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Contents

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LIST OF ABBREVIATIONS

Accord	Pakistan Accord on Health and safety in the Textile and Garment Industry
BW	Better Work
BWP	Better Work Pakistan
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CO	Country Office
COVID-19	Coronavirus 2019
DFAT	Australian Department for Foreign Affairs and Trade
DWCP	Decent Work Country Programme
EA	Enterprise Advisor
EC	European Commission
EDF	Economic Development Fund
EFP	Employers Federation of Pakistan
ESCM	Environmental Sustainability through Chemical Management in the Textile Sector project
EVAL	ILO Evaluation Office
FGD	Focus group discussion
FOA	Freedom of Association
FOACB	Freedom of Association and Collective Bargaining
FTCC	Federal Tripartite Consultative Committee
GBVH	Gender-based violence and harassment
GOP	Government of Pakistan
GSC	Global Supply Chains
GSP+	European Union Generalised Scheme of Preferences
HLE	High Level Evaluation
HRDD	Human Rights and Due Diligence
ILES	International Labour and Environmental Standards in Pakistan project
ILO	International Labour Organization
IFC	International Finance Corporation
KII	Key informant interview
M&E	Monitoring & Evaluation
MOC	Ministry of Commerce
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Development
OECD-DAC	Organisation for Development and Cooperation Development Assistance Committee
OSH	Occupational Safety and Health

PSC	Project Steering Committee
PTCC	Provincial Tripartite Consultative Committee
P&B	Programme and Budget
SCORE	Sustaining Competitive and Responsible Enterprises
SLCP	Social and Labour Convergence Programme
SME	Small and Medium Enterprise
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollars
WEBCOP	Workers and Employers Bilateral Council of Pakistan
WGI	Worldwide Governance Indicators (World Bank)

EXECUTIVE SUMMARY

This Report

The Better Work Pakistan programme pilot phase has a four-year duration (January 2022-December 2025), including a 12-month no-cost extension. It received funding totalling USD 5.8 million from Pakistan's Economic Development Fund (EDF), the European Commission, the Australian Department of Foreign Affairs and Trade and private sector contributions.

The programme aims to improve enterprises' compliance with national labour laws and international labour standards in the ready-made garment and textiles sector, and to promote exports. The programme operates at the factory level in the provinces of Punjab and Sindh, and at the policy and institutional level with a federal and provincial scope. It has two strategic outcomes:

Outcome 1: BWP will have facilitated improvements in working conditions and enhanced business competitiveness in at least 120 factories; and

Outcome 2: BWP will have strengthened overall labour market governance including social dialogue in the textile, clothing and footwear sector.

The programme implements the Better Work factory engagement model among subscriber textile and garment factories, comprising advisory support, training and assessment services.

The final independent evaluation of the Better Work Pakistan programme was undertaken from mid-September to November 2025 as the pilot phase neared completion. The evaluation aims to provide an independent assessment of the progress, achievements and challenges of the programme, with a view to informing future programming in Pakistan and a potential second phase of the programme.

The evaluation applied the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. The methodology took a mixed methods data collection and analysis approach drawing on a document review and primary data from key informant interviews and factory participants – both workers and managers. The evaluation team consulted with a total of 103 persons, (38 female and 65 male) participating in the 30 key informant interviews and twelve factory focus groups. The predominance of men in the sample reflects the textiles and garment manufacturing workforce of Pakistan where the majority of management staff and factory floor workers are male. Factory-level focus groups were conducted in Punjab and Sindh provinces where Better Work operates.

Findings and Conclusions

Overall, the pilot Better Work Pakistan pilot phase successfully established a model of support to improve labour standards compliance in a substantial number of textile and garment export factories, demonstrating the viability of the approach in Pakistan.

Relevance and design validity

From its inception, BWP was based on the government and industry requirement to build labour compliance in the textile and garment industry and secure export markets and hence held a high level of relevance. This was embodied in the government funding of the programme through the Export Development Fund and the signing of a Memorandum of Understanding (MOU) setting out the parties' commitments. For BWP's institutional stakeholders, the evaluation found that the programme's relevance remained consistently high at the level of the aims and design, fitting the industry and government's priority of accessing export markets. The government ministries and the employers' associations remain highly committed to the programme but under implementation they were less satisfied with the scope of coverage, especially the minimal inclusion of Small and Medium Enterprises (SMEs).

Based on the evaluation sample, factory managers in participating factories find the BWP highly relevant to their interests in improving conditions and satisfying international buyers' demand for compliance, despite some concerns regarding the assessment outcomes. Workers' accounts also highlighted the relevance of the programme to their needs, especially the activation and strengthening of workplace bipartite committees.

Brand partners and subscribers value the role of BWP in being their "eyes and ears on the ground" and based on their longstanding experience, trust the BW advisory and assessment model, while there is a perception that BWP compliance reporting has yet to fully serve their compliance assurance needs.

For trade unions, as represented by the Pakistan United Workers Federation (PUWF), the programme has the potential to strengthen the foundations of social dialogue and the enabling environment for freedom of association and collective bargaining and build trade union capacity to support workers in the sector, but they found the programme's engagement with them was limited. In the absence of parallel efforts to strengthen freedom of association and collective bargaining they express reservations about the programme's support to the bi-partite workplace committees which they fear may be treated as a substitute for independent unions and collective bargaining.

The evaluation found that Better Work Pakistan's design, comprising a dual strategy fostering labour standards compliance at the enterprise level among a model group of factories and enabling policies and systems at the governance level was valid, grounded in the realities of the textiles and garment sector as well as the national interests for Pakistan to become a reputable exporter. Its *theory of change* was logically coherent, strengthened by the link between the learning from factory experience and the policy environment lens. Within the enterprise level strategy, attention to gender and inclusion aims were well articulated in the programme design and the programme followed Better Work Global overarching strategies

However, the translation of the *theory of change* into a solid results framework to guide the project implementation left some gaps in the chain of expected results leading to weakness in programme monitoring and reporting.

The Memorandum of Understanding signed by the programme with the federal and provincial governments had strong symbolic value, signalling the commitment of the government constituents at the programme inception to take actions to advance governance reforms. However, the risk-based implementation plan attached to the MOU was not feasible in practice within the programme timeframe and did not align with the programme results framework.

Coherence

Better Work Pakistan achieved a good level of coherence and synergy with other related ILO projects in Pakistan, under the direction of the Country Office, most extensively with the forerunning International Labour and Environmental Standards (ILES) project and the Environmental Standards through Chemical Management (ESCM) project. The coordination with the ILES project was anticipated in the design document. However, the evaluation interviews with

ILO and BW Pakistan personnel suggest that cooperation among ILO thematic projects and BWP's contribution to the Country Office effort could have been stronger.

Effectiveness

The evaluation found that BWP has established a solid footprint of core engagement at the factory level, reaching 129 factories in total. It is supported by 19 Buyer partners and 37 brand subscribers. The programme has demonstrated early signs of improvements in a variety of working conditions and international labour standards. Among the key achievements at the factory level, social dialogue in the participating factories is improving through active and well-functioning bipartite committees, while the quality and credibility of compliance assessments remain to be strengthened. There is some evidence of audit reduction, which supports the business case for the programme, although some buyers continue to cross-check Better Work assessment findings.

External factors presenting challenges to progress on Outcome 1 included political instability, floods, and geographical challenges reaching factories. Internally, challenges included team initial inexperience, uneven trust of factories in the advisory and assessment process, and persisting legal 'grey areas' for compliance assessment, while the revised provincial labour laws have not yet come into effect.

Better Work Pakistan has made limited progress towards the aim of contributing toward improved labour governance through legislative reform support and constituent capacity building. Most of its contribution has been made jointly in support of the Country Office and the ILES project on provincial law reform. In this sense progress of the MOU implementation by its partners – BWP, ILO and the constituents did not match objectives and expectations laid out in the MOU.

The internal factors constraining Outcome 2 achievements hinged on a lack of staff capacity to advance this work, especially in the prolonged period of absence of a Programme Manager, but overall, the expected outcomes were not well defined and appear to have been ambitious given the need to focus on establishing the factory engagement. The programme and the country office also needed to follow the timing and readiness of the constituents to address the policy implementation.

Considering the high degree of constituent interest in the programme, demonstrated by the government funding half of the costs, BWP has not fully capitalized on the interest of the partners in engaging in the programme. This was attributed in part to the gap in strategic project management prior to the arrival of the new programme Manager.

Regarding cross-cutting issues in design and implementation, gender and disability inclusion are well integrated in BWP, and the progress made offers strong potential for more focused advocacy and training initiatives.

Efficiency

The evaluation found that BWP's financial efficiency was high and benefitted from multiple funding streams. The programme has achieved a high cost-recovery rate from private sector contributions (brand subscribers and factories), as well as currency depreciation, reducing the programme dependence on donor funding.

The team structure and staff capacity are well suited to the implementation tasks but the governance outcomes, and the range of partner liaison and communication tasks were under resourced. The enterprise advisors' workload tends to be high given their additional focal point and training responsibilities.

Overall, the length of time taken to replace the original Programme Manager following ILO HR rules was detrimental to the programme's progress, but the programme has gained new momentum with the incoming Programme Manager.

Impact

Since the programme is completing its pilot phase, it is quite early to expect to see high-level impacts on working conditions across the factories. However, the programme's emerging impacts are visible among the member factories where factory managers', workers' and enterprise advisors' accounts point to the changes occurring.

Analysis of the initial compliance data conducted by the Better Work data analytics officer indicates successive improvement on certain compliance points within the OSH cluster relating to handling chemical substances and worker protection, and improvements in the areas of paid leave and overtime payments. Persistent areas of non-compliance also remain after two cycles, for example emergency preparedness compliance has decreased, while hiring persons with disabilities remains a pressing challenge with most factories non-compliant.

Sustainability

The evaluation found that BWP has not developed a fully-fledged sustainability plan or long-term vision for the programme to eventually transition away from ILO services, and its institutional sustainability efforts envisaged through Outcome 2 are still at an early stage.

There is insufficient evidence available to say which emerging improvements across participating factories are more robust; however, the progress on social dialogue mechanisms in the form of well-functioning bipartite committees and OSH committees appear likely to lead to a long-term culture of factory improvement. Continued buyer demand as an incentive for compliance is a factor likely to sustain the factory improvements achieved.

At the enabling environment level, provincial legal policy reforms are a sustainable outcome of BWP's contribution to ILO CO efforts, while the programme has not contributed to advance the capacity of the constituents to sustain the factory level and industry improvements.

Recommendations

1. **Continue to expand the full factory engagement model in the next phase to a feasible extent and broaden Better Work Pakistan's supply chain reach in the textiles and garment sector by facilitating access to services for SMEs.**
    - Access for SMEs could take the form of an adjusted lighter model of advisory and assessment services with a modified financial contribution structure, as well as an emphasis on productivity capacity building.
    - At the same time, smaller enterprises should not be prohibited from joining the full engagement programme if they are willing to pay the relevant contribution.

2. **Accelerate BWP support to constituents in enhancing policy frameworks and constituent capacity in a second phase of Better Work Pakistan, in coordination with the Country Office and other relevant projects.**

- Create a senior national officer position to support the Programme Manager in boosting work on the policy framework, constituent capacity building and industry linkages.
- Together with tripartite partners, establish priorities and a workplan for capacity building contributions of BWP for the trade unions, employers' organizations and provincial governments, with assigned roles and responsibilities for tripartite constituents.
- Identify opportunities for collaboration with ILO CO efforts, including joint resource mobilization as part of a strengthened ONE-ILO approach to supply chain interventions.
- Ensure that feedback from BWP factory engagement is fed to policy makers to support industry capacity for compliance.
- Extend engagement with national and provincial labour governance institutions including the provincial tripartite consultative committees and the National Compliance Centre with a focus on strengthening grievance mechanisms.
- Increase BWP interaction with the Decent Work Team Specialists to avail their support to policy and capacity development; and to provide data and insights from the factories to the specialists' work at the country level.

3. **Ensure alignment between key project design documents**.
    - In designing a subsequent phase of Better Work Pakistan, the project design document, including its results framework should be consistent between country level implementation and BWG annual donor reporting. The project document should also align with any future agreements of commitment or MOU signed with the Government of Pakistan. Better Work would be advised to ensure that any project-specific MOU is tightly anchored in the project document and the Decent Work Country Programme.

4. **Improve communications and systems for engaging effectively with constituent stakeholders, including national and provincial governments and social partners.**
    - Options suggested by the Provincial Departments of Labour stakeholders (DOLs) include more frequent communication with the Project Steering Committee meetings.
    - Continue to foster engagement of the Provincial Tripartite Consultative Committees.

5. **In the next phase strengthen the quality of Better Work Pakistan compliance assessment and reporting to better identify critical non-compliance issues and strengthen the credibility of reports for brands' supply chain monitoring.**
    - This will require effort to build trust of supplier participants toward increased transparency in the advisory and assessment process. Enterprise advisor capacity building could be supported by learning from other BW country teams.
    - Improve quality of compliance assessments and efficiency of assessment reporting, including streamlining the assessment report review process.

6. **Continue to strengthen Better Work Pakistan engagement with brands and buyers, as well as interaction between the brands, suppliers and constituents.**
    - In the next phase project design, expand actions under the outcomes pillars on enhancing business responsibility and brand purchasing practices.
    - Hold annual buyer forums and learn from the Disney funded "Building Bridges" initiative in other Better Work countries to build collaboration among buyers and industry.

7. **Explore the possibility of extending the geographic scope of coverage of the textiles and ready-made garment sector to reach textile factories in Balochistan and Khyber Pakhtunkhwa to a limited extent, exploring the feasibility of outsourcing enterprise advisory services.**

- Given that the BWP's next phase may need to operationalize a lighter SME model, adding outsourced advisory services could stretch the team's capacity. A feasibility-focused approach would allow BWP to first assess factory readiness, buyer demand, and operational capacity before committing to geographic expansion.

8. **Improve planning and actions toward sustainability of Better Work Pakistan results at the factory level and the institutional level.**
   - Develop a sustainability plan early in the next phase, including time-bound milestones.
   - The sustainability plan for the second phase should include concept development for a transition pathway for an eventual long-term shift of core factory advisory and assessment engagement to non-ILO entities.

9. **With support from Better Work Global, enhance Better Work Pakistan's access to and use of compliance assessment data analytics.**
   - Better Work Global should support BWP in producing **synthesis reports of the compliance data**, with updates available at least annually, including analysis of trends in compliance and non-compliance among participating enterprises.

10. **Strengthen the Better Work Pakistan monitoring and evaluation system in the next phase by developing a comprehensive Performance Monitoring Plan with indicators and targets that are aligned with the results framework. Given a ONE-ILO approach, ensure that this system is co-designed with the Decent Work Country Programme framework.**
    - Expand the human resources devoted to monitoring, evaluation and research tasks, with at least a 50% effective full-time role.
    - Empower the M&E focal point/M&E Officer to prepare and revise and update the M&E indicators and associated means of data collection, with support from the Better Work global research and monitoring team.

11. **Explore the potential and feasibility to expand the scope of Better Work Pakistan to other sectors such as sports goods and electronics introducing a lighter engagement model.** Better Work should assess the buyer demand in these sectors, to determine whether an enterprise engagement model including compliance assessment would be appropriate to the sectors.

12. **Enhance Enterprise Advisor capacity to recognise and follow up on gender-related risks.** This should include capacity to identify situations that may affect women's mobility, access to maternity provisions, or ability to raise concerns comfortably.

