of ILO³⁹, as well as the extent to which the intervention objectives and design responded to beneficiaries, global DWCP, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. (Assess the relevance and coherence of project's design with respect to original plan and COVID 19 circumstances, if any).</p> <p>How the project is perceived and valued by the policy makers, implementers, target groups (cotton growing communities) and other key institutions and stakeholders.</p>
Coherence & Validity of Design	<p>Are the ToC assumptions sound? Is the design sound to achieve the objective?</p> <p>The extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa.</p> <p>Are the project outputs/objectives in coherence with the Integrated FPRW Framework defined?</p>
Effectiveness (including effectiveness of the management arrangement)	<p>Assessment of the extent to which project intervention achieved, or are expected to achieve, its objectives and its results, including any differential results across groups across all three outcomes.</p> <p>Assess effectiveness of the management structure and strategies; implementation modalities chosen; and partnership arrangements to achieve desired project objectives</p> <p>Document lessons learned and good practices in order to replicate and/or upscale experience gained, giving due importance to constraints/risks faced and opportunities during intervention.</p> <p>Assess the efficiency and effectiveness of the project implementation framework and management arrangements.</p>

³⁹ https://www.ilo.org/newdelhi/whatwedo/publications/WCMS_650119/lang--en/index.htm

	<p>What are the reasons for the achievement or non-achievement of outputs or outcomes? Do the achievements affect women, men, youth, and people with disability differently?</p> <p>What could be done to make the intervention more effective?</p>
Human Rights and Gender Equality (GENDER EQUALITY IS INCLUDED ACROSS THE QS)	<p>Was there specific focus on Human Rights and Gender Equality in the project design and to which extent promoted?</p> <p>Was there enhanced bargaining power, economic improvement and lessening of social/gender-based discrimination</p>
Efficiency	<p>To what extent has the intervention delivered, or is likely to deliver, results in an economic and timely way.</p> <p>Have the resources (financial, human, technical support, etc.) been allotted strategically to achieve desired project outputs?</p>
Potential Impact and Sustainability	<p>Analysis of any visible impact of the interventions (though this will be modest given the timeframe and the pandemic)</p> <ul style="list-style-type: none"> ▪ To what extent did the interventions reach intended beneficiaries?
	<ul style="list-style-type: none"> • How did they benefit from the interventions? To what extent has the intervention generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects? <p>What strategies has the project put in place to ensure continuation of</p> <ul style="list-style-type: none"> • mechanisms/tools/practices provided, if the support from the project ends? In what ways might the project's key partnerships contribute to sustaining its key initiatives? • Review and provide recommendations regarding the sustainability strategy of the project as how to build on the achievements of the project and ensure that the relevant stakeholders sustain it. <ul style="list-style-type: none"> ▪ Provide strategic and operational recommendations, along with possible upscaling practices as well as highlight lessons to improve performance, if any

Cross-Cutting Issues

The evaluation will address all crosscutting issues—, gender equality, wage, migration, and COVID19 responsiveness, etc. In terms of this evaluation, this implies involving both men and women, families left behind and other social/cultural categories as relevant by country in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that are disaggregated by sex at a minimum and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be included in the inception report and final evaluation report to the best extent possible.

Methodology and Approach

- The evaluation assignment will involve a desk review of existing documents as recommended by ILO project team. Review project documents, including, but not limited to studies, success stories, existing reports, and Implementation Agreements (IAs)
- It will also involve evidence collection from relevant stakeholders at different levels. This will necessitate online and offline meetings with various stakeholders from target districts in Punjab and Sindh Provinces of Pakistan.
- Meet/discuss with relevant ILO staff, INDITEX, stakeholders and other stakeholders as defined by FPRW Project Coordinator.
- Carry out key informant interviews with relevant project partners, stakeholders, and beneficiaries

Timeline

The evaluation is scheduled to be initiated in February 2022, and to be completed within March 2023, with a draft report covering the aforementioned aspects.

Specific Evaluation Tasks, Consultant's Responsibility and Tentative Timeline

Task Description	Schedule (Tentative workdays)
Attend briefing meeting with FPRW project officials and ILO experts and carry out the Desk review of FPRW project documents.	2 days
Submission of inception report, including proposed workplan and methodology for the evaluation.	1 day
Interviews/consultations with key project stakeholders, including tripartite constituents, Implementing Partners, ILO officials, donor.	3 days
Data analysis, preparation and submission of draft evaluation report.	2 days
<ul style="list-style-type: none"> ▪ Incorporation of comments/feedback on draft report ▪ Submission of final evaluation report to the ILO 	2 days

Skills and Qualifications

The relevant consultant undertaking this assignment will:

- Have an advanced understanding of the ILO's decent work with FPRW framework and experience in evaluation, is desirable
- Have deep expertise on the Pakistan economy, with demonstrated experience working on labour markets, and agricultural employment with special attention to vulnerable populations
- Have worked on issues related to children, youth, women, wages and informality
- Prior experience working with the ILO in terms of report writing and/or evaluation, and other UN agencies, preferred.
- Ability to undertaking a human rights-based approach and gender analysis

Key respondents- Key stakeholders, including tripartite constituents, implementing partners, donor and the ILO officials will be consulted throughout the evaluation process.

Deliverables

- An inception report for the evaluation due within the first week after the signing of the contract.

- The evaluation draft report
- Final report upon adjusting ILO's inputs to the draft report.

Annex 2: Key Informant Interviews and Beneficiary Focus Group Discussions

ILO FPRW Cotton Project Pakistan

Day/Date March 2023	Key Informant <i>Office/org Name</i>	Time <i>Pakistan (Pk) Eastern Daylight Time (EDT)</i>	Remarks
Thursday 23 March 2023	1. SAFWCO Mr Suleman G. Abro Founder/President Mr Zafar Talpur, Project Manager	10 am Karachi (1 am EDT); completed	Zoom call
Friday 24 March 2023			
Saturday 25 March 2023	Focus Group Discussion 2. Women Cotton Pickers SAFWCO (1) Mr Suleman G. Abro , Founder/President (2) Ms Farha Kashif, Sr Social Organizer, SAFWCO (3) Ms. Sajda, cotton picker (4) Ms. Khalda, cotton picker (5) Ms. Mithal, cotton picker (6) Ms. Imamzadi, cotton picker (7) Ms. Jannat, cotton picker (8) Ms. Aatri, cotton picker (9) Ms. Azeema, cotton picker (10) Ms. Khusboo, cotton picker (11) Ms. Rubab, cotton picker (12) Ms. Saeedan, cotton picker (13) Ms. Nabul, cotton picker (14) Ms. Tahmeena, cotton picker (15) Mr. Sher Muhammad	12 noon Lahore (3 am EDT); completed	Zoom call Participants from following villages in Sanghar district Dhani Bux (Shehdadpur) Allah Bux Khaskheli (Shehdadpur) Jurio Dero-Tando Adam (Tando Adam) Jurio Dero (Tando Adam) Bakhar Khan Nizamani (Tando Adam) KhudadKapri (Shehdadpur)
Sunday 26 March 2023			
Monday	3. Pakistan Workers Federation (PWF)	10 am Lahore (1 am EDT)	Zoom call