1. BACKGROUND AND PROGRAMME DESCRIPTION

1.1 Background

Introduction

In September 2025 the International Labour Organization (ILO) commissioned an independent final evaluation of the Better Work Pakistan Programme (Pilot Phase) prior to its completion in December 2025. This report of the evaluation presents the programme context and description, the evaluation purpose and methodology, evaluation findings, conclusions, recommendations and lessons learned and emerging good practices.

The Context of the programme

The textile and garment sector is the backbone of Pakistan's manufacturing economy and export base. It encompasses an extensive production chain that spans cotton cultivation, ginning, spinning, weaving, dyeing, finishing, and the manufacturing of made-up products and garments, allowing for considerable value addition at each stage. The sector accounts for roughly a quarter of total industrial value-added, provides employment to about 40 per cent of the industrial workforce, and constitutes around 55 percent of Pakistan's total exports.[1] The sector contributes about 8 per cent to GDP and is among the main drivers of national economic growth.[2]

Pakistan's economy continues to experience sustained macroeconomic pressures that have shaped the operating environment for export-oriented industries. Persistent fiscal and external imbalances, coupled with declining remittances and import restrictions, have kept foreign-exchange reserves under strain. The 2022 floods—which displaced millions and caused widespread damage to infrastructure—further weakened enterprise resilience and reduced fiscal space for labour governance reforms. These pressures have constrained investment in standards compliance and underscored the growing importance of trade and labour standards as determinants of competitiveness within global value chains.

Since 2014, the country has benefitted from the European Union's Generalised Scheme of Preferences Plus (GSP+), granting duty-free access for over 6,000 tariff lines, including textiles and apparel. Between 2013 and 2021, Pakistan's exports to the EU increased by 86 percent, reaching **EUR 6.64 billion**, with roughly **28 per cent** of national exports directed to European markets.[3] As of 2025, Pakistan is the largest exporter to the EU under the GSP+ trade scheme.[4] This preferential access hinges on adherence to 27 international conventions, including the eight fundamental ILO conventions[5] on labour rights. The scheme has served as a strong incentive for

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[1] Economic Adviser's Wing, Finance Division, Government of Pakistan, 2025. Pakistan Economic Survey 2024-25. Available at: https://www.finance.gov.pk/survey_2025.html

[2] Mazhar, Saddia. May 2025. Economy: The Great Textile Unravelling. *Dawn*. Available at: https://www.dawn.com/news/1908211

[3] ILO & Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), Government of Pakistan. 2023. GSP+ and compliance with fundamental labour standards. Available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40asia/%40ro-bangkok/%40ilo-islamabad/documents/publication/wcms_896181.pdf

[4] European Union Delegation to Pakistan. January 2025. Press Release: EU Special Representative for Human Rights Visits Pakistan. Available at: https://www.eeas.europa.eu/delegations/pakistan/eu-special-representative-human-rights-visits-pakistan_en

[5] In its 110th Session in June 2022, the ILC decided to include "a safe and healthy working environment" in the ILO's framework of fundamental principles and rights at work (FPRW). Consequently, Occupational Safety and Health

improving occupational safety and health, freedom of association, collective bargaining, and non-discrimination.

Although Pakistan has ratified eight ILO core conventions, the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) continues to note weak application of Conventions 87 and 98 on freedom of association and collective bargaining, as well as inconsistencies between provincial and federal frameworks. Following the 18th Constitutional Amendment (2010), responsibility for labour regulation was devolved to the provinces, creating both opportunities for locally tailored governance and challenges in ensuring inter-provincial coherence. Balochistan was the first province to introduce a consolidated labour law package, whereas Punjab and Sindh have since pursued the rationalization and simplification of their respective labour laws through extensive consultation with social partners to address concerns highlighted by CEACR. Despite these advances, enforcement capacity remains limited. The labour inspectorate system is under-resourced, with roughly 540 labour inspectors nationwide, amounting to fewer than one for every 20,000 formal workers or one for every 118,000 workers overall.[6]

Freedom of Association and Collective Bargaining

Pakistan's industrial relations framework, governed by federal and provincial *Industrial Relations Acts (IRAs)*, provides the legal basis for trade union registration, certification of Collective Bargaining Agents (CBAs), the formation of works councils and joint management boards, and the conduct of collective bargaining. However, freedom of association and collective bargaining remain among the weakest aspects of Pakistan's labour relations landscape. Only about 4.1 per cent of workers are unionized.[7] While provincial legislation has formally extended labour rights to workers in Export Processing Zones and Special Economic Zones, implementation remains uncertain and large segments of the workforce, especially in essential services, health, banking, aviation, and public administration still face legal and practical barriers to unionisation.[8]. Collective bargaining rights are further constrained by legal thresholds that require a union to represent at least one-third of a company's workforce. Reports persist of intimidation and harassment of trade union members, as well as the creation of management-dominated "yellow unions," particularly in sectors such as brick kilns, agriculture, and finance.[9]

Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) were designated as fundamental Conventions, bringing their total to ten. Source: ILO. 2023. The Fundamental Conventions on Occupational Safety and Health: An overview of the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187). Available at: https://www.ilo.org/publications/fundamental-conventions-occupational-safety-and-health-0

[6] ILO & Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), Government of Pakistan. 2023. GSP+ and compliance with fundamental labour standards. Available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40asia/%40ro-bangkok/%40ilo-islamabad/documents/publication/wcms_896181.pdf

[7] ILO. 2024. Decent Work Country Programme for Pakistan (2023 – 27). Available at: https://www.ilo.org/publications/decent-work-country-programme-pakistan-2023%E2%80%9327-dwcp-iv

[8] European Commission. 2023. The EU Special Incentive Arrangement for Sustainable Development and Good Governance (GSP+) assessment of the Islamic Republic of Pakistan covering the period 2020 – 2022. Available at: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52023SC0363&qid=1762282142931

[9] European Commission. 2023. The EU Special Incentive Arrangement for Sustainable Development and Good Governance (GSP+) assessment of the Islamic Republic of Pakistan covering the period 2020 – 2022. Available at: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52023SC0363&qid=1762282142931

Labour market characteristics and vulnerabilities

The Pakistani labour market is characterized by high informality, low female participation, and weak worker protections. Women comprise only about one-fifth of the total labour force and roughly one-third of employment in the garment, textile, and footwear sectors (1.5 million out of 4.76 million workers)[10]. The gender wage gap remains among the highest in Asia—around 33 per cent in the garment sector, compared to 26 per cent nationally—and women are eight times more likely than men to be classified as low-wage employees.[11] Underreporting of workplace harassment remains widespread due to job insecurity and low awareness of rights.

Occupational safety and health standards remain weak and poorly enforced. Although Sindh and Punjab adopted OSH Acts in 2017 and 2019, implementing regulations are incomplete, and factory-level compliance is limited. Ongoing compliance gaps—particularly in occupational safety and health, freedom of association, wage payment, and working hours—continue to expose workers to risk and have repeatedly drawn concern from ILO supervisory bodies and international buyers, as underscored by incidents such as the 2012 Baldia factory fire in Karachi that claimed more than 250 lives. At the enterprise level, structural compliance gaps persist in the form of fragmented management systems, inconsistent OSH protocols, and weak worker representation structures. Enterprise-level worker-management committees exist in some formal units but are often underutilized or function primarily as compliance artifacts rather than as vehicles for meaningful dialogue.

Origins of Better Work Pakistan

The reputational vulnerability of Pakistan's textile industry became evident in 2013, when The Walt Disney Company removed Pakistan from its list of approved sourcing countries under its global licensing policy due to the country's low ranking on the World Bank Worldwide Governance Indicators (WGI).[12] However, Disney reportedly continued to source from some countries such as Bangladesh,[13] Haiti and Cambodia despite their low scores on WGI indicators, but only from factories that partnered with the ILO/IFC Better Work Program. This decision prompted the Government of Pakistan and the Employers' Federation of Pakistan (EFP) to approach the ILO for support in strengthening labour governance and sustaining buyer confidence. At that time, the ILO and IFC deemed national conditions—particularly around labour inspection, legislative compliance, and institutional capacity—not yet conducive to implementation.

In subsequent years, Pakistan undertook reforms to strengthen its labour governance framework. The re-establishment of federal and provincial tripartite consultative mechanisms in 2014, the granting of EU GSP+ status, and the launch of a National International Labour Standards (ILS) Programme signalled renewed national commitment to improving working conditions. In 2020 and 2021, Better Work Global conducted scoping consultations and feasibility missions that ultimately recommended a three-year pilot programme, contingent upon a Memorandum of Understanding with the Government to create an enabling environment for implementation.

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[10] ILO. Country Strategy: Better Work Pakistan Phase I.

[11] ILO. 2017. Barriers to pay equity in Pakistan: The gender pay gap in the garment sector. Available at: https://www.ilo.org/publications/barriers-pay-equality-pakistan-gender-pay-gap-garment-sector

[12] Disney Kicks Belarus, Pakistan Out of 'Mickey Mouse' Club. Radio Free Europe/Radio Liberty. May 2013. Available at: https://www.rferl.org/a/disney-merchandise-belarus-pakistan-bangladesh/24975655.html

[13] Saleem, Mohammad. April 2014. Walt Disney bans import from Pakistan. *Dawn*. Available at: https://www.dawn.com/news/1097357

1.2 Programme Description

Overview

The Better Work Pakistan (pilot phase) programme has a four-year duration (March 2022-December 2025), including a 12-month no-cost extension granted by the donor. Total funding is USD 5.58 million, comprising USD 3 million provided by the national Export Development Fund (EDF) under the Ministry of Commerce, USD 1.2 million by the European Commission, and USD 600,000 by Australia's Department of Foreign Affairs and Trade (DFAT). Private sector contributions from brands and participating factories provide the remainder. The programme launch followed several years of discussions between the ILO and the Government of Pakistan (GOP). These discussions were concluded in a Memorandum of Understanding signed between the ILO represented by the Better Work Programme, and the federal government of Pakistan, represented by the Ministry of Overseas Pakistanis and Human Resource Development (MOPHRD), and the governments of Sindh and Punjab Provinces (represented by the Departments of Labour) in March 2022, setting out mutual undertakings focused on improvements to the policy and institutional frameworks for labour standards compliance.

The programme is one of 13 country programmes under the ILO/IFC Better Work global flagship programme which aims to facilitate labour standards improvements and competitiveness in the garments and textiles sector. The global programme is in its fifth strategic phase (2022-2027).[14]

How the programme works

At the centre of BWP's implementation model are the programme's factory engagement services, that are common across most Better Work country programmes. This core model, which has evolved over time globally from a compliance monitoring focus, consists of advisory visits, training and annual compliance assessments provided by the Better Work staff to build management and worker capacity for "continuous improvement". Factories interested in joining Better Work Pakistan are required to pay financial contribution that is set globally according to the factory workforce size. Factories enrolling in BWP are commonly but not exclusively, enterprises nominated by Better Work's brand partners or participating brands. Brands' financial contribution allows them to access the compliance assessment reports of participating factories.

The factories take part in an annual cycle comprising a series of advisory visits by Enterprise Advisors and an annual unannounced Compliance Assessment, usually after several advisory visits. The Compliance Assessment Tool (CAT), follows the BW global structure, comprising eight clusters, four covering international labour standards (child labour, discrimination, forced labour and freedom of association and collective bargaining), and four related to national labour laws (compensation, contracts, OSH, and working time).[15]

The programme operates at the enterprise level in Sindh and Punjab provinces in textiles and garments factories. Policy and institutional efforts extend to a federal scope and also focus on Sindh and Punjab provinces.

[14] The global programme underwent a High-Level Evaluation in 2025, "High-Level Evaluation of the ILO's Better Work Programme (2014-25) with a Focus on Phase V Strategy (2022-27). The report findings will be discussed by the Governing Body in November 2025.
[15] As OSH is now one of the ILO FPRW, it has recently been included in the ILS group in BW Global descriptions.

Programme Objectives and Structure

Better Work Pakistan's objective and expected results are set out in the "Better Work Pakistan Country Strategy" document.[16] The overall objective is that "By 2024, BWP will have improved working conditions and business competitiveness in the textile, garment and footwear sector, and will have strengthened the overall capacity of national tripartite institutions and constituents. Its two main intended outcomes are directed at achieving improvements at the enterprise level, and at the policy and institutional capacity level. The framework of expected results is presented in Exhibit 1.

Exhibit 1. Results Framework

Outcome 1: Better Work Pakistan will have facilitated improvements in working conditions and enhanced business competitiveness in at least 120 factories. (The target was increased to 150 factories by December 2025 to obtain the no-cost extension).[17]	
Output 1.1	Factory management and workers demonstrate proactive behaviour to improve social dialogue at the factory level.
Output 1.2	Compliance with international labour standards and national labour law is regularly monitored in all participating factories
Output 1.3	Better Work factories introduce policies and practices to enhance greater levels of labour law compliance including gender equality.
Output 1.4	Gender-focused policies and practices are introduced at the factory level
Output 1.5	Workplace compliance improvements are supported by international buyers sourcing from Pakistan through more streamlined compliance improvement processes and better sourcing practices
Outcome 2. By 2024, Better Work Pakistan will have strengthened overall labour market governance including sectoral social dialogue, in the textile, clothing and footwear sector.	
Output 2.1	Better Work data and research results are used to inform government and stakeholders to make evidence-based policies and practices
Output 2.2	The capacity of relevant government entities of the government of Pakistan at Federal and Provincial level to effectively uphold compliance with ILS and national labour laws as well as to set laws, policies and strategic frameworks for the textile, garment and footwear sector in enhanced.
Output 2.3	The capacity of the relevant employers is built to comply with labour laws, improve dialogue with workers and increase their business productivity and competitiveness
Output 2.4	The capacity of trade unions to represent workers; interests in the textile, garment and footwear sector has increased
Output 2.5	Social dialogue among the tripartite constituents and other stakeholders at the sectoral/national level is improved.

[16] Apart from laying the foundations of BWP, the Project Document does not appear to have been extensively used by the programme in programme monitoring and evaluation. While the Better Work Pakistan Country Strategy (2021 - 2024) presents two outcomes and respective outputs, the Annual Better Work Global Donor reports and progress reports to the donors report against four outcomes, aligned with Better Work Global strategic outcomes for Phase V. Since BWP is now reporting against two outcomes to the EDF, the final evaluation uses this framework, rather than the larger one when assessing the programme logical coherence.

[17] Outcome 1 wording varies slightly between the EDF reporting and the PRODOC. The above wording is drawn from the EDF reporting which is replicated in the evaluation TOR.

The results framework is reflected in the programme reporting to the donor, to a varying extent, but not in the MOU with the federal and provincial governments, which focuses the commitments of the parties to implement the programme and sets out strategies to address a series of risks - legal, resource and capacity-based - to successful outcomes at the enterprise level.

Beneficiaries and institutional partners

Workers employed in the industry are the ultimate intended beneficiaries of the programme. Participating enterprises are intended to directly benefit from the core advisory, assessment and training services as well as enhanced buyer relationships. Constituent partners include the federal ministries, the MOC and MOPHRD, provincial Departments of Labour, the national and sectoral employer organisations, and trade unions who are expected to benefit from policy and capacity developments conducive to promoting international labour standards and ultimately, the sector's export position. Other key partners are international brands and buyers sourcing from Pakistan who are expected to benefit from a compliant supply chain, especially considering incoming EU Human Rights and Due Diligence (HRDD) legislation requirements.

The ILO constituents at federal and provincial level participate on the Project Steering Committee (PSC).

Project Management Structure

The programme is managed by a country Programme Manager based in Islamabad, reporting to the Country Director of the ILO Country Office (CO) in Pakistan, and also overseen by Better Work Global, headed by the Branch Chief.

The team includes an international Technical Officer based in Karachi leading operations at the enterprise level, a team leader for enterprises and buyer relations based in Lahore, two training officers and eight enterprise advisors.

2. EVALUATION BACKGROUND AND DESIGN

2.1 Evaluation Purpose, Scope and Objectives

The purpose of the final evaluation is to carry out an independent assessment of the performance of Better Work Pakistan's pilot phase to serve both learning and accountability for the ILO, the Better Work programme and its stakeholders.

Guided by the evaluation Terms of Reference (TOR, See Annex A), its objectives are to assess:

- the relevance of the programme to stakeholder needs, and its coherence with other development efforts;
- the progress and emerging impact in bringing about changes in working conditions, labour rights, and business outcomes in participating enterprises;
- the extent of BWP's contribution to systemic change within Pakistan's garment and textile sector, including strengthening the capacities of stakeholders at the sectoral, provincial and national levels;
- its efficiency of resource use and delivery; and
- progress toward sustainability of the results.

It is also intended to provide conclusions and recommendations, lessons learned and good practices to strengthen ongoing programming of the ILO to improve working conditions and resilience of the textile and garments sector in Pakistan and elsewhere.

The main users of the evaluation are the BWP management team, ILO Country Office in Pakistan, Better Work Global, ILO Islamabad Country Office, the donors and programme stakeholders.

The evaluation encompasses all aspects of the programme design and implementation from its start in 2022 until the time of the data collection process in October 2025. The geographical scope includes both federal and provincial areas and structures where BWP operates.

Cross-cutting issues. The evaluation pays attention to the ILO cross-cutting priorities – international labour standards, gender equality and non-discrimination, tripartism and social dialogue, and a just transition to environmental sustainability. Regarding gender equality and non-discrimination, this entailed ensuring a gender balance among evaluation participants as far as possible and prioritizing the analysis of gender equality and disability inclusion issues.

2.2 Evaluation Criteria and Questions

The evaluation criteria established by the TOR are relevance, coherence, effectiveness, efficiency, impact, and sustainability as defined by the Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC) and included in the ILO Policy Guidelines for Results-Based Evaluation (2020).[18],[19]

The TOR proposed a set of evaluation questions which were reviewed by the evaluation team during the inception phase. The evaluation team made several refinements to streamline and clarify the questions, but the overall content was retained. Exhibit 2 provides the list of evaluation questions.

Exhibit 2. Evaluation Questions by Criteria

Evaluation Criteria	Evaluation Questions
Relevance	• To what extent was the design of the project logical and based on a clear results framework, demonstrating internal coherence? Are these well expressed in a realistic explicit or implicit Theory of Change? • To what extent has BWP responded to the needs and priorities of enterprises, workers, government institutions, and other key stakeholders, as expressed in the MoU and the Project Document?[20] • Have tripartite ILO constituents been actively involved in the project design and implementation? • How well did the pilot align with national labour strategies, sectoral policies, and international labour standards?

[18] ILO Evaluation Office. ILO Policy Guidelines for Result-Based Evaluation, 4th Edition. 2020

[19] On the *Impact* criterion: This evaluation is technically a *performance evaluation*, which considers the results the programme has achieved against its planned objectives and outcomes, the contributing factors, as well as unplanned results. It is beyond the scope of the evaluation to conduct a robust assessment of impact, which would require a comparison of results in factories participating in Better Work with non-participant factories. Rather the evaluation considers the evidence for emerging lasting results, as supported by reports and stakeholder accounts.

[20] This question was interpreted more broadly during the evaluation process to include the programme responsiveness to evolving stakeholder needs.

Evaluation Criteria	Evaluation Questions
	• To what extent were the needs of different groups (e.g. women and men, people with disabilities and other groups at risk of being left behind) incorporated in the design of the interventions?
Coherence	• How coherent were BWP's interventions with other ILO programmes or initiatives in the sector, demonstrating synergy and interlinkage? • How far has the project been consistent with or coordinated with the interventions of constituents and other partners in the same context? (including interventions in the framework of the DWCP, national policies, UNSDCF, and links to SDGs targets)
Effectiveness	• To what extent has BWP made progress and achievements as per its intended objectives and outcomes? • What were the main supporting and challenging factors influencing the project's success in attaining its targets? How were the challenges addressed? • How effective were the advisory, assessment and capacity development services in changing enterprise-level practices? • Are there any unintended positive or negative effects at the enterprise level? • How well did the programme engage and collaborate with government labour departments, inspectors, employers' associations, and trade unions? • To what extent have the BWP pilot's results been distributed across different groups (men and women, marginalized groups and persons with disabilities)? • How effectively did BWP address gender-based challenges in the workplace (e.g. harassment, under-representation of women in the workplace and management, wage equity)?
Efficiency	• Were financial and human resources used effectively to deliver outputs and achieve expected outcomes? Were there more cost-effective ways to achieve similar results? • Has the project management and staffing to implement and monitor the project been adequate? • To what extent has the project leveraged resources with other projects and programmes, and through partnerships with other organizations, to enhance the project impact and efficiency? (see coherence) • Were the delivery mechanisms and partnerships efficient in supporting enterprise improvements? • How efficient were the monitoring and oversight of the BWP pilot project • How effective is the role of country office, DWTs, Regional Office, and HQ in technically supporting and monitoring the project?
Emerging impact	***Enterprise level*** • To what extent has the BWP Pilot contributed towards lasting changes in participating enterprises? How have workers' perceptions of workplace safety, fairness, and representation in their workplaces changed following BWP interventions? • What measurable business benefits are emerging among enterprises (e.g., increased productivity, reduced absenteeism/turnover, better buyer engagement)?

Evaluation Criteria	Evaluation Questions
	• Is there any evidence of emerging impacts of the project on women workers' empowerment, voice, and career progression? ***Sector/Industry Level*** • Has the pilot contributed to any long-term sector-wide policy dialogue or reform processes (e.g., labour inspections, compliance frameworks, CSR initiatives)? • Are there signs of spillover effects to non-participating enterprises or sub-sectors within the textile and garment industry? • What role has BWP played in influencing buyer behaviour, sourcing decisions, or supply chain practices in Pakistan?
Sustainability	• Does BWP have a clear sustainability strategy in terms of both sustaining improvements at the enterprise and institutional level and eventual transition of ILO practices to other entities? • To what extent are the changes introduced through BWP likely to be sustained by the enterprises, workers and institutional partners? For example, have enterprises embedded compliance and continuous improvement mechanisms into their operations? • Is there adequate capacity among government partners or industry stakeholders to scale or institutionalize Better Work approaches?

2.3 Evaluation Design and Methodology

Evaluation approach

The evaluation employs a mixed methods data collection approach utilising secondary data and qualitative primary data generated by the evaluation team. The approach is primarily theory-based, meaning that the evaluation compares actual results with the programme's intended outcomes or results and identifies the factors facilitating and constraining the achievements.

The evaluation complies with ILO's evaluation norms and standards and respected ethical safeguards described in the ILO's evaluation procedures, in line with the United Nations (UN) system of evaluation norms and standards, as well as with the OECD-DAC Evaluation Quality Standards. The ILO's gender guidelines for evaluation were followed, integrating gender balance in the data collection as far as possible and in the analysis.

The team leader developed an evaluation design matrix (provided in **Annex B)** in the inception phase, setting out the evaluation questions and the corresponding lines of analysis and data collection methods.

Team and schedule

The evaluation team, consisting of one international evaluator (team leader) and one national evaluator (team member) conducted the evaluation from mid-September to end of November 2025. The inception phase took place from mid-September to 5 October 2025. It included the initial desk review, consultations with Better Work Pakistan and BWG officials, and ILO Country Office Islamabad senior staff, as well as the evaluation design and field mission planning. Data collection in Pakistan was undertaken by both the team leader and national evaluator during two weeks from 7 to 17 October 2025. Additional remote interviews, data analysis and report drafting took place from 18 October to 30 November 2025.

Within the BWP team, the Programme Manager provided oversight, while BWP M&E focal point and the administration team provided documentation, facilitated appointments and managed travel logistics.

Document review

The desk review began during the inception phase when initial documents were provided by the BWP team and continued during the data analysis phase, when additional compliance data and donor reports were provided for the team's review. The BWP Programme Manager and BWP M&E focal point provided an extensive range of programme documents to the evaluation team which were drawn upon in the evaluation analysis. The team reviewed the following document types:

- Project Strategy Document (PRODOC), MOU with the MOPHRD, MOU with the EDF, donor progress reports, activity reports
- Project Steering Committee minutes and presentations
- BWP products: Compliance Assessment Tools, communications materials
- BWP compliance data and preliminary trend analysis
- Better Work Global Annual Donor Reports and evaluation reports
- Pakistan Decent Work Country Programme (2023 – 27)
- National policy documents and UN Sustainable Development Cooperation Framework.

Annex C provides a list of documents consulted.

Data collection sampling

In coordination with the BWP team the evaluation listed the programme's key stakeholder groups and identified individual informants for interview to represent the perspectives and experiences of all key stakeholder groups involved in the pilot phase. The stakeholder groups are:

- ILO staff (Country Office Islamabad representatives, BWP programme managers and staff, BWG staff, other country project staff, regional ILO specialists)
- Donor representatives
- Pakistan government representatives (Federal and provincial)
- Trade Union representatives
- Employers' organizations
- Participating factory managers and workers
- Brand/buyer representatives

For key informant interviews the team used purposive sampling to select key individuals with first-hand knowledge of the programme. A snowball technique was sometimes used, where one interviewee referred the team to another key informant. Across the key informants and factory participants, the team consulted a total of 103 persons, comprising 65 men and 38 women. The gender imbalance is mainly due to the predominance of men engaged in Pakistan's textiles and garment industry, as well as among the constituent partners.

Key informant interviews

Both the team leader and the national evaluator conducted interviews in Pakistan through face-to-face means, and with globally based stakeholders through a series of remote online interviews. The evaluation team interviewed 47 individuals, comprising 19 female and 28 male, from a comprehensive range of stakeholder groups. Interviews were held individually or in small groups following protocols adapted to each stakeholder group and featuring open-ended questions. The questions asked were consistent for interviewees in the same stakeholder group. The interviews were primarily conducted in English, while some were conducted in Urdu as needed. **Annex D** provides a complete list of individuals interviewed.

Exhibit 3. Key Informant Interviews distribution by stakeholder group and sex

Stakeholder Group	Male	Female	Total Interviewees
BW Pakistan and BW Global/IFC	8	12	20
Other ILO - CO Islamabad and DWT officers	3	2	5
Government (Federal and provincial)	5	2	7
Workers' Organizations	5	1	6
Employers' Organizations	5	0	5
Brand/buyer representatives	1	2	3
Donors (EDF – Ministry of Commerce)	1	0	1
Total	**28**	**19**	**47**

Under the guidance of the BWP Programme Manager and the ILO CO senior Programme Officer, interviews with senior federal government representatives took the form of an exchange of preliminary findings of the evaluation team and solicitation of Ministry officials' perceptions about the achievements and challenges of the pilot phase and the potential future pathway. At the conclusion of the in-country key informant interviews the evaluation team held de-brief meetings with the ILO Country Director for Pakistan and the BWP Programme Manager.

Factory discussion groups

To gain an in-depth understanding of the effectiveness and emerging impacts of the programme at the factory level, the evaluation team selected six factories to visit – three in the Lahore area (Punjab province) and three in Karachi (Sindh province), the geographic intervention areas.[21]

The factories were selected from a list of all participating factories, excluding those involved in the forthcoming research study to be conducted by Texas A&M University and the Lahore School of Economics, meeting the following criteria[22]:

- Mature engagement in the programme, prioritizing Cycle 3 or Cycle 2 participation
- Mix of non-compliance levels recorded in 2024.
- Variety of workforce size
- Feasibility of travel

Four of the selected factories were engaged in annual Cycle 2 and two in cycle 3. The factories represented a cross-section of Better Work factories; they included textiles, knitted apparel and garment (denim) manufacturers, and ranged in size from 1,400 to 10,000 employees. Several factories were units among larger manufacturing groups.

[21] The selection was aided by the factory listing provided by the BWP team.
[22] Better Work Global is leading a research study, commence data collection in October, focusing on impacts in a sample of BWP and non-BWP enterprises with data collection commencing October 2025.

The evaluation team held focus group discussions (FGDs) separately with groups of workers and management representatives in each factory, where possible balancing female and male participants. BWP enterprise advisors facilitated the process and requested factories to nominate groups of up to six worker and six management representatives.

The discussion topics for managers included their motivation for joining BWP and their perception of the benefits of the programme and any areas of the programme recommended for improvement. Discussion topics for workers covered their engagement in BWP activities, and observations on any changes in the factory contributed by the programme. Most of the worker representatives were members of the bi-partite and OSH committees.

Exhibit 4. Number of FGD Participants in Visited Factories

Group	Number of FGDs	No. of participants	Male	Female
Lahore total	**6**	**33**	**23**	**10**
Managers	3	12	9	3
Workers	3	21	14	7
Karachi total	**6**	**23**	**14**	**9**
Managers	3	8	6	2
Workers	3	15	8	7
Total	**12**	**56**	**37**	**19**

Data analysis and reporting

The team analysed the interview and FGD data according to the evaluation themes and questions, extracting common and divergent evidence for each of the evaluation criteria. These findings were cross-referenced with data from the desk review documents.

Evaluation limitations

Disruption to the field data collection. Political demonstrations and related security precautions caused minor interruptions to the field schedule, including the cancellation of an interview to be conducted in Faisalabad city. The interviews involved were eventually shifted to remote calls post-field mission.

Factory selection and positive bias. The methodology purposively selected factories for site visits that had two or more cycles of engagement to maximise the opportunity for changes to be captured. At the same time, this likely presents a more positive picture of the status of factory adoption of improvements.

Timeframe. The overall duration of the evaluation of 2.5 months was short to permit more buyer representatives and additional donor representatives to be included in the consultations.

3. FINDINGS

3.1 Relevance

In this section the evaluation team explores four dimensions of BWP's relevance. First, we consider the validity of the project design – its theory of change and how this is expressed in the framework of planned results, as well as the geographical scope and supply chain coverage. We then review the programme's alignment with related government policies and strategies; followed by an assessment of the programme's relevance to beneficiary and stakeholder expectations, needs and priorities as the programme evolved. Finally, we assess the extent the design addresses cross-cutting gender, inclusion and environmental sustainability issues.

Design Validity and Coherence of the Results Framework

Design validity. BWP's design is expressed in the Project Document that was developed in 2021 prior to the programme launch. This is supplemented by a Memorandum of Understanding (MOU) document representing the commitments of the parties, signed in March 2022, which attaches a risk-based implementation plan underpinning the responsibilities of the governments and social partners to address labour governance. The MOU and Project Document share a focus on strengthening compliance with international labour standards, consolidating labour legislation, improving inspection and enforcement systems, and promoting social dialogue across federal and provincial levels. These priorities align closely with the Government of Pakistan's obligations under the GSP+ scheme, where improved labour governance is expected to reinforce the country's export credibility.