27 March 2023	Br Mukhtar Awan Br Asad Memon	Link sent; completed Head Office: 40 – B 1st Floor Muhammad Nagar, Allama Iqbal road, Lahore Punjab – 54000	
Tuesday 28 March 2023	4. Central Cotton Research Institute (CCRI), Multan Dr Zahid Mahmood, Director, Acting Cotton Commissioner, Islamabad	11:30 am (2:30 am EDT) Links sent; completed	Zoom call
	5. Focus Group Discussion PWF Beneficiaries Multan (1) Ms Hafeezan Bibi, Worker (2) Ms Sobia, student/ worker's daughter (3) Mr Malik Sajjad Maitla, farmer (4) Mr. Sajjad Khan, farmer (5) Mr. Mukhtar Awan, PWF (6) Mr. Mazhar Lashari, PWF (7) Mr. Sikandar Niazi, PWF	1 pm Multan (4 am EDT) Links sent; completed	Zoom call
Wednesday 29 March 2023	5. Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD) Mr. Muhammad Wishaq, Joint Secretary	10 am Islamabad (1 am EDT) Links sent; completed	Zoom call
	6. Employers Federation of Pakistan (EFP) Mr Fasihul Karim Siddiqui, Vice- President EFP Syed Nazar Ali Secretary General, EFP	11:30 am – 12:30 pm Pk (2:30 -3:30 am EDT) Links sent; completed	Zoom call
	Focus Group Discussion 7. PWF Beneficiaries Bahawalpur (1) Ms Erum Attique, worker (2) Ms Tabassam Rohi, worker (3) Ms Humera, worker	1 pm Pk (4 am EDT) Links sent; completed	Zoom call

	(4) Mr Mujahid Wasim Naqvi, farmer (5) Mr Mohammad Asif Nadeem, farmer (6) Mr Asif Hussain, farmer (7) Mr Mukhtar Awan, PWF (8)) Mr Afzal Mehmood, PWF		
	8. Department of Labor Sindh Mr Reejumal S. Sajnani, Deputy Director Labour, Government of Sindh	7:30pm Pk 10:30 am EDT, completed	WhatsApp call
Thursday 30 March 2023	9. Bahawalpur Chamber of Commerce and Industry (BCCI) Malik Muhammad Aijaz Nazam Chair, Departmental Committee on FPRW and Former President BCCI	5 pm PK (8 am EDT), completed	WhatsApp call
	ILO FPRW Project Mr Ijaz Ahmed, National Project Coordinator	Numerous over the course of the evaluation	

Annex 3: Documents Reviewed

- EFP presentation on sustainable policy framework
- EFP Press Release
- EFP Proposal: July 2020 – 6 months
- EFP Proposal, Implementation Agreement and Report: Development of EFP Strategy on Resource Mobilization to address FPRW-related Challenges of Cotton Growers in Pakistan (18 November 2022)
- EFP Proposal (5 Aug to 30 Nov 2022), Addendum (end 25 Dec 2022), Technical Progress Report (5 Aug-21 Nov 2022): Capacity Building and Social Dialogue in Communities of Cotton Supply Chain in the Province of Sindh and Punjab
- EFP Report: Activity 1.1 Awareness raising seminar on FPRW for cotton growing communities
- EFP Report: Activity 2.1 Capacity building workshop for landlords/farmers for improving cotton farm productivity and working conditions
- EFP Report: Activity 4.1 Multi-stakeholder consultative meeting to sustainable policy framework in cotton supply chain
- EFP Report: Activity 4.2 Multi-stakeholder meeting for establishment of social dialogue platform
- EFP Report: Activity 01 Awareness Raising Seminar for Stakeholders in combating Gender-based Discrimination (Sep 2022)
- EFP Report: Activity 03 Agricultural Productivity Convention (Hyderabad and Multan Oct 2022)
- EFP report: Development of EFP strategy on resource Mobilization to Address Challenges of Cotton Growers in Pakistan; Strategic Framework of Worker-Employer Bilateral Council of Pakistan (WEBCOP) (Feb 2023)

- EFP TOR for Tripartite Taskforce
- EFP Memorandum of Agreement (under Industrial Relations Sindh Rules 1973)
- EFP Proposed Features of Agricultural Labour Policy Guidelines (Zero Draft)
- EFP Certificates of previously registered farmers associations and application for registration of two new small farmers associations
- DOL Sindh⁴⁰ Concept Note, Implementation Agreement, Final Report: Drafting of Rules for Sindh Women
- DOL Sindh: Draft Sindh Women Agricultural Workers Rules, 2023
- Agricultural Workers Act 2019 through tripartite consultation.
- ILO Evaluation Office website: Policy on results-based evaluations; Guidance Notes various, including Checklist 4.2 – Preparing the Evaluation Report; ILO Evaluation Policy; Protocol on collecting ILO's Covid-19 measures through project evaluations; 3.2 Normative and tripartite mandate; 3.1 Integrating gender equality in monitoring and evaluation
- ILO-INDITEX Agreement for Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain (signed May 2017).
- ILO-INDITEX Project Pakistan – various budget documents
- ILO-INDITEX Project Pakistan Beneficiaries (23 April 2021)
- ILO-INDITEX Project Pakistan Concept Note (Annexed to Agreement, May 2017)
- ILO-INDITEX Project Pakistan Interim Report – 1 February 2022 to 31 January 2023
- ILO-INDITEX Project Pakistan DCPR⁴¹ – May 2021 to April 2022 (Fifth Report)
- ILO-INDITEX Project Pakistan DCPR May 2020 to April 2021 (Fourth Report)
- ILO-INDITEX Project Pakistan DCPR – May 2019 to April 2020 (Third Report)
- ILO-INDITEX Project Pakistan DCPR – August 2018 to May 2019 (Second Report)
- ILO-INDITEX Project Pakistan DCPR – May 2017 to July 2018 (First Report)
- ILO-INDITEX Project Pakistan Draft success stories
- ILO-INDITEX Project Pakistan Fact Sheet
- ILO-INDITEX Project Pakistan Progress Note as of 14 September 2021
- ILO-INDITEX Project Pakistan workplans (latest 22 February 2021)
- ILO-Islamabad INDITEX Project website: Report – Activity media reports (5)
- Project Development Cooperation Progress Reports (DCPR) – First (May 2017 to July 2018); Second (August 2018 to May 2019); Third (May 2019 to April 2020); and Fourth (May 2020 to April 2021)
- PWF First Progress Report
- PWF Project Completion Report: Implementation Agreement PO # 40336286/0
- PWF Project Completion Report: Implementation Agreement PO # 40346357/0
- PWF Proposals: Punjab, May – September 2021; Punjab and Sindh August – September 2021
- PWF Proposal, Implementation Agreement, Addendum (end 30 Nov 2022), Final Report : Sensitization of Cotton Growing Communities and Capacity Building of Trade Unions of South Punjab on FPRW (1 Aug to 31 Oct 2022)
- SAFWCO Project Completion Report
- SAFWCO Proposal, Implementation Agreement, Final Report: Empower women cotton workers in respect of FPRW (21 July to 20 Nov 2022)
- Other documents noted in footnotes.