Better Work Pakistan's design logic or "theory of change", that is, the causal thinking behind the planned strategies is described in full in the Better Work Pakistan Country Strategy (2021-2024), referred to as the Project Document.[23] To address the documented deficits in export factory labour practices and gaps in labour policies and institutional capacity to uphold them, the TOC proposes a twofold strategy, working on the one hand at the enterprise level to support attitudes and capacity to improve labour standards, as well as productivity capacity; and on the other hand at the policy and institutional capacity level to ensure laws are conducive to labour compliance and capacities of the constituents are built to extend compliance in the participating factories and beyond.

In the causal chain, the implementation of Better Work's full-factory engagement model in a select group of export factories is expected to bring about sustainable improvements in the factories, and implicitly to act as a model to be expanded or replicated once proven successful. The global model proposes that factories will be motivated to contribute financially to join BWP, given Better Work's linkages and partnerships with global brands sourcing from Pakistan. Implementation of the **Better Work core factory engagement model**, essentially a replication of the global core model, including its advisory, compliance assessment and training

[23] Variations in the wording of the Outcome 1 are found in BWP documents and global reporting. The programme reporting to its donor, the Export Development Fund, uses the PRODOC outcome wording, which is followed by this evaluation, but this variation leads to some ambiguity in understanding what the programme aims to achieve. The BWG Annual Donor Reports use a broader statement of Outcome 1 which aligns with the BW Phase V global strategy: "*By 2024, employers and workers and their representatives in the Better Work Pakistan programme uphold and are protected by national labour laws and fundamental principles and rights at work; and enterprises in the sector that have emerged from the COVID-19 crisis are more sustainable, resilient and inclusive*." This version reaches beyond participating BW factories to the wider industry.

components is expected to improve social dialogue and compliance in the factories across national laws and international labour standards. As part of the theory, increased competitiveness is expected to arise from the buyers' preferential sourcing and stability for orders from Better Work participants, which is facilitated through buyer engagement and subscriptions to BW reports (Output 1.5 in the associated results framework).

At the policy and institutional level, BWP is designed to coordinate with ILO's Country Office to support policy coherence and improved capacity of the constituents to enforce laws, and advocate for compliance through employer and worker organisations. This component encompasses the sectoral, provincial and national governance spheres, embedding ILO's tripartite approach. The second pillar was particularly important to implement in Pakistan given ILO's supervisory system CEACR comments over several years on weak labour market governance in the country.

The engagement of national and provincial partners in the programme is clearly upheld in the programme MOU with government. Unlike some current Better Work country programmes, the BWP pilot phase did not focus on promoting better brand purchasing practices, or the element of "spillover" beyond the programme to the wider sector featured in the Better Work Global Phase V Strategy 2022-2027 (although these Outcomes are included in Better Work Pakistan's section of the Global Annual donor reports).

Linkage between the enterprise and institutional components. The lessons learned, insights and data generated from the on-the-ground experience in the factories are intended to be channelled to the relevant governance institutions to support policy refinement and practices; in turn, clear policy frameworks are expected to support the ability of enterprises to comply with national laws and ILS. By positioning Outcome 2 to channel evidence from factory assessments into tripartite policy dialogue, the programme acknowledges the partially systemic roots of non-compliance and seeks to establish mechanisms to addressing them at the governance level. The extent this aim was realized is elaborated in the Effectiveness section.

The evaluation team finds the above logic to be sound and valid in theory; although in practice many of the risks and related plans set out in the MOU with government, including the schedule of progress on legislative reform and labour inspectorate capacity development on the part of both BWP and the ILO constituents have not been met.

Coherence of the results framework. To guide BWP implementation, the Project Document translates the theory of change into a linear results framework, accompanied by a risks and assumptions analysis. Outcome 1 limits the scope of enterprise level improvements to a fixed target number of factories, which the evaluation team considers reasonable, given the pilot nature of the programme. Its five contributing results or "Outputs" and their activity descriptions are reasonably clear, but some of them operate at different logical levels. For example, compliance with ILS and national labour law is monitored (1.2) is a contributing result to Outputs 1.1 (proactive behaviour to improve social dialogue) and Output 1.3 (policies and practices introduced to enhance labour law compliance), so the expected "if-then- logic" expected under results-based management standards is not coherent. In practice all three elements of the enterprise package together contribute to improved social dialogue, improved management policies and practices. The results chain for support to productivity gains in factories is missing from the explicit outputs but is assumed to be part of the learning package of supervisory skills and production streamlining for participating factories, and also an assumed outcome of more harmonious and safer workplaces.

For Outcome 2, the proposed intermediate results to support a strong institutional enabling environment are well-linked and comprehensive[24] The role of the brands and buyers in supporting compliance in the participating factories is included as part of Outcome 1, but it could have been placed as a separate Outcome (as in some other country programmes) since buyer behaviour and purchasing practices relate to the industry across Pakistan, beyond participating factories.

The intended results of Outcome 2 are closely related to the sustainability and scaling strategy that features centrally in the Better Work Global Phase V strategy, though the sustainability strategy for the programme is not made explicit in the documentation.

As discussed in a subsequent section of the report, the results framework has not been used extensively to guide the implementation, and the Programme did not develop a comprehensive performance monitoring plan as envisaged in the Project document.

Relevance of the geographical scope, industry coverage. The geographical scope of the factory engagement is Punjab and Sindh provinces. This covers the areas of the country where textiles and apparel sector manufacturing is concentrated and is also made for a feasible geographic scope given the pilot nature of the project and its human resources.

Factory targeting and supply chain coverage. Like most Better Work country programmes, BWP initially targeted manufacturers already supplying Better Work partner brands or participating buyers, which tend to be large manufacturers. As such the profile of enrolled factories is heavily weighted towards large export suppliers. This is linked to the overall model that is predicated on the role of brands in motivating factories to join the programme. This has proven to be less relevant in Pakistan where there has been a significant demand from enterprises to join, including aspiring exporters and SMEs, that are not yet linked directly to these brands. As the programme evolved, factories applying were no longer required to be nominated by brands, but only eight among 129 registered are non-brand nominated. This theme also emerges in the discussion of employer organizations' perspectives on the programme's relevance to industry needs.

Alignment with National Strategies and Policies

The evaluation finds that the design of Better Work Pakistan is broadly aligned with the Government of Pakistan's overarching national development frameworks, *Vision 2025*[25] and the more recent *URAAN Pakistan National Economic Transformation Plan (2024–2029*[26]*)*. Both strategies place strong emphasis on export-led and inclusive growth which are reflected in the design logic of BWP. *Pakistan Vision 2025* identifies human capital development, women's economic empowerment, and private-sector competitiveness as central drivers of inclusive growth. These priorities are reflected in the design of BWP, which seeks to improve working conditions, enhance enterprise productivity, and promote gender equality within export-oriented industries. The alignment is substantive in these areas of shared emphasis, even though *Vision 2025* does not explicitly address labour standards or compliance frameworks.

At the sectoral level, Better Work Pakistan was found to be well aligned with the Government's *Textiles and Apparel Policy (2020–25)*, which provides the sectoral framework for enhancing

[24] Recalling the outputs: data and research to inform legal amendments; law reform and associated implementation capacity – federal and provincial; improved capacity of employers' organisations to support compliance; improved capacity of TUs to represent workers interests in the sector; improved social dialogue among the tripartite constituents at the sectoral/national levels.
[25] Vision 2025 document.
[26] Pakistan National Economic Transformation Plan 2024 – 2029.

productivity, export competitiveness, and social and environmental compliance across Pakistan's largest industrial sector.[27] The policy explicitly calls for strengthening compliance with international standards, promoting ethical and sustainable manufacturing, and improving women's participation and skills within the textile and apparel value chain which correspond directly with BWP's outcomes on improving working conditions, gender equality, and enterprise-level competitiveness.

Within the devolved labour governance framework, the design of BWP aligns closely with the *Sindh*[28] and *Punjab Labour Policies (2018)*[29], both of which articulate provincial commitments to improving compliance with international labour standards, strengthening inspection and dispute-resolution systems, and promoting social dialogue and gender equality. These policies explicitly link decent work and occupational safety to export competitiveness, echoing the same rationale underpinning BWP's enterprise-level interventions and its institutional focus on labour market governance in Sindh and Punjab.

These frameworks provide a coherent policy foundation for BWP's dual focus on enterprise-level improvement and institutional strengthening. While the national strategies emphasise macroeconomic transformation and export-led growth, and the sectoral and provincial policies focus on compliance, decent work, and gender equality, all converge around a shared vision of a competitive and socially responsible industrial base. The evaluation finds that BWP's design is well situated within Pakistan's evolving policy landscape, reinforcing existing priorities on ethical production, human capital development, and governance reform.

Responsiveness to the Needs and Priorities of Stakeholders

Involvement of stakeholders in design and governance. Better Work Pakistan was developed through a comprehensive consultative process and feasibility study conducted by Better Work Officers and the ILO Country Office. As interviews with the national and sectoral constituents confirmed, this facilitated the programme's grounding in strong political will and commitment of the constituents, especially among the federal Ministries of Commerce, the MOPHRD and the national and sectoral employers' organisations. The commitment was embodied most tangibly in government funding of the programme through the Export Development Fund. The expectations of the constituents have been partially met under implementation, as discussed in detail below.

Participating factories' perspectives. For factory managers, BWP addresses a clear gap in the national compliance support landscape. The credibility of the ILO and IFC partnership in the form of Better Work was viewed as conferring legitimacy with international buyers at a time when the sector sought to restore market confidence. Managers interviewed across the evaluation sample of participating factories emphasized that the programme's integrated model involving assessments, advisory visits, and training offered a developmental alternative to conventional third-party audits, which were often described as transactional and checklist-driven. The continuity, follow-up, and engagement provided by the Enterprise Advisors (EAs) over the course of multi-visit advisories enabled a shift in perspective from 'compliance for audit's sake', nudging several factories toward more preventive, system-based compliance. In the words of a factory management representative:

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[27] Textile Wing, Ministry of Commerce, Government of Pakistan. Textiles and Apparel Policy 2020-25. 2020.

[28] Labour and Human Resource Department, Government of the Punjab. Punjab Labour Policy 2018

[29] Labour and Human Resource Department, Government of Sindh. 1st Sindh Labour Policy 2018.

"It's difficult to make progress through standalone audits. Auditors come, issue a CAP, and leave—regardless of feasibility. But the continuous follow-up from the EA is what makes the difference." – Garment Factory Compliance Manager

However, evaluation consultations suggested that **participation in BWP was largely motivated by buyer recommendations**. Most factories reported that their inclusion in the programme was encouraged or required by the brands they supplied which were participants in Better Work. Some buyers forego their own audits when a factory enrols in the programme. However, a small number of factory representatives indicated that they had proactively sought out the programme, viewing it as a means to strengthen internal compliance systems and management practices beyond the demands of individual buyers. The evaluation found that the programme's capacity to accommodate both pathways —buyer-driven participation and self-initiated improvement — enhanced its relevance across a spectrum of enterprise profiles.

While the programme's objective of reducing audit duplication was widely regarded as highly relevant to enterprise needs, the design rests on an assumption that participating brands will rely on Better Work assessments in lieu of their own audits. Given the prevailing buyer assurance requirements in Pakistan's export sector, this is an ambitious aim. Enterprises and industry associations viewed Better Work's convening function—particularly through the recent Buyers' Forum—as essential to realising this pathway, not only for promoting recognition of BWP assessments but also for expanding buyer engagement and market access.

Workers' needs and priorities. Based on the evaluation interactions with workers, the programme's focus and activities were **highly responsive to workers' day-to-day needs** around safety, respectful treatment, and avenues for raising their voice. Its emphasis on improving working conditions and fostering bipartite problem-solving through worker–management committees (WMCs) and OSH committees directly reflected the priorities expressed by workers during the evaluation consultations and focus groups. The use of participatory training and hands-on engagement during advisory visits was particularly relevant in a context where grievance mechanisms and worker representation structures are typically weak or absent, providing a practical entry point for dialogue at factory level. Workers reported greater confidence in raising concerns and viewed themselves as contributors to solutions rather than simply complainants.

"Better Work taught us not only to find problems but also to find solutions. Before, we complained and waited. Now we also think why the problem happened and how it can be fixed." – Garment Factory Worker

Women workers observed that their needs and interests are increasingly recognized and accommodated by factory management. They reported that BWP's advisory work and strengthened worker-management councils had made it easier for them to raise issues and voice concerns with greater confidence. women to raise their concerns with more confidence. In some factories, women noted that the strengthened grievance mechanisms and gender-inclusive committees had become important channels for addressing gender-based violence and harassment. They felt more comfortable reporting incidents through designated focal persons and trusted committee members, with some observing that complaints were now handled more promptly and discreetly. In addition, factories had introduced or upgraded gender-sensitive facilities—such as separate toilets where none existed previously, functional childcare rooms, women-only social blocks with canteens and amenities, and dedicated rest spaces like break rooms for female workers—which were widely viewed as visible improvements to the working environment.

Workers also pointed to areas where further support could strengthen the programme's relevance to their needs. They emphasized the importance of continued follow-up and refresher trainings and ensuring that new elected WMC and OSH Committee members continue to receive trainings to sustain the participatory culture that BWP had initiated. Several groups expressed interest in more practical sessions on gender equality, stress management and mental health, and workplace well-being, as well as opportunities to learn about experiences of workers from other factories. Some workers contrasted existing grievance channels with external complaint mechanisms available through other initiatives, noting that anonymous digital reporting options could further strengthen workers' trust and comfort in raising sensitive issues.

The design recognises that many of the compliance challenges faced by workers originate in structural and regulatory gaps rather than in factory practice alone. A recurrent example concerns piece-rate work. In many factories, particularly during peak production periods, piece-rate arrangements remain common, and workers engaged on that basis often do not receive the statutory entitlements provided to time-rated employees. The programme has exposed this issue through the factory-level work and in dialogue with buyers but has not yet supported its resolution in policy dialogue.

National and provincial government perspectives. Government stakeholders at both federal and provincial levels broadly agreed that the BWP pilot addressed a central policy concern: strengthening labour standards compliance as a means to sustain export competitiveness, maintain international buyer confidence, and uphold labour standards in export-oriented factories. Provincial labour authorities likewise recognized BWP's contribution to improving enterprise-level compliance and occupational safety and health (OSH) management. In this regard, BWP's objectives and underlying theory of change correspond closely with national and provincial priorities to modernize labour governance and strengthen Pakistan's reputation as a responsible sourcing destination.

At the same time, government counterparts highlighted several areas where the programme's design and coverage could be more closely aligned with their needs. The enterprise base was considered too narrow, with the factory selection process—driven largely by international buyers—perceived to have limited access for small and medium enterprises (SMEs) and indirect exporters, despite government priorities for SME competitiveness. The EDF representative noted that the selection process had evolved differently from what was initially envisaged at the time of programme approval, when a broader and more inclusive factory base had been anticipated. They considered that greater transparency and diversification of participating firms would have enhanced the programme's national reach and public visibility.

Regarding the geographic scope of BWP focus, federal stakeholders agreed that factories located in Khyber Pakhtunkhwa and Balochistan should not be excluded from eligibility but were amenable to the idea that participation from these provinces could be facilitated through modified engagement modalities, rather than replication of the full factory-level model applied in Sindh and Punjab.

Regarding sectoral scope, views diverged. While the MOPHRD representative expressed interest in extending the programme to other sectors, particularly leather and footwear industries, citing their export potential and relevance to national decent work goals, the EDF representative held a more cautious position, suggesting that any expansion should depend on the presence of existing buyer linkages and demonstrable demand from the respective sectors. These perspectives indicate continuing government interest in the BWP approach, coupled with expectations for a more differentiated and evidence-based model of expansion.

Trade authorities also referred to the potential for stronger alignment between BWP and national compliance institutions, including the National Compliance Centre. Such coordination was viewed as a means of avoiding duplication and strengthening the institutional coherence of labour-compliance initiatives. Although this integration has not yet been operationalized, the expectation points to a recognized space for BWP within the government's broader compliance architecture.

Finally, government stakeholders articulated what continued relevance would entail in future iterations. Federal ministries underlined the need for quantitative evidence demonstrating that factory-level improvements under BWP contribute to productivity and export gains—findings that could justify scaling up or public co-financing. Provincial departments emphasized capacity development of inspectorates, institutionalized training, and joint monitoring mechanisms to embed learning in government systems. Development finance counterparts expressed interest in sustainability pathways that would localize service delivery and gradually recover costs through domestic institutions. Collectively, these views confirm that BWP's strategic focus aligns with government objectives but that its operational design requires closer integration with national and provincial systems to remain fully relevant to evolving policy priorities.

Employers' organizations. The employers' organizations played an instrumental role in bringing Better Work to Pakistan. The EFP and the Pakistan Textile Exporters Association (PTEA) began advocating for the programme as early as 2013, in the wake of Disney's withdrawal from Pakistan following concerns about compliance and governance. Their sustained advocacy reflects that the impetus for Better Work's establishment originated primarily from the employer side, underscoring the programme's responsiveness to a clearly expressed national demand. However, EFP observed that the initial period of close coordination among employers' and workers' organizations had not been maintained, particularly after leadership gaps within the programme.

Representatives from the EFP emphasized that BWP's developmental, advisory approach which focuses on dialogue, training, and continuous improvement rather than inspection was consistent with employer interests. At the same time, the intended focus on capacity building of constituents and support for labour law reform were also reported as relevant to their needs. However, employer organizations identified several areas where the pilot's design and implementation were only partially aligned with their operational priorities. Employers' organisations observed that participation remained concentrated among large, brand-nominated factories, limiting access for mid-sized enterprises and SMEs that they considered most in need of technical assistance on compliance and labour standards. In that vein, the fee structure and affordability were also raised as barriers to broader participation from SMEs.

Looking ahead, employer organizations articulated clear priorities for ensuring that future phases of BWP remain relevant to industry needs. PTEA emphasized that the next phase should expand coverage to SMEs and indirect suppliers while adopting innovative, cost-effective approaches—such as modular, digitalized training and awareness tools—to reach smaller enterprises. They also highlighted the need for a more balanced buyer–supplier relationship, suggesting that the Buyers' Forum be used to rationalize overlapping audits and ensure that compliance efforts translate into tangible business advantages. Employer organizations further emphasized the importance of institutionalizing BWP within national systems to sustain its impact.

Workers' organization perspectives. For PUWF representatives the programme's relevance lay in its commitment to strengthen the foundations of social dialogue and the enabling environment for freedom of association and collective bargaining. The project design identified weak union capacity as a key constraint and positioned trade unions as partners and beneficiaries of targeted capacity-building activities under Outcome 2. Planned support included training on negotiation, conflict resolution, and collective bargaining in collaboration with ACTRAV, as well as participation in national and provincial fora. In practice, however, engagement with workers' organizations during the pilot remained limited, primarily to attendance of the Project Steering

Committee (PSC) meetings and a few consultations, with limited follow-up communication. Moreover, the unions, as represented by the PUWF, express reservations regarding the BWP support to workplace bipartite committees, which they contend undermine the place of independent trade unions in workplaces.

Brand and international buyer perspectives. For representatives of brands and international buyers, Better Work Pakistan is viewed as both relevant and timely, offering a trusted point of re-entry into a market long associated with reputational risk following high-profile buyer withdrawals. The ILO–IFC partnership lent the programme a degree of credibility and assurance that encouraged renewed engagement with Pakistani suppliers, particularly among global brands already participating in Better Work across other sourcing countries. Buyers generally welcomed the structure and quality of BWP's assessments, yet several noted that factory transparency remains uneven as they continue to find non-compliances when they do their own audits—particularly in relation to overtime, harassment, and wage practices. These discrepancies, in the eyes of several brand representatives interviewed, reinforced the need to maintain their independent auditing systems. In that vein, the recent Buyer's Forum also represented an opportunity to surface these concerns directly.

Gender and inclusion issues in the designed interventions

In Pakistan women represent a minority of workers in the formal textiles and garment sector, unlike most countries where Better Work operates. As noted in the Project Document, this context creates a unique challenge to enhance gender equality in the sector and workplaces. It also observes that that the programme adopts the BW Global Gender strategy. Since the original BWP design, the global gender strategy was updated covering 2023 -2027 which addresses five pillars of discrimination, health and safety, voice and representation, care and family and leadership and growth. [30] The project outputs clearly include gender responsiveness within the key results areas, with a discrete output level result (Output 1.5) aiming to enhance gender focused policies and practices at the factory level. The programme monitoring and evaluation also effectively includes numerous gender-specific performance indicators.

Gender equality and non-discrimination are explicitly incorporated into the programme's advisory and compliance assessment approach (the eight-cluster assessment tool includes a 'Discrimination' cluster with gender-related elements) and supported through training and advisory content on harassment prevention and gender-sensitive dialogue. This focus aligns with the expressed needs of women workers and buyer expectations in the market. The experience suggests that while gender was appropriately embedded in the design, capturing and addressing these issues within factory assessments may require more nuanced diagnostic and reporting approaches.

Key Findings – Relevance

- Better Work Pakistan's design, comprising a dual strategy at the enterprise level and enabling environment level, was grounded in national interests to become a reliable exporter and was logically coherent to reach its objective of a textiles and apparel sector that is compliant with labour standards and competitive.

- BWP's relevance to stakeholders is consistently high at the level of the concept and design, fitting the industry and government's priority of accessing export markets. The

[30] https://betterwork.org/gender-equality-and-inclusion/

government ministries and the employers' associations remain committed to the programme but are less satisfied with the scope of coverage, especially the minimal inclusion of SMEs. Trade Unions see the value of Better Work in Pakistan but question specific elements including the support to bi-partite committees.

- Factories managers and workers in participating factories find the BWP highly relevant to their interests in improving conditions and satisfying international buyers' demand for compliance.

- The MOU with the government, embodied the constituents' commitment and obligations to support the enabling environment, but was not well aligned with the Project Document results framework, undermining the value of both for planning purposes.

3.2 Coherence

In this section the evaluation team examines Better Work's contribution to ILO strategies broadly, national strategies toward decent work; the extent of BWP coordination with other related ILO programming in Pakistan, and collaboration with efforts of other development partners working in labour standards in the garment and textiles supply chain.

Alignment with ILO strategic objectives

Like all Better Work programmes, BWP contributes to multiple outcomes of the ILO Programme and Budget. BWP spans two P&B biennia – 2022-23 and 2024-25. For the P&B 2022-2023 it contributed to Outcomes 1, 4, 6 and 7, and for the P&B 2024-25 aligned with Outcomes 1,4,6 and 8.[31]

Alignment with national strategies toward decent work and the DWCP

The Decent Work Country Programme for Pakistan (2023 – 27) (DWCP IV) signed between the ILO Country Office and the national constituents (the MOPHRD, the Employers' Federation of Pakistan and the Pakistan Workers Federation) is the framework for cooperation on Decent Work and ILO support to national efforts in Pakistan. The DWCP by its nature is designed to support national policies and the implementation of decent work-related elements of Pakistan's national development framework, *Vision 2025* (2014–2025), particularly Pillar II (Achieving Sustained, Indigenous and Inclusive Growth) and Pillar V (Private Sector and Entrepreneurship-Led Growth), as well all relevant federal and provincial policies, strategies, plans and programmes.

Better Work Pakistan contributes to three of the current DWCP's four priorities and outcomes – **Priority 1:** promoting decent work at the core of Pakistan's economic recovery; **Priority 3:** Strengthening the application of international labour standards, Fundamental Principles and Rights at Work, and harmonious industrial relations, including through social dialogue; and **Priority 4:** Promoting a world of work which is safe, healthy, gender- and disability-responsive and free of violence and harassment. In turn, the programme contributes to the outcomes

[31] P&B 2024-25: Outcome 1 Strong normative action for social justice; Outcome 4: sustainable enterprises for inclusive decent work; Outcome 5: Gender equality; Outcome 6: Protection at work for all; Outcome 8: Decent work in supply chains.

corresponding to these priorities, especially Outcome 3.1. [32]

The risk-based implementation plan attached to the BWP Programme's MOU with the government is broadly consistent with the intention of Outcome 3.1 of the current DWCP, and with the previous DWCP 2016-2022 (Priority 4: Promoting international labour standards compliance through social dialogue).[33]

The programme aligns with the goals of the GOP Textile and Apparel Strategy 2020-2025 which set ambitious export aims for the sector of $40 billion by 2025.[34] Interviews with representatives of the MOC and the MOPHRD confirmed that BWP is closely aligned with the government's strategies to boost exports, and also stressed the importance of compliance with international labour standards to secure international markets, as well as for ethical reasons.

Complementarity and Synergies with other ILO projects in Pakistan

According to senior ILO Pakistan officials, the ILO Country Office promotes a **One-ILO approach** among projects in the textile and garment sector with aim of generating synergies for greater impact and avoiding duplication. This approach also connects with Better Work global strategy toward a cohesive approach at country level which gained prominence in Phase V. The current and recent Country Office development cooperation portfolio includes several projects that operate at different dimensions of the textile and garment supply chains. While Better Work targets large Tier One enterprises, other projects targeted the SMEs (ILES, safe chemical use project), the cotton supply chain and informal economy home-based workers.

Exhibit 6. ILO Pakistan Projects in the Textiles and Garments Supply Chain

Project title	Supply chain focus	Duration and Budget
Fundamental Principles and Rights at Work in the Cotton Supply Chain in Pakistan: RISE for Impact (INDITEX)	Cotton farming and producing communities in Sindh, Punjab and Balochistan	2/3/23 – 2/3/26 $733,429
Environmental Sustainability through Chemical Management in the Textile Sector	SMEs in textile mills Sindh	Aug 23 – Dec 25 $211,000
Leveraging market concentration to promote formalisation and a just transition for SMEs and home-based workers (LMC)	SMEs in RMG and Autoparts, Sindh and Punjab	May 2024 – Sep 2026 $400,000
International Labour and Environmental Standards in SMEs (ILES)	SMEs and larger factories in textiles and leather Four provinces, policy at provincial and federal level	October 2016-31 Jan 2025 USD 8.9 million

The BWP project document flagged the intention that the programme would coordinate with several other country projects working in the textiles, garments and other supply chains. Better Work's collaboration with the recently completed International Labour and Environmental

[32] Outcome 3.1: By 2027, the Government of Pakistan and social partners have put in place an enhanced enabling environment to increase access to fundamental principles and rights at work and labour rights.
[33] The DWCP III (2016-2020) was extended until 2022 to align it with the One UN Programme.
[34] https://www.commerce.gov.pk/wp-content/uploads/2024/07/Textiles-and-Apparel-Policy_2020-25.pdf

Standards (ILES) project, (2016- 2025), is the most substantial cooperation identified through evaluation interviews and document review. ILES addressed ILS and environmental concerns in the textiles sector with an intended focus on SMEs.[35] The ILES project, according to some ILO personnel, filled a gap in the ILO's support to labour standards in textiles supply chains while BWP was under discussion. Several ILO officials interviewed by the evaluation team commented on the extent of BWP's cooperation with the ILES project, particularly on technical support to provincial labour law reform in Sindh and Punjab. The ILO Country office supported the drafting of unified labour codes with the technical support of the Delhi-based regional DWT legal specialist, ILES and BW staff. While some observers highlighted Better Work's technical contribution, others observed that ILES took on the greater part of this work. This was noted in the Better Work HLE in 2025. The present evaluation team learned that the reason for limited inputs by BWP was mainly due to the lack of management level leadership on the policy dimension, especially after the original Programme Manager took extended sick leave in 2024.

Another ILO Pakistan project that BWP has directly collaborated with is the Environmental Sustainability through Chemical Management (ESCM) project. The Annual Donor Report 2024 highlights that out of the 10 enterprises where the ESCM project was implemented, nine Better Work enterprises – all textile mills - received training on sound chemical management. The first session introduced key topics, including chemicals of concern, risk assessment, worker training, safety culture, and ILO standards. The second focused on mill-specific compliance planning, leading to actionable steps for improved chemical safety. Guided by ILO technical consultants, management representatives from participating textile mills conducted risk assessments covering procurement to waste disposal. By integrating technical expertise with structured planning, these trainings and risk assessments enhanced workplace safety, promoted sustainable practices, and aligned enterprises with international labour and environmental standards.

One of the factories that the Evaluation Team visited in Karachi was among the participating enterprises in both Better Work and the safe chemical management initiative. The compliance manager informed the team that as part of the ESCM Project, their staff receive training of trainer sessions on safe chemical management and are in turn required to train their suppliers as well, reaching further along the supply chain.

Collaboration with other government and donor funded efforts

Among development partner efforts in the sector, GIZ's interventions on the response to gender-based violence and harassment were mentioned by participating factories visited in Punjab. One manager representative praised the GIZ work in facilitating improvements in working conditions "free of charge". The PRODOC did not map any other development partner efforts, which represents a gap in the feasibility study. The evaluation did not aim to map other current donor or development partner funded efforts on labour standards in the sector but notes the co-existence of the Pakistan Accord on Health and Safety in the Textile and Garment Industry, which may offer potential for collaboration, in addition to the need for complementarity with the ongoing interventions of GIZ.

[35] The former project manager of the ILES project took up the role of manager of BWP when the programme commenced in January 2022. Another incumbent then led ILES from 2022 onwards.

Key Findings - Coherence

- Better Work Pakistan coordinated its activities with those of other related ILO CO projects under the direction of the Country Office, amplifying the results. This is in line with BW Global's emphasis in Phase V on a ONE-ILO approach that recognizes that BW is integral to the larger ILO effort. Nevertheless, the evaluation interviews with ILO and BW Pakistan personnel suggest that BWP's contribution to the common thematic projects could have been stronger.

3.3 Effectiveness

In this section the evaluation team examines the progress and results achieved toward Better Work Pakistan's intended outcomes at the factory level and the policy and institutional level, drawing on programme reports and stakeholder feedback. This incorporates an analysis of the factors that enabled and constrained the programme achievements. We then examine the extent of BWP's engagement with the constituent partners. Lastly, we examine the effectiveness of the efforts to promote cross-cutting priorities including gender equality and inclusion in the factories, as well as environmental sustainability.

Reporting against performance indicators and targets. The evaluation draws on the Programme's reporting through its indicators, alongside narrative progress reporting and stakeholder interviewee accounts. In Annex E we provide a list of the programme's latest performance indicator results reported to the Export Development Fund in July 2025. Results achieved on several of these performance indicators are integrated in relevant dimensions of the assessment of achievements below. [36],[37]

Progress and Achievements of Factory Engagement Services (Outcome1)

Implementation progress. Over the past four years Better Work Pakistan has gradually established a firm footprint of factory engagement through its core services package. The programme team began with mapping the spread of factories in Sindh and Punjab to determine the potential spread of factories and the allocation of human resources. Following the first call for factory registration in 2022, the number of factories that enrolled in the Better Work package of advisory, assessment and training accelerated from 33 factories in December 2022 to 129 factories in November 2025. This number exceeds the 2024 programme target of 120 factories enrolled. At the time of writing, a further five factories are in the process of coming onboard. Beyond the factories enrolled in the full BWP package an additional four received training on aspects of workplace social dialogue in partnership with Levis.