Annex 4: SAFWCO: List of Villages Under FPRW Project

S No:	District	Taluka	Union Council	Village
1	Sanghar	Tando Adam	Khumbdaroon	Bakhar Khan Nizamani
2	Sanghar	Tando Adam	Khumbdaroon	Abdul Waheed
3	Sanghar	Tando Adam	Khumbdaroon	Gidrapan
4	Sanghar	Tando Adam	Khumbdaroon	JurioDero

⁴⁰ DOL Sindh – Directorate of Labour, Government of Sindh (Gender unit Sindh)

⁴¹ DCPR – Development Cooperation Progress Report

5	Sanghar	Tando Adam	Khumbdaroon	Mithan Dero
6	Sanghar	Tando Adam	Khumbdaroon	Allam Dero
7	Sanghar	Tando Adam	Khumbdaroon	Arif Wassan
8	Sanghar	Tando Adam	Khumbdaroon	Bahran Hazzari
9	Sanghar	Tando Adam	Khumbdaroon	Nohijo
10	Sanghar	Tando Adam	Khumbdaroon	Gidrapan
11	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Fazal Talhani
12	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Achar Kamalani
13	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Rajhoo Khan Talpur
15	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Khudadad kapri
17	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Allah bux khaskali
18	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Fazal Talhani
19	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Khudadad kapri
20	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Fazal Talhani
21	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Khudad Kapree
22	Sanghar	Shehdadpur	Soomar Faqir Hingoro	Dhani Bux Punhwar

Annex 5: Meetings organized under Project

PAK/17/50/INX Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain Meetings organized under Project	
Activities	Date and venue
Outcome 2: Advance respect for fundamental principles and rights at work in cotton growing communities	
Output 2.1 Cotton communities' awareness raising campaigns on fundamental principles and rights at work and better coordination of local programmes/services	
AWARENESS RAISING FPRW	
8 community level awareness raising seminars in the selected cotton growing districts (4 four female and 4 for male).	Multan , 27-28 Feb. 2018 Shahdadpur-Sanghar, 17-18 April 2019 Mirpur Khas, 17-18 Sep. 2019 Sanghar, 20-21 Nov. 2019 at
2 Awareness Raising Seminar for Cotton Growing Communities (under IA with Employers' Federation of Pakistan - EFP)	12 January 2021, Mirpur Khas 13 January 2021, Sanghar

12 Community/cotton farm-level awareness-raising seminars/sessions with the female cotton-growing workers and farmers (under IA with Sindh Agricultural & Forestry Workers Coordinating Organization - SAFWCO)	Villages of District Sanghar as follows: 08.05.2021, Fazal Talhani 08.06.2021, Khudadad Kapree 21.06.2021, Ranjho Khan Talpur 22.06.2021, Khudadad Kapree 23.06.2021, Khudadad Kapree 24.06.2021, Allah Bux Khaskhali 25.06.2021 Fazal Talhani 26.06.2021, Khudadad Kapree 08.07.2021, Dhani Bux Punhwere 03.08.2021, Fazal Talhani, 03.09.2021, Acher Kamalani 03.10.2021, Ranjho Khan Talpur
1 Awareness raising seminar for male cotton growers (workers) (under 2nd IA with PWF)	Multan, 20 August 2021
1 Awareness raising seminar for female cotton growers (workers) (under 2nd IA with PWF)	Multan, 20 August 2021
1 Awareness raising seminar for male cotton growers (workers) (under 2nd IA with PWF)	Vehari, 21 August 2021
1 Awareness raising seminar for female cotton growers (workers) (under 2nd IA with PWF)	Vehari, 21 August 2021
1 Awareness raising seminar for male cotton growers (workers) (under 2nd IA with PWF)	Bahawalpur, 22 August 2021
1 Awareness raising seminar for female cotton growers (workers) (under 2nd IA with PWF)	Bahawalpur, 22 August 2021
1 Awareness raising seminar for male cotton growers (workers) (under 2nd IA with PWF)	Sanghar, 16 September 2021
1 Awareness raising seminar for female cotton growers (workers) (under 2nd IA with PWF)	Sanghar, 16 September 2021
1 Awareness raising seminar RW for male cotton growers (workers) (under 2nd IA with PWF)	Mirpur Khas, 18 September 2021
1 Awareness raising seminar for female cotton growers (workers) (under 2nd IA with PWF)	Mirpur Khas, 18 September 2021
Numerous Awareness raising about COVID-19 among the key actors involved in the cotton supply chain on how to prevent spread of the disease. Reached via social media (WhatsApp), sms, seminars, etc., disseminated awareness raising materials received from the Government, WHO, ILO	Multiple locations
2 Awareness raising seminars on FPRW for cotton growing communities (under IA with PWF)	7 and 8 August 2022, Burewala district Vehari and Bahawalpur
3 Bi-partite meetings with cotton producing employers/farmers and workers to promote social dialogue Under IA with PWF)	Burewala district 10 July 22, Vehari , 10 August 2022, Bahawalpur 16 November 2022, Multan

10 Bipartite agreements signed between the Pakistan Workers Federation and Cotton Farmers (Landowners) to support cotton worker	
2 Awareness raising seminars on FPRW for cotton growing communities (under IA with PWF)	7 and 8 August 2022, Burewala district Vehari and Bahawalpur
Various Follow-up Awareness raising of cotton farmworkers by participants trained in 2 capacity workshops (under IA with PWF SP)	Bahawalpur, 23 August - 30 Sep 2021
10 Community/Farm Level Awareness Raising Seminars on FPRW for female cotton workers in small villages (SAFWCO).	28 September to 2 October 2022, and 2-12 November 2022, District Sanghar
Village/farm level session on FPRW by trained female volunteers (under IA with SAFWCO)	14-24 October 2022, in the targeted villages of Sangar
SPECIAL THEME AWARENESS RAISING AND FPRW	
4 Awareness raising seminars under the banner International Year for the Elimination of Child Labour 2021, Gender Discrimination and Violence and harassment, including sexual harassment (under IA with Pakistan Workers' Federation - PWF SP)	11.08.2021 Multan, seminar for female 12.08.2021 Multan, seminar for male 29.08.2021 two seminars at Bahawalpur (one for female and one for male workers)
1 Awareness raising seminar World Day Against Child Labour 2021 - Act Now, End Child Labour (under IA with PWF SP)	03 July 2021, Chak No 186/Murad Chonna Wala, Hasilpur, Bahawalpur-Punjab Province
World Day against Child Labour 2022 (under iA with PWF)	23 Nov 22, Shujabad District Multan
Speech competition for children, Government. Lower Secondary School	2 November 2022, Khumbdahroon, ShahdadpurSanghar
2nd speech competition for children at Government. Boys Primary School	3 November 2022, Kidharapan, Khumbdahroon, Sanghar
Drawing competition at Government Mix High School	4 November 2022, Bakasho Nizamani, Shahdadpur, Sanghar
2nd drawing Competition for children on at Government. Mix High School	5 November 2022, Bakasho Nizamani, Shahdadpur, Sanghar
2 community level awareness raising theatres on FPRW	13-14 November 2022, Methan Dero, Bakhar Khan Nizamani, Sanghar
TRAINING OF TRAINING	
3 Training of trainers (TOTS) , one-day each, for 10 volunteer women on motivation, organizing, workers' rights, OSH including personal and family hygiene, women rights, violence against women and other issues (under IA with SAFWCO (NGO)	26-28 July 2021 at Shahdadpur Sanghar
3-days training on motivation , organizing, workers' rights for 20 young women volunteers, (under IA with SAFWCO)	11-12 October 2022, Shahdadpur Sanghar
1 Training of trainers (TOT) (3-day) on FPRW for 50 female cotton-growing workers (under IA with SAFWCO)	13-15 August 2021 at Shahdadpur, Sanghar
OTHER MEETINGS	
1 Orientation Workshop on FPRW for female cotton workers and local stakeholders (under IA with SAFWCO).	14 January 2021 Shahdadpur-Sanghar

1 Workshop with agriculture input companies for providing safety kits (PPEs – such as mask and gloves) to women cotton picker (under IA with SAFWCO)	26 August 2021 at village Fazal Talhani, Shahdadpur-Sanghar-Sindh
Numerous Meeting with farmers on FPRW by PWF SP (under the IA)	25.08.2021, Hasilpur District Bahawalpur
VIRTUAL MEETINGS	
500 Virtual meetings/calls with the project stakeholders on FPRW and project activities during lockdown and travel restrictions due to COVID-19	Multiple locations
FOLLOW-UP AWARENESS RAISING	
Numerous Follow-up Awareness Session by person's trained on FPRW (under IA with PWF SP)	August- Sep. 2021, Bahawalpur
Numerous Follow-up awareness raising by newly-trained 50 female cotton-growing workers (under IA with SAFWCO)	16-30 August 2021 in their respective villages, District Sanghar.
Numerous Follow-up awareness raising by newly-trained 10 young female volunteer social mobilizers (under IA with SAFWCO)	August 2021 different selected villages of District Sanghar.
Output: 2.2 Trade unions, cooperatives, producers' organizations and/or other relevant rural organizations with increase capacity to reach out and serve their constituents (women and men) and to foster sound labour relations	
PLANNING AND ORIENTATION	
1 Strategic Planning Workshop (3-day) on fundamental principles and rights at work in the cotton, textile and garment value chains (Jointly under INDITEX and EU Clear Cotton Projects)	11-13 September 2018 at Islamabad
1 National consultative workshop (2-day) on FPRW and OSH in cotton supply chain (Jointly organized under ILO projects: INDITEX, EU Clear Cotton and Strengthening Labour Inspection System in Pakistan)	26-27 March 2019 at Karachi
SOCIAL PARTNERS' CAPACITY BUILDING AND INSTITUTIONAL STRENGTHENING	
2 Capacity building workshops for landlords/farmers for improving cotton farm productivity and working conditions for sustainability in cotton supply chain output. (under IA with EFP)	17-18 March 2021 at Mirpur Khas 19-20 March 2021 at Sanghar
2 Meetings for formation of two farmers associations Preceded by campaign and interactions (under the IA with EFP) Two landlords/ progressive farmers associations formed: one in Kot Ghulam Muhammad, District Mirpur Khas and the other in Shahdadpur, District Sanghar.	January - April 2021 Mirpur Khas and Sanghar districts
2 Meetings to organize workers and form two TUs/workers' organizations Preceded by campaign and interactions (under the IA with PWF SP)	September 2021, Multan September, Bahawalpur

2 Capacity building trainings (2 days each) on FPRW for Trade Unions (under the IA with PWF SP)	Multan, 21-22 August 2021 Bahawalpur, 24-25 August 2021
2- Day Capacity building training for newly established trade union district committees (Multan)	15-16 November 2022, Multan
PARALEGALS TRAINING OF TRAINING	
1 Training of Trainers for Development of Paralegals on local labour laws and FPRW (under 2nd IA with PWF)	13-15 August 2021, Lahore
1 Training of Trainers for Development of Paralegals on local labour laws and FPRW (under 2nd IA with PWF)	12-14 Sep. 2021, Karachi
BIPARTITE MEETINGS	
1 Bipartite Meeting with Cotton Farmers to promote Model CBA (under 2nd IA with PWF)	Multan, 20 August 2021
Output 2.1 Capacity of the relevant stakeholders strengthened on combatting gender-based discrimination	
CAPACITY BUILDING	
Seminar on gender-based discrimination for project stakeholders (under IA with EFP)	27 September 2022, Mirpur Khas
Outcome 3: Contribute to meaningful social dialogue and engagement on fundamental principles and rights at work at the industry level	
Output 3.1: Social dialogue on fundamental principles and rights at work facilitated through technical assistance at national level.	
Social dialogue amongst partners on FPRW during the seminars to identify and strengthen tripartite and bipartite social dialogue at the community/district levels.	These dialogues held on the side of the 8 community level seminars (reference activity number 2.1.1).
2 Multi-stakeholder consultative meetings for sustainable policy framework in cotton supply chain	10 February 2021 at Karachi 24 February 2021 at Multan
Meeting with Parliamentarians on FPRW for Cotton Growing Community (under IA with PWF SP)	30 June 2021 Multan
Advocacy to amend the relevant law for registration of trade unions	
Provincial Meeting with Parliamentarians on FPRW for Cotton Growing Community (under 2nd IA with PWF)	23 September 2021, Lahore
Advocacy to amend the relevant law for registration of trade unions	
Meetings with Members of Provincial Assembly (MPAs)/Labour Standing Committee (under IA with PWF)	19 November 2022, Multan
Advocacy to amend the relevant law for registration of trade unions	

2 Conventions on Agricultural Productivity and FPRW on draft agriculture labour policy suggested guidelines for Punjab and Sindh (under IA with EFP)	12 October 2022, Hyderabad/Sindh 17 October 2022, Multan/Punjab
Meeting of the taskforce on social dialogue (held as side meeting of the Agriculture Convention in Multan)	17 October 2022, Multan/Punjab
3 multi-stakeholders consultative meetings on FPRW related challenges in cotton supply chain	16 December 2022, Karachi 17 December 2022, Hyderabad 24 December 2022, Multan
2 Tripartite Consultations on drafting/development of Sindh Women Agricultural Workers Rules 2022 (for Act of 2013) (under IA with Directorate General of Labour, Government of Sindh)	9 December 2022, Karachi 11 December 2022, Hyderabad

Annex 6: Draft Resolution by Members of Punjab Assembly on Agriculture Workers

Draft of Resolution to cover agriculture worker under the PIRA 2010

Resolution by Members of Punjab Assembly (South Punjab) to cover Agriculture workers under the Punjab Industrial Relations Act, 2010

We as Members of Punjab Assembly believe that right to form unions and association and to bargain collectively is workers' basic right. Pakistan has recognized this workers' basic right by ratifying ILO's Conventions namely; Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87) and Right to Organize and Collective Bargaining Convention, 1949 (No. 98). The Constitution of Pakistan under its Article 17 (1) also enshrines formation of associations and unions as basic right of all citizens in Pakistan. In order to materialize this Constitutional guarantee on ground the province of Punjab has promulgated the Punjab Industrial Relations Act, 2010 which regulates industrial relations and deals with formation and registration of trade unions. However, the law does not exclusively cover agriculture workers despite the fact that Pakistan is also party to ILO's Right of Association (Agriculture) Convention, 1921 (No. 11).

We feel that exclusion of agriculture sector from the ambit of trade union is violation of the Constitutional provision and deviation from the international commitments.

Therefore, we, the MPAs of South Punjab move as follows:

“The Agriculture workers in Punjab should be given the right of association, formation of trade unions and to bargain collectively as provided under ILO Conventions No. 87, 98 & 11 and the Constitution of Pakistan through introduction of necessary amendment in the Punjab Industrial Relations Act, 2010.”

(As provided in PWF Project Completion Report, December 2022, Annex H))

Annex 7: Lessons Learned

(ILO EVAL Template 4.1: Lessons Learned)

Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following lessons learned were identified during the evaluation.

LESSON 1

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following lesson learned was identified during the evaluation.

LESSON LEARNED ELEMENT: Flexibility in Project design and operations can help achieve project objectives by enabling swift adjustments in programme or operational implementation, particularly when warranted by internal or external conditions

Brief description of lessons learned

The Project's design provided a framework of outcomes and tentative outputs, leaving many final decisions to local stakeholders. This flexibility was put to good use with the onslaught of the COVID-19 pandemic. The Project coordinator was able to adjust and continue to move the Project along, while maintaining its relevance to its stakeholders and the ILO constituents. With no option for in-person gatherings, the Project switched to virtual consultations and briefings with stakeholders and implementing partners. This helped to maintain some degree of momentum and importantly to enable passing on important and much-wanted COVID-19 related information.