In the first year of operation, the management and operations team was reportedly cautious not to enrol many factories when the operational procedures were being set up and adjusted to fit the industry spread and circumstances. While one ILO observer opined that the project could have enrolled more factories in Year 1, others support the cautious approach taken, avoiding accepting

[36] It is important to note some of the limitations of the BWP indicators and their reporting as a means of measuring effectiveness, as discussed further in the Efficiency section. One of the issues is the lack of matching of reported indicators with outcomes and outputs in the results framework. Where possible the evaluation analysis matches the indicators with the relevant level of the results.

[37] Annex E provides a re-organised listing of the performance reporting, matching indicators to outcomes and outputs as afar as possible.

factories that could not afford the financial contribution or were otherwise not able to put in place the improvements expected by the programme.

The factory enrolment target was raised to 150 when the no-cost extension was requested at the end of 2024. However, the BWP team was unable to register an additional 45 factories, beyond the 100 or so registered at the close of 2024. The new target was considered too ambitious by some BWP team members. Over the period, 10 factories have dropped their enrolment, leaving 119 factories currently active. The reasons factories dropped out could not be determined by the evaluation team, but some factories' membership may have been discontinued by BWP if they did not allow access to EAs, or otherwise did not meet the requirements, while others may have found the costs prohibitive. **Exhibit 5** provides some key indicators of the programme coverage progressively since the programme started.

Exhibit 5. Factory Engagement Coverage

Factory engagement coverage	Dec 2022	Dec 2023	Dec 2024	November 2025
Number of factories enrolled	33	77	106	129
Number of workers reached	113,700	189,139	236,298	286,167[38]
Percent women workers	13%	13%	12%	13%
Number of buyers affiliated with the programme[39]	11	17	19	19
Number of brands sourcing from Pakistan and subscribing to BW reports	36	36	37	NA

Source: *Better Work Annual Global reports, BWP data provided to the evaluation team.*

The factory programme has become well established in terms of size and stability of enrolment and has a balance of factories participating in Punjab (67) and Sindh (62). Thirty-three factories have begun their third annual advisory and assessment cycle, 45 are in the second cycle, and 48 are in the first cycle, based on the programme database.

Selection criteria and industry coverage. As explained by BWP officers, initially, all factories registered were nominated by buyers. Over time, BWP extended participation to include any factories willing to pay the programme's registration fee. Consequently, the current portfolio includes factories with buyer affiliations and a small number of non-brand nominated factories (Eight in total). Among the registered factories the workforce size ranges from 50 to 20,000 workers, however, most remain large Tier One export factories.

In 2023, a group of smaller factories was included in cooperation with the ILO ILES project, to which the BWP programme provided services free of charge for one year. However, these factories have since paid the registration fee from the following cycle onwards. Thus, all factories are required to pay an annual registration to participate in BWP. The financial contribution system (based on factory size) is aligned with other Better Work country programmes but in Pakistan has not been raised since 2022, unlike other programmes.

BWP employs the full core engagement package – advisory, assessments and training. Due to the demand and Better Work's own strategy to expand its influence beyond tier one factories, the programme is in the process of introducing a lighter model which will be more suited to SME

[38] Number of workers reported in July 2025 report to EDF.
[39] This indicator refers to brand/buyer Better Work partners.

capacity and can be provided at a lower cost for participants. Senior BWP management pointed out that BWP has started offering free of charge online learning modules, but take-up has been slow so far. This may be because these sessions do not offer factories' recognition from their buyers or potential buyers regarding their good standing in compliance with labour standards.

External challenges. The programme encountered numerous external challenges in its factory engagement activities. The programme began operating in the aftermath of the Covid-19 pandemic when many factories faced loss of orders, and Pakistan faced an economic downturn. Political instability has continued to affect smooth operations, while floods affected all provinces in 2024. The programme introduced virtual advisory sessions to address some of the challenges of reaching sites in difficult circumstances and has maintained up to 20% of advisory sessions virtually.

Internal challenges in delivering the factory package are discussed below as part of the assessment of performance for Outcome 1, and also in the discussion of operational efficiency.

Factory responses to advisory services. The advisory services, supplemented by training options, are designed to build factories' capacity to develop self-improvement plans, working primarily through worker-management and OSH committees, with a bottom-up approach to change that ensures worker participation.

Enterprise advisors note that in their first cycle, factories find it difficult to adapt to BWP's systems and processes. By contrast, factories in Cycle 3 tend to show strong progress and often go beyond minimum compliance requirements. On this note, EAs commented that an advanced advisory approach was needed to guide factories beyond Cycle 3, rather than repeat the same guidance.

Interviewed factory respondents, managers and workers alike are satisfied with the advisory services, which they note are more interactive and developmental than traditional audits. Alongside advisory visits, elective training sessions have been provided by the EAs and Training Officers on Facilitation Skills for Managers (Including HR, Industrial Relations, and compliance), Supervisory Skills Training, and Root Cause Analysis. Targeted sponsored training was also provided to some factories through a Levis programme on gender-based violence and harassment.

Results improving working conditions, labour standards and business performance. Key areas of working conditions and international labour standards addressed by BWP are discussed in turn below:

1. **Factory bipartite dialogue (Output 1.1)**

Supporting the functioning of bipartite committees is a foundational step of BWP. Most worker-management committees among the factories were inactive prior to BWP engagement. By July 2025, BWP's reporting system reports that **43 percent of active factories have active bipartite committees**, based on reports from 93 factories, against a target of 100%. This modest result of success is amplified when we consider the qualitative reports from individual factories in the evaluation sample.

Evaluation factory interviews, as well as project reporting point to positive results regarding improved social dialogue in the factories. BWP supports the functioning of Worker-Management Committees and OSH committees, both of which are required by province labour laws. The testimonies of workers and managers in the six factories visited demonstrate the active functioning of the committees as a key achievement.

Representatives of factories visited highlighted the value of BWP in helping the existing WMC committees to function well. For example, the election processes are transparent; members rotate after two years. Examples in Box 1. illustrate the testimony of WMC members in visited factories.

Box 1. Worker-Management Committees and their Role in Worker Empowerment

In *Factory L1*, a textiles factory, workers reported that before BW, raising issues was uncertain, but since joining Better Work issued are raised and taken seriously and meetings provide a recognized platform. Follow-up visits by BW staff ensure accountability, previous meeting notes are reviewed to confirm which issues have been resolved.

In *Factory L2*, similarly workers reported that the committees have created stronger trust and open dialogue between workers and management staff.

In *Factory L1*, Improvements were highlighted in cleanliness and maintenance; requests for flooring repairs and ventilation were fulfilled, canteen timings adjusted to fit workflow; fans and cooling systems installed in heat affected areas, "once an issue is raised, actions are visibly taken".

Apart from improvements in working conditions and OSH following more effective dialogue, workers reported a stronger sense of leadership and responsibility through their roles. Workers described feeling more active, confident and respected. In a factory in Karachi, one worker said: "Earlier we only looked after our own work. Now we look around to see what's happening and we fix small problems ourselves."

Pilot training using the ILO **Factory Improvement Toolset** which addresses social dialogue at the enterprise level, was introduced in 2023, for 46 factories. It was reported as a successful approach in 2023 Annual reporting, but the evaluation did not learn whether there are plans to expand the approach.

2. **OSH improvements**

Factory FGDs and staff interviews pointed to significant improvements in OSH conditions in the factories based on advisory work with workers and managers. Tangible improvements were backrests and anti-fatigue mats for workers spending 8 hours standing. Chemical management safety and PPE provision were also improved, especially in the nine factories included in the ILO ESCM project.

Nevertheless, progress reporting in 2025 observes that non-compliance is common on OSH issues, which is one of the "Publicly reported issues" on the BW transparency portal. The report to EDF highlights a pressing need to implement emergency preparedness protocols, including proper installation of fire detection and alarm systems, maintaining clear and accessible emergency exits and conducting regular emergency drills.

3. **Grievance mechanisms**

Key performance Indicator	2024 Annual report	Actual – July 2025 EDF report
Number of factories with an effective grievance handling mechanism	25 factories compared with a target of 110.	42% from start of the programme

Although the performance indicator reported in 2025 reflects modest improvement in grievance handling systems across all BWP factories, anecdotal responses of WMC members highlighted the improvements made to the systems for anonymously submitting complaints or grievances in the factories visited by the evaluation team.

4. **Contracts, payroll and working time reforms**

Enterprise advisors and factory informants alike highlighted improvements to payment systems. Factories with BWP guidance have been **digitalizing payroll systems**, which improved transparency of wage deductions and allowances, worker awareness of pay structure, and record-keeping accuracy. Workers interviewed by the evaluation team highlighted this positive change.

However, compliance with national laws on contracts and working time remain challenging to address. In particular, enterprise advisors have learned that factories continue to avoid providing the same entitlements to piece-workers and contract workers, which is compounded by the fact that workers themselves prefer the higher rates they can gain by moving from one factory to another on piece-rates (paid by the piece). While the EAs continue to address the issue at the factory level, there is a wider legislative gap whereby the law only prescribes minimum wages for unskilled full-time workers, with no clear framework for piece-rate work. This issue was addressed by an industry seminar convened by BWP in 2024 but remains unresolved.

5. **Business performance and commercial benefits**

As far as the evaluation team could determine, limited efforts in a direct sense have been directed toward improving factory productivity and competitiveness, apart from Supervisor Skills Training. To some extent productivity gains are expected to flow from more harmonious workplaces, as managers in one factory pointed out. In collaboration with the ILES project, some BWP factories participated in SCORE (Sustaining Competitive and Responsible Enterprise) productivity training.

Theoretically, the business case for BWP is intended to be demonstrated in the reduction of buyer audits and stability of buyer audits. The extent of audit reduction is time and cost saving to factories and was experienced in some factories. For example, one of the major US based brands does not conduct its own audits where BW is present. Sector-wide, the fact that Disney resumed its sourcing from Pakistan is a key commercial benefit to the industry.

Gender and inclusion improvements (Output 1.4) are discussed in the subsequent sub-section.

Compliance assessments – process, benefits and challenges (Output 1.2). The Better Work compliance assessment approach, unlike traditional auditors' reports, is based on EAs' triangulation of information from interviews and observations in the factories. Factory manager representatives interviewed highlighted that these reports are key to their commercial reputation and competitiveness in gaining brands' confidence in their compliance with labour laws and standards.

The factory managers are generally satisfied with the BWP compliance assessment process based on the eight-cluster Compliance Assessment Tool. The application of the Social and Labour Convergence Programme (SLCP) tool as an option towards potential harmonisation of audits was appreciated by factory managers. Nonetheless, enterprise managers interviewed via FGD expressed various concerns:

- Some would like to have an onsite "Corrective Action Plan", issued at the time of the assessment visit in the way of traditional audits. This suggested that the factory does not understand the difference between the BW approach and traditional auditing approach.
- managers question some of the compliance assessment judgements, especially on issues where legal anomalies make compliance impossible.
- Some factories believe the EAs do not have enough industry experience.
- multiple audits continue despite BWP membership.
- cost of BWP membership is considered high.

Senior BW/BWP staff advise that all non-compliances with national laws should be recorded even when the laws make it impossible to comply, so that these issues can feed into policy change.

For their part, brands value the attention to international labour standards and see the Better Work as their eyes and ears on the ground, as noted in the earlier discussion of "Relevance". Their main concern is that BWP may not identify all areas of non-compliance because of factories' tendency toward non-transparency in the compliance assessment process. Brands' perceptions of the programme are discussed in detail in a subsequent sub-section.

EAs' comments and factory manager interviews show that there are often disagreements over legal interpretation, and grey areas in the provincial laws. Factories complained that they are marked non-compliant by BWP on some questions for which it is impossible to comply, giving several examples related to overtime registration, and others. This highlights the need for consistency among the EAs' compliance assessments and reporting of the grey areas for consultation and resolution with the DOL, which may eventually lead to policy adjustment.

Audit reduction. In terms of expected audit reduction due to BWP membership, some brands including one of those interviewed do not require other third-party audits if Better Work is in place. However, factory managers interviewed were of the view that multiple audits covering social and labour compliance are still common.

Transparency of factories. Some BW staff and buyer representatives likened the issue of poor transparency to a "chicken and egg" situation. Brands shared a concern that factories are still not fully transparent in their responses to the assessment process and find ways of deliberately hiding certain non-compliance issues, because they are worried about a bad report card. Therefore, they bring in their own teams to check the findings, contributing to factories feeling targeted. Thus, there is a need to bring about a shift in attitude of factory managers, including a readiness to share problematic issues so that they can be fed to the government.

Building buyer partnerships and support (Output 1.5)

Better Work Pakistan like other BW country programmes depends on its support from brands to engage supplier factories and streamline their compliance auditing. The brands can potentially play a role in building labour standards compliance in suppliers beyond the enrolled factories.

The programme has progressively engaged international buyers, reaching 19 buyers that source from Pakistan. This has been managed by the EA buyer focal point and Country Manager in Pakistan with support from the BW Global buyer relations lead.

Brand compliance officers interviewed by the evaluation team valued the expertise on international labour standards provided by ILO in Pakistan and the advisory approach taken by the programme. Many of them have worked with Better Work in other countries such as Bangladesh, Indonesia and Cambodia and understand the time that the programme takes to become well established. However, the resounding concern expressed by buyers is that the compliance reports are not detecting the critical legal compliance issues in the factories such as contract worker payments and entitlements and required overtime payments. They cite evidence from other research reports and their own investigations that these areas of non-compliance exist in BW factories but are not being captured in BW reports -partly due to a lack of transparency among the supplier, which is reportedly not uncommon, and possibly due to insufficient investigation and competence by the enterprise assessor.

If the compliance reporting is not up to standard on these critical issues, then it is difficult for brands to ask more of their supplier units to join the programme and also to satisfy the expectation of reduced audits. Buyers interviewed recommend more capacity building for the EA assessors to identify the legal issues.

As noted above, the programme needs to gain the trust of the factories to help address a lack of transparency in compliance reporting, which is not uncommon according to brand representatives. Representatives of one of the brands interviewed observed that they constantly stress with their suppliers the need for transparency in cooperating with auditing, including with Better Work. Without the necessary trust by factories in the process compliance monitoring is at risk of missing some areas of non-compliance. For this reason, some brands send their teams to follow-up BWP compliance reports to check the findings.

Some observers within ILO/BW contended that BWP's efforts to build brand relationships could have been stronger in the first three years when buyer forums were only conducted via webinar. October 2025 saw the first in-person Buyers Forum conducted over two days from October 20-21, 2025. Based on buyer and BW staff accounts, the Forum was highly successful in providing opportunities for networking, sharing progress and discussing ways forward for the programme in Pakistan. Key buyers sourcing from Pakistan are supportive of the programme and observed that in 2025 it is in good shape to "take off", especially with the new leadership in place.

Brand representatives consider that BWP is still in its infancy and would like to see the basic compliance reporting quality improved before they can engage in special projects such as gender focused projects, or High Performing Factory service model differentiation of the type that has been introduced after many years in Better Work Bangladesh and Vietnam.

Progress and Achievements toward Policy and Constituent Capacity (Outcome 2)

Under Outcome 2, Better Work Pakistan set out to build the enabling environment for labour standards compliance and competitiveness across the textile and garment sector. Recalling the project design, Outcome 2 proposes five results areas: 1) BWP data and results are made available and used to inform policy and practices; 2) enhanced capacity of GOP at federal and provincial levels to uphold compliance with ILS and set enabling laws and policies; 3) capacity building for employers' organisations; 4) capacity building of the trade unions to represent workers' rights in the sector; and 5) improved social dialogue the sectoral/national level. The MOU with the government through the MOPHRD and the provincial Departments of Labour also set out a comprehensive implementation plan for government capacity building set out in the BWP MOU, including support to the labour inspectorate, aligning particularly with Output 2.2.

Contribution to legal reform. Among the different dimensions of Outcome 2, the evaluation found that progress and achievements have been most visible in legal reform at the provincial level. BWP and ILO specialist staff highlighted the significant efforts of the Pakistan country office during the past four years that have come to fruition in revised labour codes for Punjab and Sindh provinces. Previously there was a host of labour laws in each province, many of which were conflicting and outdated. Punjab's cabinet has now approved its code, while Sindh's inter-ministerial committee is reviewing its new code. Neither code has been promulgated in operational rules and procedures. Senior CO staff noted that ILO's role is to provide inputs and guidance, while timely promulgation remains the government's responsibility.

The extent of the BWP contribution to this achievement is not entirely clear to the evaluation team. The process of technical support had already commenced under the ILES project prior to Better Work, and while BWP staff reportedly provided inputs to the consultation and drafting process, most of the work was done by the ILES team.

ILO's legal specialist on the regional DWT advised the evaluation team that once the laws are passed, there is much work to be done to establish standard operating procedures, with potentially a supporting role for BWP.

Contribution to evidence-driven policy. The programme shares its accumulated compliance data and insights from experience working with factories on the ground bi-annually to the Project Steering Committee. The accumulation of compliance data is still in the early stages, with most factories only completing 2 cycles of assessments, therefore this aspect of policy influence is also at an early stage. The evaluation did not find substantive evidence that data has so far influenced national or sectoral policy or practices.

BWP also shares its understanding of the sector through the Programme's wider communications efforts. The evaluation noted several social media posts highlighting the role of the programme in recent months. In previous years the programme has participated in events to raise its profile and contribute to the discourse on compliance and sustainability in the textile and apparel industry. This included participating in the 5th International Textile and Leather Exhibition in 2024, and in a panel discussion "Green Threads", which emphasized compliance, eco-friendly practices and sustainability in global supply chains. Nevertheless, senior BWP staff observed that the level of communication of Better Work's results and approaches can be expanded.

Additionally, a research project is underway by the Texas A&M University and the Lahore School of Economics to study the impact of BWP on gender awareness and other issues, using a comparison design to enable impacts of BWP to be attributed.

Contribution to capacity building of the constituents. Compared with the comprehensive implementation plan for government capacity building set out in the BWP MOU, including support to the labour inspectorate, very little tangible progress has been made. The evaluation team notes that the responsibility for initiating activities in the MOU between the government signatories to the Better Work Pakistan MOU, lies with both the government parties and the ILO/BWP, and as some informants suggested, slow progress is partly attributable to a lack of readiness from the government side. On the other hand, most KIIs expressed that BWP leadership on this component has been lacking until recently with the incoming Programme Manager.

Evaluation interviews with constituent representatives - from provincial DOLs, Pakistan United Workers Federation (PUWF), and employers' organisations did not identify any significant capacity building efforts contributed by BWP. BWP progress reporting and staff interviews revealed some contributions, however. BWP progress reporting for July 2025, notes that BWP supported the Workers and Employers Bilateral Council of Pakistan (WEBCOP) to engage in dialogue on “evolving world of work transitions”, with a focus on manufacturing sectors, to improve competitiveness, productivity and social safeguards. Also noted in the 2023 Annual report, BWP jointly supported ILES and the ILO CO in building capacity of constituents to report to the EU on GSP+ measures.

Improved Social Dialogue at the sectoral and national level. Together with the ILO country office BWP supported workers and employers' organizations' capacity to understand reporting on international labour standards (2024 report). In addition, the programme joined ILO Country Office in strengthening the Provincial Tripartite Consultative Committees. An initial orientation about BWP was provided to the PTCCs in 2024, and in recent months in 2025, BWP has begun engaging with the Councils on labour issues, but the planned meetings of the PTCCs have not come to fruition due to practical impediments. This effort aligns with recommendations made to the evaluation team by the DOL representative in Punjab that the Programme work through the PTCCs in addition to the PSC. As discussed later in this section regarding strategies for engaging the constituents, the Workers and Employers' Bilateral Council of Pakistan offers a positive model of a mechanism for bipartite social dialogue that could be further supported and promoted as a model for brand endorsement.

Challenges and limiting factors. Regarding the limited progress on this outcome, one of the BWP staff explained that the programme needed to prioritize establishing the factory level foundation to accumulate the evidence to support policy advocacy and technical support. Secondly, staff observed that government needs to request technical support before ILO or any project can offer support, and the pace of law revision is outside the control of the ILO, which has reasonably contributed to the slow progress on the policy dimension of this outcome. Moreover, political instability during 2024 has made progress challenging on the institutional as well as the factory-level fronts. Nevertheless, factors internal to the Programme and its management also significantly hindered the programme's achievements, according to most ILO/BWP observers. Some observers opined that BWP could have been more proactive toward constituent capacity building from the outset, but progress in this dimension slowed significantly during the break in senior programme management from early 2024 to mid-2025 (following the departure of the original Programme Manager until the Programme Manager came on board in July 2025).

Effectiveness of engagement with constituents

The Project Steering Committee is the central avenue for BWP's communications with the constituents, including the federal government, provincial DOLs in Punjab and Karachi and the social partners. The PSC has been convened regularly on a bi-annual basis since the programme began. Stakeholders found that it is useful and interactive. On the other hand, they find it has limitations as a means of engagement, primarily because they find the PSC meetings are too big and unwieldy.

Engagement with the DOLs in Punjab and Sindh has occurred mainly through the PSC where updates and progress are shared. DOL's role in Lahore has been limited to participation in the PSC with no involvement in day-to-day operations or the design. One of the DOL representatives expressed that provincial participation is critical. They would like to see more structured engagement between the BWP and the department to identify policy or implementation areas for collaboration.

As observed in the earlier discussion of BWP's relevance to the constituents, the EPF was an early champion of Better Work, playing an instrumental role in bringing Better Work to Pakistan. They continue to believe in the programme while expecting more from it; as one leader expressed: *"Do not underestimate the importance of BWP and its untapped potential"*.

The sectoral associations, such as the Towel Manufacturers Association and the Pakistan Textile Exporters Association continue to be highly interested in the potential benefits of Better Work and are ready to be more actively engaged. The EFP, for its part, would like to receive more frequent (monthly) updates to constituents, including regular communication on the number of factories enrolled and activities undertaken. Both employers' and workers' organizations advocate for BWP engagement with the WEBCOP platform for mediation of government-employer-worker issues, which has commenced already through capacity building for WEBCOP, as reported in the BWP July 2025 report to EDF.

Workers' organization representatives, represented on the PSC by the PUWF, opined that their involvement with BWP has been very limited. They have participated in several steering committee meetings but have not been involved in capacity building or at the enterprise level.

In sum, there was great potential to engage the employers and the workers' organisations, but constituent representatives believe that Better Work Pakistan could have been much more active in maintaining the partnership with employers and workers together. By most stakeholder accounts, BW staff and constituents alike, there was a loss of momentum in tripartite coordination following the departure of the first Programme Manager. With the arrival of the current Programme Manager, bilateral meetings with the DOLs have resumed, signaling efforts to restore tripartite coordination.

Promoting gender equality, disability inclusion and environmental sustainability[40]

BWP gender strategy implementation. As noted earlier, Better Work Pakistan follows the Better Work Global gender strategy, aiming to improve women's representation in the industry, their reproductive health rights, voice in workplace social dialogue, opportunities for promotion, as well as to ensure a workplace free of sexual harassment and GBV. [41]

As BWP staff interviews elaborated, gender issues are treated as a cross-cutting theme across BWP core services, including advisory, assessments, training, and industrial seminars. The gender strategy is led by an Enterprise Advisor/Gender Focal point. However, time constraints posed by the Enterprise Advisor role have not permitted full attention to the strategy, according to one staff member. As described by a gender focal point, BWP took a context-based approach of identifying the gaps and challenges to women's full participation in the factories together with worker-management committees and gradually introduce awareness of potential interventions. The importance of capturing gendered results is well-reflected in the performance indicators, which include seven gender-related indicators.

Better Work Pakistan has placed a strong focus on addressing gender-based violence and harassment in factories. This has been achieved through the capacity building of factory management and worker representatives. Notably, BWP carried out training sessions titled

[40] Aligns with Output 1.5 of the BWP results framework
[41] Five pillars of the Better Work global Gender Strategy: Discrimination, Health and Safety, Voice & Representation, Care and family, and Leadership and growth. 2018-2022 strategy
https://betterwork.org/wp-content/uploads/BW-GenderStrategy-Highlights-v4-Web.pdf

"Prevention of Gender-Based Violence and Harassment: Creating a Safe and Respectful Workplace" for nearly all partner factories in Punjab and Sindh. This was part of a pilot of the new BW global training package. These training sessions aimed to raise awareness about gender-based violence and harassment and also to support factory management in mainstreaming its prevention within Occupational Safety and Health (OSH) management systems. A particular focus has been placed on incorporating psychosocial hazards into risk assessments to better protect workers' health and safety.

Emerging Results. Gender indicator reporting in 2024 annual report (the latest available) suggests moderate progress on women's participation of bipartite workplace committees, and increase in gender-sensitive workplace polices, among other dimensions.

Exhibit 7. Performance Indicator Results on Gender Equality 2024

Key Performance Indicator	Target 2024	Actual 2024
No. factories with adequate workplace policies to promote gender equality	110	78
No. factories adopting family-friendly protection provisions	110	31
No. line supervisory positions in BW factories occupied by women	1,000	920
No. training sessions that change beliefs and practices about women's progress in the workplace	10	22
Percentage training participants that are women	20%	26%
Percentage of female worker representatives in workplace bipartite committees	10%	24%
Percentage of female management representatives in workplace bipartite committees are women	10%	9%

Our interviews with EAs conveyed that the enterprise engagement (both advisory and assessment processes) are helping to identify key areas for improvement from a gender perspective, such as maternity leave, and related compensation, and childcare facilities. These issues have been addressed through on-site coaching sessions provided to factory management and bipartite committees, with increasing engagement from female representatives. Through advisory services, EAs have reportedly supported factories to increase female participation in monthly bipartite committee meetings and root cause analysis sessions aimed at identifying areas for improvement. This finding is supported by the programme-wide indicator results for 2024 cited above.

Evidence from factory visits suggested both positive changes and areas where attitudes are slow to change regarding suitable jobs for women. In terms of employment in the sector, managers in one factory reported an increase in women's employment to 25% of the workforce. However, managers in another textiles factory in Lahore held the view that many aspects of the work in their textiles factory were too heavy for women given the size and weight of materials involved, and also that certain textiles processing machines could not be managed by women. Instead, women were employed in the finishing stages.

Across the site visits, worker and managers described multiple improvements introduced for women workers:

- Female engagement in bipartite committees is steady, and women workers' voice is heard
- Harassment claims are addressed quickly and confidentially

- OSH features improved, including rest rooms for women
- Childcare and breastfeeding spaces created
- Women workers reported feeling safer and more supported than before the programme.

Despite the progress made in raising awareness of gender issues, EAs conveyed that some forms of gender discrimination are particularly difficult to capture in the compliance assessment process – these include maternity leave provisions and payments.

As BWP still in its infancy, the management has not yet worked with external partners to introduce programmes such as GEAR (Gender Equality and Returns), an initiative developed by IFC, introduced in BW Bangladesh and replicated in Vietnam and Cambodia programmes.

Women home-based workers. Beyond efforts in member factories, in 2022 with support from Global Affairs Canada, Better Work Pakistan collaborated with the **Home-Based Women Workers' Federation** to train 20 master trainers on topics related to gender and financial literacy. Although limited in scale, the collaboration reached a hard-to-reach group of women workers with reported positive results.[42]

BWP recently initiated contact with the national **Home-Based Workers Federation** in October 2025,[43] during the evaluation team site visit in Karachi, with a view to making initial site visits to understand the situation and subsequently exploring the potential for collaboration.

Supporting inclusion of persons with disabilities. Disability inclusion is also part of the BW Phase V global strategy (2023-2027). While not as extensive as its gender advocacy, making the industry more accessible for employment of persons with disabilities has been integrated within BWP's advisory sessions addressing non-discrimination. In terms of legal requirements, Sindh's law mandates 5% of an enterprise workforce for persons with disabilities, while Punjab's law sets it at 3%. The evaluation team learned of varying responses to BWP's advocacy from its factory visits. Management representatives of one of the factories visited in Punjab informed us that they had tried to recruit persons with disabilities, but it was very hard to find them via the labour department. In contrast, another factory in Karachi has a well-rounded inclusion programme for persons with disabilities (see Box 2.)

Box 2. Disability Inclusion

A BWP factory in Karachi has a well-rounded inclusion programme for persons with disabilities, although this programme began prior to BWP, it has been further supported under BWP. The factory works with NOWPDP, an association that trains workers with disabilities and facilitates factory placements to recruit workers with disabilities. The factory concerned trained deaf workers who were placed in high-noise areas where their disability posed no barrier. They have put in place accessibility measures, colour coded lights for break timings, and sign-language training for staff. This factory's experience could serve as a demonstration model to other BWP factories.

Environmental Sustainability

To some extent environmental sustainability concerns are incorporated through BWP capacity building advisory and training on OSH. As noted earlier in this report, BWP benefitted from the collaboration with the EU-funded ESCM project that introduced training on safe chemical

[42] Helping Women Workers Manage Cultural and Professional Barriers in Pakistan

[43] This is a different federation from the one the Programme supported in 2022.

handling in 9 of its 10 textiles factories in Sindh province. One of the factories the evaluation team visited participated in the ESCM pilot where practices on chemical handling significantly improved according to the discussion participants. The evaluation team could not ascertain the outcomes of the collaboration in any detail, but the approach seems worth documenting and potentially replicating more widely by BWP if proved successful.

While BW programmes do not intend to conduct full environmental standards assessments, there is scope for BWP to expand collaboration with initiatives focused on environmental concerns in the industry. For example, an EFP representative noted that they are collaborating with GIZ on initiatives related to sustainability, Green Skills, just transition, and climate change. EFP views BWP as a complementary initiative that can reinforce EFP's ongoing sustainability agenda.

Key Findings – Effectiveness

- BWP has established a solid footprint of core engagement at the factory level, demonstrating early signs of improvements in a variety of working conditions and international labour standards.
- Progress on Outcome 1 was limited by political instability and geographical challenges reaching factories; internal challenges include team initial inexperience, factory initial lack of trust in the process, and legal ambiguities posing challenges for compliance assessment.
- BWP made limited progress toward Outcome 2 - improved labour governance through legislative reform support and constituent capacity building - while most of its contribution has been made jointly in support of the Country Office and the ILES project. This was due to a combination of factors, including lack of resources and time gaps in leadership in the team and the need to focus efforts on establishing the factory engagement, as well as insufficient readiness of the part of constituent partners.
- BWP has not fully capitalized on the interest of the constituent partners to engage with and support the programme, due in part to the gap in strategic project management prior to the arrival of the new programme Manager.
- Gender and disability inclusion are well integrated in BWP, with good potential for more focused advocacy and training initiatives.