When conditions made it possible to organize activities, it was difficult to find secure venues. The Project adjusted and moved the locations and venues of meetings to local community halls and even homes. This made it more convenient for women to attend.

During the 2022 floods, which affected the Project areas in Sindh Province (Sanghar and Vehari), implementing partner PWF availed the opportunity to link families to flood-related social welfare programmes.

Context and any related preconditions

Managing flexibility in project design and operations requires cooperation of project stakeholders and beneficiaries. Additional funds

	are needed in many cases. Timely and clear communication with the stakeholders, implementing partners and beneficiaries regarding changes and decisions is a precondition for sustaining and nurturing the partnerships.
Targeted users/Beneficiaries	Those involved in project design and technical reviews; project stakeholders and beneficiaries; donors in situations where donor approval or additional funding are needed for such adjustments.
Challenges/negative lessons - Causal factors	<p>In the short-term it may seem as if the Project is going off-track and there may be internal resistance to adjustments. The project is not likely to meet all the demands on it. Prioritization of action on sound bases is needed.</p> <p>Delays are likely if the Project is still expecting to meet its goals, leading to the need for project extensions and possibly additional resources.</p>
Success/Positive Issues - Causal factors	The adjustments helped create trust and the ILO was seen as a reliable partner. Beneficiaries who are receive assistance in time of their pressing needs are more likely to participate in the project activities with greater interest and dedication.

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LESSON 2

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following lesson learned was identified during the evaluation.

LESSON LEARNED ELEMENT: A Project knowledge and information system that enables collection, curation, dissemination and feedback on an ongoing basis can amplify a project's effectiveness, efficiency, impact and sustainability.

Brief description of lessons learned	<p>According to information available to the evaluation, the FPRW Project depended on reports of its implementing partners for data and information for its annual reports to the donor. The reports of the implementing partners contain a wealth of useful and interesting information. However, the information was not curated, analyzed or disseminated for wider learning and application on a systematic basis.</p> <p>A management and information system, supported by capacity to operate, would make a distinct contribution to the knowledge base on the FPRW in cotton growing communities. An additional staff member with responsibility for knowledge and information, along with monitoring data, would have made a great difference in this regard.</p>
Context and any related preconditions	This lesson is particularly relevant in the context of project negotiations and design. Improved knowledgebase on FPRW is a Project outcome but the Project design and resources did not explicitly provide for capacity

	within the Project to undertake this systematically and consistently. Knowledge and information generated within a project can be of high value if curated, analysed and shared, otherwise it is restricted largely to internal reports and use during project implementation.
Targeted users/Beneficiaries	Those involved in project design and technical reviews; donors; project management.
Challenges/negative lessons - Causal factors	Additional project staff adds to the project budget, as does training and resources for system operation. By not investing in such a system, a project risks losing valuable information and knowledge related to its experience, context and trends. It also cannot provide real time evidence of trends and any need for strategy change.
Success/Positive Issues - Causal factors	<p>A knowledge and information system provides evidence and analysis during its operation and post-project. The analysis can be useful for constituents and partners as they advocate on issues related to the project.</p> <p>Studies commissioned by the project are important addition to the knowledge base as are testimonials and success stories. However, they do not capture the collective experience of the project nor evidence from that experience.</p>

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LESSON 3

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following lesson learned was identified during the evaluation.

LESSON LEARNED ELEMENT: Competent local professional resource persons can enhance stakeholder engagement, participation and learning

Brief description of lessons learned	The Project and its implementing partners engaged experienced local professional resource persons to impart training and play a key role in the awareness raising programmes. They were capacitated on issues of FPRW to ensure concept coherence. With an understanding of the local culture, languages, law and fundamental principles and rights, the local resource persons were effective in engaging the stakeholders and beneficiaries and imparting the training and sensitization.
Context and any related preconditions	The stakeholders and beneficiaries in the selected areas of Sindh and Punjab Provinces presented a diverse group in terms of culture and languages. In training, they were best served by trainers who could relate to them

Targeted users/ Beneficiaries	Project managers, implementers
Challenges/negative lessons - Causal factors	Competent local expertise in the required field may not always be available and training the trainers may not be feasible or effective.
Success/Positive Issues - Causal factors	Stakeholder engagement, participation and learning are high when they can connect with trainers.

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LESSON 4

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following lesson learned was identified during the evaluation.

LESSON LEARNED ELEMENT: Involvement of all key stakeholders is important, even if they do not have a direct role in implementation

Brief description of lessons learned	<p>This lesson points to the importance of ensuring that key stakeholders, who may not have defined role in the project implementation, stay involved meaningfully throughout the course of the Project's duration.</p> <p>The Project involved its major stakeholders during the initial project consultations. The Project's second annual report to the donor for the period August 2018 to May 2019 notes commitment of support of all key stakeholders, many of them attending the strategic planning workshop in September 2018 in Islamabad. This included the Government at the federal, provincial and district levels, the Employers' Federation of Pakistan (EFP), Pakistan Workers' Federation (PWF), the concerned chambers of commerce and industries, All Pakistan Textile Mills Association (APTMA), Pakistan Cotton Ginners Association (PCGA), academia, civil societies, provincial and district level, other employers' and workers' organizations, among others.</p> <p>After the devolution of labour and employment issues to the provinces in 2010, the Federal Government has the overall coordination and with respect to alignment and adherence with international labour standards, but the Provinces are responsible for their respective labour issues and legislation. It was brought to the attention of the evaluation that as Project implementation picked pace in the districts in Sindh and Punjab Provinces, the involvement of the Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), the ILO's Federal Government constituent, decreased. Changes at the Ministry and the impact of the COVID-19 pandemic on the Project activities would also have contributed to this.</p>
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	MOPHRD chairs the tripartite Decent Work Country Programme (DWCP) Steering Committee, which is linked to the Federal and Provincial Tripartite Committees.
Context and any related preconditions	When the Project has key stakeholders who do not have a direct role in implementation, it needs to keep them onboard.
Targeted users/Beneficiaries	CO-Islamabad, Project managers, implementers
Challenges/negative lessons - Causal factors	The MOPHRD, an ILO constituent was not fully aware of the positive developments and results of the Project.
Success/Positive Issues - Causal factors	There are routine channels through which Project can ensure that key stakeholders are informed and involved. Other opportunities can also be explored of involving them in the Project activities.

Annex 8: Emerging Good Practices

(ILO EVAL Template 4.2: Emerging Good Practices)

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX (106351)

Name of Evaluator:

Date: 31 March 2023

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

Good Practice 1

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: PAK/17/50/INX

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation.

GOOD PRACTICE ELEMENT: Two-pronged strategy – increasing productivity, applying FPRW can amplify connectivity between the two

Brief summary of the good practice

Low cotton farm productivity is a major issue impacting the livelihoods of cotton producers and the crop's contribution to the agriculture sector and Pakistan's GDP. Together with low farm productivity, awareness and application of FPRW are low in the cotton producing areas and a connection between the two is seldom noticed. With a view to addressing the issues of low productivity and FPRW, FPRW Project implementing partner EFP organized the Capacity Building Workshops for

	<p>Landlords/Farmers for Improving Cotton Farm Productivity and Working Condition in Mirpur Khas and Sanghar districts of Sindh (March 2021).</p> <p>Interest was high because productivity is an issue farmers are keen to work on. The workshop organizers took into consideration the various needs of the participating small landlords/farmers, used a variety of participatory methodologies and encouraged experience sharing. In addition to theoretical sessions, hands-on skills training was provided in the field, that focused mainly on the productivity aspects with some elements of health and safety.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The success of the strategy depends on the following:</p> <ul style="list-style-type: none"> • The starting point is adequate preparatory work by the organizers to understand the conditions of the beneficiaries, their vision for themselves and their limitations (time, resources and opportunities) in applying the learning. • Practices promoted by the productivity training (or the other training added as second element) must be do-able in the context of the beneficiaries with the support and resources that they can easily draw upon without prohibitive additional costs or time. • Concrete plans by organizers for follow-up support to the beneficiaries to enable them to apply the learning are critical. Mentoring, advising or refresher training should be available. • In replicating the strategy, the organizers, together with the prospective beneficiaries and stakeholders should decide on the most useful, do-able, sustainable and cost-effective second element. The second prong element could be focused on health and safety, adult education, improvements in their surroundings and communities, to mention a few. • The two prongs must be appropriately balanced in planning and implementation to keep the focus on achieving the activity objective as linked to the Project goals. The links between the two must be clearly explained and demonstrated. There is a risk of going off-track if the Project specific component is downplayed and there is more focus on the interest component.
Establish a clear cause- effect relationship	<p>This emerging good practice contributes to successfully responding to the EFFECT (or problem), which is low capacities of farmers for effective fundamental rights at work in cotton production, together with low cotton farm productivity (impacting individual farmer and workers' livelihoods).</p> <p>Three major CAUSES for the Effect are noted in the chart below, along with a layer of some of the several other sub-causes.</p>

	<pre> graph TD Effect["EFFECT Low capacities of farmers for effective fundamental rights at work in cotton producing communities"] Cause1["CAUSE Low cotton farm productivity"] Cause2["CAUSE Low social investments in workers and farmers"] Cause3["CAUSE Low market development"] Effect --- Cause1 Effect --- Cause2 Effect --- Cause3 Cause1 --- Factors1["- Outdated tools, techniques, practices - Low knowledge of farming - Unpredictable weather and water - Problematic seeds and agrochemicals"] Cause2 --- Factors2["- Lack of awareness and application of FPRW and decent work"] Cause3 --- Factors3["- Pricing fluctuations and lack of govt support price - Lack of negotiation capacity - Inadequate Govt support"] </pre>
Indicate measurable impact and targeted beneficiaries	<p>Based on the workshop pre- and post-tests, the participants' knowledge increased significantly in regard to selection of seed, seed purification and sowing, with 43 per cent agreeing that the use of new tools, techniques and practices can improve cotton farm productivity and working condition). There also was a 33 per cent increase specifically in awareness of social aspects, including fundamental principles and rights at work issues, particularly children's education, which they linked to higher productivity.</p> <p>The targeted beneficiaries for the two workshops were 64 small landlords/farmers, mainly from the newly-formed farmers' associations. Overall beneficiaries would be the farm workers who would learn the skills from the trained farmers and other farmers and workers in cotton production.</p>
Potential for replication and by whom	<p>Potential for replication is significantly high, not only within the context of follow-up to this project but in other circumstances as well. Most projects (and programmes) have an awareness raising and training components related to the concepts and practices being promoted by the project. These can be difficult for beneficiaries to comprehend. Combining training on these with a component that is of high utility and interest to the beneficiaries and that contributes to achieving the objective of the Project</p>
Upward links to higher ILO Goals	<p>DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue).</p> <p>Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).</p>
Other documents or relevant comments	<p><u>Promoting Fundamental Principles and Rights at Work in Cotton Supply Chain (Pakistan)</u></p> <p>Video: <u>Organizing farmers to promote Fundamental Principles and Rights at Work in Pakistan</u></p>

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Good Practice 2

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT – Finding strength in organizing – trade unions and farmers’ associations in cotton producing areas in Sindh and Punjab, Pakistan

Brief summary of the good practice

While the Sindh Industrial Relations Action, 2013 has provisions for registration of (agricultural) farmers associations as trade unions of employers in the province, Punjab province lacks feasible legal provisions under the law to register and certify trade unions. Nonetheless, FPRW Project implementing partners EFP and PWF organized over 220 workers and farmers. EFP formed four landlord associations (three in Sindh and one in Punjab) and PWF formed four trade unions (two each in Sindh and Punjab).

Organizing cotton workers, mainly women, into groups and then trade unions by PWF involved a network of local trade unions and workers and support from the NGO SAFWCO. It involved changing the mindset as a result of repeated sensitization and mobilizing through community workers and trade union leadership. Once organized, the women workers reported that they had gained confidence and could for the first time speak for themselves. They were able to speak confidently, with knowledge to denounce discrimination and seek their rights. They spoke of the changes in their lives as a result of higher wages, better working conditions and knowledge of keeping themselves and their families safer by adopting safe practices. They attributed their newly-found strength, confidence, knowledge and positive change in their lives to the support from their group leadership and members. Although the trade unions could not be registered in Punjab, they were formed and functioning informally. Organizing had been good for the workers and their families.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability

The success of the strategy depends on the following:

- Intense ground work and time in working on changing mindsets;
- An established trade union that has the capacity and network that can reach into the communities and work with the local workers and community members;
- Acceptance in the communities;
- Able to clearly convey the benefits that group formation will bring to them.

Establish a clear cause- effect relationship

Agriculture workers, including cotton workers, do not generally have a voice to speak for themselves even when discriminated against or exploited because they are not part of workers’ groups or trade unions and are not aware of their fundamental rights at work.

Indicate measurable impact and targeted beneficiaries	Many groups were formed under the Project, four of which were formed as trade unions. Women informed the evaluation of the support they received from group members and the confidence they gained as part of the group, which was life-changing.
Potential for replication and by whom	Potential for replication is high in similar programmes.
Upward links to higher ILO Goals	DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue). Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).
Other documents or relevant comments	Project: <u>Promoting Fundamental Principles and Rights at Work</u> Testimonial: <u>Organizing farmers to promote Fundamental Principles and Rights at Work in Pakistan</u>

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Good Practice 3

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT – Grassroots level bi-lateral agreements to realize FPRW in cotton producing areas in Sindh and Punjab, Pakistan

Brief summary of the good practice	<p>In Punjab Province, the PWF signed, what it termed as “model collective bargaining agreements” with 18 individual cotton farmers to cover their farm workers by provisions of the Agreements. The Agreements intend to improve lives of cotton growing communities through the promotion of FPRW. The provisions stipulate responsibilities of the farmers, including no child labour, payment of government notified minimum wage, leave as defined in the Standing Order Ordinance, worker registration with Social Security Institution and Employees Old Age Benefits (when permitted by law), and displaying the no child labour pledge board. The Agreements also stipulate that PWF will be responsible for monitoring the implementation on behalf of the workers.</p> <p>In the aftermath of the 2022 floods in Sindh Province, the EFP facilitated negotiations and signing of Memoranda of Agreement between Employers Small Landlords Association, Mirpur Khas and representatives of trade unions representing farmers-workers (under Industrial Relations Sindh Rules, 1973). Through the Agreement, the farmers and workers committed to promoting FPRWs in the cotton supply chain and to collaborating to support the restoration of agricultural activity that had been impacted by the damage and devastation in the aftermath of the 2022 rains and floods in Mirpur Khas. They also</p>
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	<p>committed to work towards improving agricultural productivity and using the benefits to ensure social protection for the workers.</p> <p>These agreements, a result of social dialogue and engagement with the communities, are significant because they embody respect for FPRW, bringing together the farmers and workers for improving their lives and productivity. The practice is replicable and applicable in different contexts. Its success will depend, in large part by follow-up, monitoring and support, which in this case will be by PWF and EFP.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>These agreements were developed in a context where the Project had considerable focus on social dialogue at the provincial, district and community levels. A series of bilateral meetings were organized on different aspects of FPRW, including capacity building and policy.</p> <p>Importantly, the collaborative action by the EFP and PWF, along with other implementing partners including provincial government departments and the SAFWCO, Group formation (trade unions and farmers' associations) also contributed to a supportive context for the agreements.</p> <p>The success of the strategy depends on the following:</p> <ul style="list-style-type: none"> • Understanding the issues and attitudes of the farmers and workers in the areas; and giving them a chance to speak about the issues, constraints and solutions; • Initiating social dialogue through a series of focus group discussions with the farmers and local workers, building up to bipartite meetings; • Facilitating negotiations and drawing up instruments of commitment, such as memoranda; thinking through key elements, such as monitoring of their implementation; and • On-going support is needed to keep the farmers and workers motivated. A few indicators of success need to be agreed upon and pursued so that the process begins and not ends with the signing.
Establish a clear cause- effect relationship	<p>For the cotton workers, the absence of fundamental rights at work meant child labour by their children and sometimes in hazardous conditions, missing out on education; low wages with which it was difficult to make ends meet; long working hours, at times without compensation, lack of know-how and confidence to negotiate for themselves; hazards at work.</p> <p>For the farmers, the working conditions and low wages made it difficult to find and retain workers, sometimes at critical times of harvest or sowing; Low farm productivity and credit from unreliable sources increased their debt, leading many to produce alternative crops or combine cotton production with other crops or livestock.</p>
Indicate measurable impact and targeted beneficiaries	<p>The impact of social dialogue and related activities was reported towards the end of the Project. Elements of the PWF agreements, such as no child labour on cotton farms, higher wages and some facilities were already implemented according to the agency reports, testimonials and evaluation discussions. It is too soon to assess impact of the overall bi-lateral agreements.</p>

Potential for replication and by whom	<p>Replicability is high given the conditions of social dialogues, support from employers' associations and trade unions, clarity on benefits to the workers and farmers, support from local community.</p> <p>ILO social partners are in a good position for replication, with support from local networks and groups. Provincial and district labour offices are also well-placed to for leading or supporting it.</p>
Upward links to higher ILO Goals	<p>DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue).</p> <p>Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).</p>
Other documents or relevant comments	<p>Project: Promoting Fundamental Principles and Rights at Work</p> <p>Testimonial: Inspiring farmers to eliminate child labour from lower tiers of the cotton supply chain in Pakistan</p>

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Good Practice 4

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT: Transforming FPRW concepts into practices in the beneficiaries' day-to-day lives

Brief summary of the good practice	<p>It was primarily the Project's simple and localized delivery of the FPRW concepts that contributed to the beneficiaries (cotton workers and farmers) internalizing the value of FPRW in their daily lives. The delivery was mainly through collective and person-to-person awareness raising activities, group formation and grassroots social dialogue. It took some time, but by connecting the dots from the message to what was important in their daily lives, they developed an understanding of their fundamental rights at work.</p> <p>To highlight some early examples, for the cotton workers, "having a voice" meant being confident and able to claim what was rightfully theirs; "association" was having a support network or group (eventually their newly formed trade unions) and a supportive person around when they negotiated with the farmer; "negotiations" meant proactively asking for higher wages (equal to men in case of same work), "facilities and working conditions" were what made life safe and easy on the farm; "forced labour" was a mix of bad practices that had to stop, such as excessive, unwanted and unpaid working hours; having alternative income earning opportunities meant they had a choice and could "just exit" such bad situations and still have an income; child labour was when young children were working and not</p>
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	<p>going to school, or when the big children were applying or handling harmful chemicals.</p> <p>For the farmers, connecting the dots meant doing the right thing, which, they realized, was also a path to better yields and more productivity. They realized this path to the right thing and higher yields was through looking after their workers by paying them well and providing better facilities such as cold water and a sun shade in the heat of summer. They admitted that it was now a necessity since the workers had other options and it was increasingly difficult to get and retain workers. For them, it made economic sense.</p> <p>It may fall short of the complexity of the concept, but this pragmatic internalization and transformation of the FPRW concept is a critical step in the application of FPRW at the grassroots level in its greater complexity. Importantly, armed with this practical understanding the beneficiaries were able to articulate and advocate for their needs and rights in other contexts as well, as explained by a government official in an evaluation interview. The practice is replicable and applicable in different situations.</p> <p>This emerging good practice contributes directly to the project objective of improving respect for fundamental rights at work for a sustainable cotton supply chain, particularly to outcome 2 on enhancing respect for FPRW in the cotton growing communities</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The success of the strategy depends on the following:</p> <ul style="list-style-type: none"> • A deep understanding of the beneficiaries' lives and work and their most pressing needs. • The project's ability to correlate its messages (including those of change) to the lives and level of understanding of its beneficiaries. • Delivering the messages through well-trained individuals who are trusted by the beneficiaries. • The effectiveness of the strategy will be limited in cases where the messages cannot be correlated clearly to immediate and direct benefits to the beneficiaries. • By bringing the workers and farmers together in numerous settings where they could speak freely on their conditions and expectation created an understanding of each other's situation and a sense of "we are together in this" so let us find solutions that would benefit both.
Establish a clear cause- effect relationship	<p>The Effect in this good practice is the deficiency of awareness about and application of fundamental rights at work in cotton production in Punjab and Sindh Provinces. This deficiency is caused by multiple factors, both historic, cultural and more recent.</p> <p>For the cotton workers, who are mainly female (women and girls), the causes are embedded in the social, cultural and traditional fabric of society that limits their participation and thereby their understanding of issues affecting their work and lives. Among the causes are the triple-burden of daily family chores, childcare and</p>

	<p>farm work. Traditionally, they have no voice in decision-making in family affairs or their work, little, if any control on their earnings and no land ownership. Compared to male workers, female workers have fewer learning and training opportunities, lower rates of education and literacy.⁴² However, male workers too are confronted with the deficiency of awareness about and application of their fundamental rights at work.</p> <p>For the farmers, mainly small landholders, many of whom also serve in the dual role of workers on their farms, the main causes are low yields, high production costs making it difficult to purchase good farm inputs, rent machinery, inadequate government support and constraints on access to affordable credit. They do not connect high productivity to the application of fundamental rights at work for their workers.</p>
Indicate measurable impact and targeted beneficiaries	The transformation of the messages into practical daily life practices is reported in the implementing agencies reports and was highlighted by the beneficiaries during the evaluation group discussions with them. The points of impact are also triangulated by discussions with the farmers and workers when they refer to their own situation. Each group sees and accepts the change – no matter how challenging.
Potential for replication and by whom	Potential for replication is significantly high. The key takeaway from this good practice is to do a deep dive into the lives of the beneficiaries, their thinking, constraints and ambitions when preparing messages and activities seeking changes to the status quo.
Upward links to higher ILO Goals	<p>DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue).</p> <p>Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).</p>
Other documents or relevant comments	Project: Promoting Fundamental Principles and Rights at Work

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Good Practice 5

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT: Building local resources and capacity to sustain impact, particularly for women, in cotton growing communities in Sindh and Punjab Provinces, Pakistan

Brief summary of the good practice	<p>The FPRW Project delivered a multitude of successful sensitization activities to create an understanding of FPRW amongst the cotton workers, farmers and other stakeholders in selected cotton growing communities in Sindh and Punjab Provinces. Sustaining the impact of those activities would require ensuring continued support beyond the Project's duration.</p> <p>Wanting to create a sustainable paralegal support system for workers within the communities, Project implementing partner PWF provided training of trainers to a group of volunteers, who further trained additional volunteers. They were trained in both the knowledge of applicable local labour law and the know-how of assisting those in need. Similarly, SAFWCO trained volunteers as community social mobilizers to create awareness about workers' rights and to motivate and help organize the workers.</p> <p>During the Project's duration, the two volunteer pools spread the learning on FPRW and motivated thousands of workers in their communities. Post-project, PWF has committed to continue supporting the paralegals to support the workers and SAFWCO to support the social mobilizers. Both organizations maintain the volunteers are integrated into the on-going training programmes of their respective organizations and they will receive support to continue their work.</p> <p>This practice is cited as significant because it provides a level of assurance for sustaining the impact of the effective awareness raising and sensitization efforts of the Project and its partners. Its success will further root and expand respect for FPRW in the cotton producing communities, but its success will depend, to a large extent, on follow-up and support from PWF and SAFWCO to the two volunteer pools. The practice is replicable, applicable in different contexts and has great potential in securing sustainability of impact.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The success of the strategy depends on the following:</p> <ul style="list-style-type: none"> • The continued motivation and need of the workers. In this respect, work of both the groups of volunteers is important: the social mobilizers to motivate and create awareness of FPRW and the paralegal volunteers to be available to provide legal support. • Follow-up support to volunteers, including motivation, incentivization and acknowledgment of their work and upgrading their knowledge
Establish a clear cause- effect relationship	<p>As a result of lack of understanding of FPRW, many workers are not able to seek their rights at work. For those who are aware of their rights, lack of legal support is an obstacle.</p>
Indicate measurable impact and targeted beneficiaries	<p>The strategy was highly successful during the Project's implementation period, with thousands of workers being made aware through the efforts of the volunteers.</p> <p>Many workers, who were target beneficiaries of the strategy under the Project, benefited by using their knowledge to claim their rights at work. Their families benefited as a result of better wages and working conditions.</p>

Potential for replication and by whom	The potential for replication is high in similar projects of FPRW or other issues, or where the project strategies are being replicated.
Upward links to higher ILO Goals	DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue). Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).
Other documents or relevant comments	Project: Promoting Fundamental Principles and Rights at Work

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Good Practice 6

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT: Exit strategy plans and implementation by key implementing partners contributed to swift transition towards sustaining impact

Brief summary of the good practice

In 2021, the FPRW Project was revised and extended by one year, with the explicit goals that included preparing and implementing exit strategies. The Project worked with the three main implementing partners, EFP, PWF and SAFWCO on their exit strategies, helping them integrate the awareness raising, training and social dialogue into their routine work. The social partners, EFP and PWF, also planned to continue their collaboration on the high-level advocacy for legal reforms, expanding their networks and membership in the cotton communities, and monitoring and supporting the bilateral agreements by farmers and workers that they had signed or facilitated.

While the short- and medium-term exit plans rely mainly on integration of beneficiary support into their mainstream programmes, the longer-term plans reflect a vision for building further on the results of the Project. For instance, EFP has developed a framework whereby it will be recognized not only as the representative voice of industrial employers, as it is presently, but also of agricultural employers for landlords and farmers associations. The landlords and farmers associations will be formed into a two federations, which will be affiliated with EFP. Similarly, PWF envisions expanding its membership into the cotton producing communities

This practice is significant because it shows planned exit, integration of beneficiary support into mainstream programmes of the implementing partners and a vision and plan that will continue to expand and sustain the Project objective of improved respect for fundamental rights at work for a sustainable cotton supply chain. The practice in itself is replicable and applicable in different contexts.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Exit strategies need to be planned in good time to allow for stakeholder involvement. The programme needs to have positive results that are sustainable. If the Project interventions and its results were within the mandates of the implementing partners, the chances for integration with their mainstream programmes is more feasible.
Establish a clear cause- effect relationship	Although exit strategies were not part of the original project design, they were included during the extension period and sufficient time was provided to plan and initiate their implementation.
Indicate measurable impact and targeted beneficiaries	The exit strategies helped secure greater chances for sustainability of impact. Beneficiaries are the stakeholders involved in the Project and its beneficiaries, along with new beneficiaries who will benefit from the sustained impact.
Potential for replication and by whom	Potential for replication is high by any similar projects.
Upward links to higher ILO Goals	DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue). Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).
Other documents or relevant comments	Project: Promoting Fundamental Principles and Rights at Work

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Good Practice 7

Project: Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan

Project DC/SYMBOL: **PAK/17/50/INX**

Name of Evaluator: Sherin R. Khan

Date: 31 March 2023

The following good practice was identified during the evaluation

GOOD PRACTICE ELEMENT: Collaborative social partner advocacy for legal reform can be effective in bringing agriculture workers and farmers under the ambit of the labour law and to enhancing protection of women agriculture worker rights

Brief summary of the good practice

Through collaborative processes, the social partners, Employers' Federation of Pakistan (EFP) and Pakistan Workers' Federation (PWF), engaged in targeted advocacy with Members of the Punjab Provincial Assembly/Labour Standing Committee to inform them of the gaps in the Punjab Industrial Relations Act, 2010 that is not permitting the registration of agricultural trade unions and farmers associations in Punjab. They highlighted the example of Sindh Province

	<p>which amended its Industrial Relations Action in 2013 to make the provision for registration of agricultural trade unions and farmers associations. To move the Punjab Provincial Assembly on the issue, PWF and EFP collaborated with members of the Standing Committee on a draft resolution calling for the right of association, formation of trade unions and collective bargaining for agriculture workers.</p> <p>Through tripartite consultations, the EFP and PWF also collaborated with the Sindh Provincial Department of Labour in developing Rules for Sindh Women Agricultural Workers Act 2019. The Rules recognize women's work in agriculture and related sectors, promote and protect their rights and ensures their participation in decision-making. The rules are under review at the close of the Project.</p> <p>This case is cited here as an emerging good practice on social partner collaboration to advocate and take action to improve the legal framework for FPRW.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The success of the strategy depends on the following:</p> <ul style="list-style-type: none"> • Motivation of the social partners to work collaboratively on legal reform that will benefit members on both sides; • Relevant and pertinent information to help members of the assemblies/parliaments to move forward; • ILO as a catalyst and facilitator in the process;
Establish a clear cause- effect relationship	<p>The constituencies of both the employers and workers organizations are affected negatively by the legal gaps. They are deprived of their rights as guaranteed by the constitution of the country. While they can form groups, in the absence of registration the groups cannot function optimally. Collaborative advocacy is likely to be more effective in getting results than advocacy by one side only.</p>
Indicate measurable impact and targeted beneficiaries	<p>The social partner collaborative advocacy strategy helped make significant progress towards getting the reforms done. In the case of PIRA 2010 it has analysed the issues, heightened awareness, and informed the legislators who have initiated action. In the case of the draft Rules for the Sindh Women Agricultural Workers Act 2019, collaboration through the drafting process would result Rules that are more implementable and workable.</p> <p>Targeted beneficiaries of the practice are the agriculture workers and farmers.</p>
Potential for replication and by whom	<p>The potential for replication is high as collaborative social partner advocacy is applicable in many diverse situations.</p>

Upward links to higher ILO Goals	<p>DWCP Pakistan (extended Decent Work Country Programme III for the period 2016-2022): Priority 1 (Promoting Decent Work in the Rural Economy and Priority); and Priority 3 (Strengthening ILS Compliance through Social Dialogue).</p> <p>Pakistan One-UN Programme III for the period 2018-2022: Outcome 1 (Economic Growth), Outcome 2 (Decent Work).</p>
Other documents or relevant comments	Project: Promoting Fundamental Principles and Rights at Work