3.4 Efficiency

In this section we examine the efficiency of Better Work Pakistan's financial and human resource allocations, its management effectiveness including monitoring and evaluation, and support from BW Global, the Pakistan Country Office and other parts of the ILO.

Financial Resources

BWP benefitted from diverse funding streams comprising donor funding and revenue from factory registrations and buyer subscriptions. The total programme budget is approximately USD 5.8 million, composed of:

- USD 3 million from the EDF
- EUR 1 million/USD1.2 million from the European Commission
- USD 600,000 from Australian DFAT and
- USD 1 million from programme-generated revenue.

It is significant that the national EDF funding, which is a development fund from the export manufacturers, represents approximately 50% of the programme's budget, demonstrating the national ownership of BWP and also the amount of funds that are drawn from the textiles/garment sector itself.

Funding was sufficient for the programme costs, but Pakistan's currency depreciation left the programme underspent towards the end of 2024, hence the possibility to seek a no-cost extension and expand the programme achievements.

An amount of USD 300,000 of EDF funds remains unspent as of writing.

Better Work uses a cost-recovery metric to monitor the level of its financial sustainability as a programme, based on private sector revenue generated from factory and brand partner/participant contributions as a percentage of the expenditure running the factory services.[44] Better Work Pakistan's current cost-recovery rate (October 2025) is relatively high at 65%, though it varies year by year. The high rate of cost-recovery reflects a lower dependence on donor funds to maintain the factory engagement services.

Human Resource Efficiency

The Programme Manager oversees of all aspects of the programme and reports to the ILO Pakistan Country Director as well as to the BW Branch chief. Operations oversight of factory engagement is provided by the Technical Officer based in Karachi, who also manages the Karachi EAs, while the Team Leader for Punjab sits in the Lahore office and it is also focal point for buyer relations. This structure appears effective; however, there is no full-time position supporting the country Programme Manager on the areas of partnerships and tripartite engagement, constituent capacity building activities, buyer relations, and communications, placing a large burden on the Programme Manager.

Around half of the staff team (9/18 staff) are enterprise advisors, including a Team Leader and buyer focal point in Lahore, and there are two additional training officers. The distribution of staff across the two focal locations appears to be functioning well. The core engagement activities are

[44] The denominator of the calculation is the total of expenses of running the factory services, based on allocations from different sources. The rate varies year by year depending on the amount of expenses allocated as well as the revenue.

labour intensive, with 8 staff currently covering over 100 active factories, representing an average of 12-13 factories per EA.[45] This is an average rate compared with other BW countries where EAs manage up to 15 factories, but the team has been on a learning curve to build familiarity with Better Work systems and processes. While the EAs bring a variety of backgrounds and skills, and several have compliance experience in the industry. In addition to advisory and assessment tasks, EAs have training responsibilities, and several have an additional focal point responsibility – industrial relations, gender, OSH, M&E, buyer relations. M&E and research responsibilities in particular appear to require more than a focal point allocation, especially given the compliance data analysis and research project liaison that may be expected going forward. EAs find the staff workload high, especially given travel times for the Punjab office team where factories are spread across a wide area beyond the city of Lahore, and include Faisalabad. As an improvement, factory and industry training could be removed from the EA role, as some staff suggested.

Management Effectiveness

As noted earlier in the report, there was an extended period when the programme did not have a substantive Programme Manager in place. When the original incumbent took extended sick leave, Better Work and the Country Office faced significant difficulty onboarding another Programme Manager, given ILO sick leave entitlements as well as the need to find the budget to fund an additional position, which was eventually provided by ILO central budget. This process left the position unfilled operationally for more than one year, while Better Work Global provided technical support on an intermittent basis, and appointed an Officer-in-Charge from within the existing team.

The programme continued to run well at the factory level and expanded its operations during this time thanks to the capacity of the Officer-in-Charge. However, the gap in senior direction had a detrimental effect on progress more broadly and at the institutional level.

It needs to be observed that relationships within the staff team have not been altogether harmonious throughout the programme duration, but the Country Director and the Programme Manager are addressing internal management issues.

Operations and Delivery Efficiency

Factory managers interviewed were generally satisfied with the timeliness of the factory advisory schedule and the delivery of compliance assessment reports. However, EAs express that the quality review process for completing assessments is time consuming, involving several rounds of review by at least two reviewers who often make different judgements that need to be reconciled. Staff suggested that the quality assurance reviews be limited to two reviewers and the number of rounds should also be limited.

Support from BW globally, the country office, and engagement of specialists

The BWP team has received extensive support from the BWG team, both Geneva and Bangkok based. During the hiatus in filling the programme manager position, BWG assigned senior technical staff to support the BWP technically, albeit progress was still affected in terms of constituent engagement and systemic progress.

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[45] They provide factories with 8 advisory visits in the first annual cycle and 6 in the subsequent cycles and also conduct annual assessments on a rolling basis.

In the first year BW staff from more experienced country programmes (including Cambodia and Vietnam) came to support the setting up phase. Staff observed that this was both a help and a disadvantage as the experience from other countries was not always applicable.

In terms of support and engagement of ILO specialists, the Law and International Labour Standards Specialist from the DWT CO-New Delhi provided extensive support to the Country office, including BWP, in the process of assisting the provincial governments to draft the coherent labour codes, chiefly delivering support through the ILES project. Specific specialist backstopping for BWP was provided by the regional OSH specialist who supported training for factory managers in 2022, while the programme will be supported by a gender specialist from DWT Delhi in the coming months.

Monitoring and Evaluation

Oversight for monitoring and evaluation of the programme lie with the Programme Manager while a focal point Enterprise Advisor supports the M&E tasks. Operational activities monitoring is overseen by the Technical Officer. The evaluation found that activities data is well captured, but the programme does not have a coherent Performance Monitoring Plan to track progress at all levels. Progress reporting to the donor uses indicators which are not aligned with different levels of the results framework, have few targets, and tend towards activity monitoring rather than changes at outcome level. Reporting in the BWG Annual Donor Reports since 2023 uses a larger, though overlapping set of indicators. Thus, the system is uneven and does not meet ILO's Result-Based Management standards; nor does it appear very useful to the programme team for monitoring progress on either outcome area.

Key findings – Efficiency

- Financial efficiency was high, and the programme benefited from a high cost-recovery rate from private sector contributions (brand subscribers and factories), as well as currency depreciation, reducing the programme dependence on donor funding.
- The team structure and staff capacity are well suited to the implementation tasks but the governance outcomes, and the range of partner liaison and communication tasks were under resourced.
- The enterprise advisors' workload is high given their additional focal point and training responsibilities.
- The length of time taken to replace the original Programme Manager was detrimental to the programme's progress. The programme is gaining new momentum with the incoming programme manager.

3.5 Emerging Impact

This section examines the impacts emerging from the programme across the factory and institutional levels.

Factory Level Impacts

The section discussing the programme's *Effectiveness* highlighted areas where stakeholder testimony suggests emerging changes in factory in working conditions and core labour standards. As a further reflection on these findings, the evaluation reiterates signs of impact within some individual factories in the areas of worker-management dialogue and workers' empowerment to raise issues, as well as in improved factory level grievance mechanisms put in place following BWP's services. Factories have also made lasting improvements in occupational safety and OSH facilities, based on the evaluation's factory visits as well as enterprise advisor observations.

A full synthesis of assessment data has not yet been completed for BW Pakistan. However, to look at emerging aggregate trends in compliance across the portfolio, the BW Global data analytics officer based in Bangkok together with the BWP M&E focal point supported the evaluation with an analysis of assessment report data. The analysis explored emerging trends in issues where compliance is improving or decreasing based on non-compliance reporting based on cycle-by-cycle trend analysis for 59 factories that finalised at least two assessment reports in cycle 1 and 2 as of August 2025. [46] These factories account for at least 50% of the total 111 factories for which BW has received final assessment data.

Improvements. The analysis shows a reduction in non-compliance points between cycle 1 and 2, across the clusters of Occupational Safety and Health, Compensation, Contracts and Human Resources, Working Time, and Discrimination.

In OSH, improvement is mainly seen in the areas of Chemicals and Hazardous Substances and Worker Protection. A few significant changes are observed in other compliance points as well. For example, the non-compliance rate on the issue related to the employers complying with legal requirements regarding medical checks for workers reduced from 32% to 0%. The non-compliance rate on whether employers develop mechanisms to ensure cooperation between workers and management on OSH matters decreased from 39% to 17 % non-compliance. Another noticeable issue is whether employers comply with ergonomic requirements -- the non-compliance rate decreased by 10%, but it still stands at 77%.

The Compensation cluster showed improvement in 15 issues, which were mainly in the areas of paid leave and Overtime Wages. In the Contracts and Human Resources cluster, 11 of 18 issues show improvement, mainly made in the area of Termination.

Among the 14 compliance issues in the Working Time cluster, six have a reduced NC rate. A few significant changes are observed in the compliance point of Overtime as well. For example, the non-compliance rate on the issue of the employer obtaining the required exemptions for overtime reduced from 22% to 8%. Similarly, the non-compliance rate on whether the

[46] The assessment questions with zero non-compliance rates in both cycles are outside the scope of focus because there is no change in non-compliance.

employers complying with notice requirements regarding Sunday work reduced from 20% to 8%.

Persistent non-compliance areas. The analysis shows that some compliance issues have increased non-compliance between cycles 1 and 2. This could be due to increasing transparency on the part of factories but nevertheless highlights areas needing attention. Among them:

- Issues in the OSH cluster with increased NC rates related to Emergency Preparedness and Worker Accommodation have increased NC rates.
- In the Working Time cluster, issues related to Leave have increased NC rates.
- In the Compensation cluster, issues related to Social Security and Other Benefits have increased NC rates.

Overall, a considerable number of issues have been gradually improving. Some issues still have a non-compliance rate above 25%: predominantly in the OSH cluster. There are three persistent non-compliance issues with high non-compliance rates (on average, more than 70%). On the issue of whether workers understand the terms and conditions of employment the overall non-compliance rate remains as high as 70%. Similarly, the non-compliance rate on the issue related to whether employers comply with hiring requirements for persons with disabilities remained at 80% and remains a pressing challenge.

The research team staff note that some non-compliance issues appear as surface phenomena or symptoms, while their root causes may lie in the national system, social norms, and mentality. Given the complexity of these persistent non-compliance issues, improvements are expected to take more time and continuous effort to manifest. The staff observe that this requires concerted efforts using multiple levers of change from key actors across the ecosystem, including national constituents, brands and others, to address non-compliance and achieve significant improvements collectively. Identifying and understanding the persistent non-compliance issues helps the programme identify the strategic areas to focus on.

Regarding the question of 'spillover effects' from Better Work factories to other factories in the sector, the evaluation could not discern any effects to date. Moreover, the staff observed that take up of the online learning sessions that are offered free of charge has been low. It may be too soon to expect such a wider impact that might be expected to arise from compliance managers taking the approach to their suppliers, or non-subscribers in the same group. Factories in the same vicinity can also influence each other's standards as seen in other BW countries. [47]

Productivity and competitiveness. The most obvious impact of BWP is the return of Disney to source from Pakistan, as well as the continuity of other buyers sourcing from the country. 37 buyers/retailers are currently subscribed to Better Work reports. Also, the number of BW buyer partners associated with the programme in Pakistan has increased from 11 in 2022 to 19 in 2025. In the context of the recent US tariff regime, Pakistan is at a certain advantage with lower US tariffs on imports compared to some of its competitors.

[47] Unpublished Better Work High-Level Evaluation (2025) country case studies for Cambodia and Vietnam.

At a macro level, insufficient data are available to substantiate changes in productivity indicators such as export volumes from the participating factories, or the volume of buyer orders in quantitative terms.

Impacts on Policy and Constituent Capacity

The key tangible impacts achieved are on the provincial legislative frameworks which have been successfully revised and awaiting approval. Limited capacity building for DOL, employer associations or workers' organizations has occurred to be able to credit impact on their capacity to the programme.

Key Findings – Impact

- The programme's emerging impacts are mainly visible among the member factories where factory managers and workers and enterprise advisor accounts point to the changes occurring.
- Analysis of the initial compliance data indicates successive improvement on certain compliance points within the OSH relating to handling chemical substances and worker protection, and improvements in the areas of paid leave and overtime payments. Persistent areas of non-compliance remain after two cycles, for example emergency preparedness compliance has decreased, while hiring persons with disabilities remains a pressing challenge with most factories non-compliant.

3.6 Sustainability

In this section we respond to the evaluation questions regarding dimensions of sustainability; namely the quality of sustainability planning in the design and implementation, and the progress toward sustaining the results Better Work Pakistan has achieved to date. Further we consider whether the institutional, policy, and market conditions are conducive to maintaining these results beyond the programming period.

Sustainability Planning

The programme does not have a documented sustainability plan towards sustaining the results achieved. Considering the overarching theme of the global Better Work Phase V strategy for 2023-2027 is “Sustaining Impact”, this is something of an omission.

The BW Global approach to sustaining BW country outcomes is to develop a supportive “eco-system” for labour standards compliance in the industry, thus sustaining the gains made in Better Work participating factories and beyond these to the wider industry. This approach focuses on building the ownership and capacities of constituent partners and the buyer community to strengthen and support the capacity of factories to maintain their labour standards practices.

As in the global approach, Better Work Pakistan aims to maintain the ownership of its institutional partners through a range of engagement channels, beginning with the Programme Steering Committee as a foundational formal means. As we have seen in earlier discussions, this ownership among government ministries, and social partners remains, but there is substantial room to expand the engagement.

In the programme design, the capacities of the partner institutions and the strengthened legislative framework are proposed as the main pillar for maintaining enduring improvements in labour standards in the sector. As such the extent of progress in achieving Outcome 2 results is a measure of the degree of sustainability achieved. We reflect on this below.

Given the programme is completing its pilot phase, the BWP team has not formulated the concept or approach for the eventual transition of the Better Work model and engagement processes to other entities. In the next phase it would be beneficial to consider these longer-term directions.

Progress toward Sustainability

In this discussion we focus on the prospects that the results achieved by the programme will continue beyond intervention. Continuity of the programme itself is not a standard element of the sustainability criterion, but given Better Work Pakistan is in its pilot phase, this aspect is also included.

Factory level. Continued interest and engagement of textiles factories in joining BWP looks set on a firm course to continue and grow. While the programme staff could not advise the evaluation whether there is a waiting list of factories wanting to register, the interviews with industry associations such as the Pakistan Towel Exporters Association pointed to a continuing high level of demand. The brands continue to play a key role in ensuring suppliers’ interest in the programme, especially as companies such as Disney require that their licensees sourcing from Pakistan register their suppliers with Better Work. However, such mandates effectively guarantee the ongoing demand for the BW programme rather than sustainability through domestic ownership.

In terms of the sustainability of improvements made in social dialogue and labour standards, among the factories with longer engagement in Better Work signs of sustainable changes are in evidence. These include the systems established for social dialogue and factory improvement, including the active WMC and OSH committees. However, our factory sample was biased to the longer participating factories, and programme-wide reporting data suggests that active bi-partite committees are not well established across the BWP portfolio.

Tangible OSH and chemicals handling improvements made in the factories appear to be well established and to have good prospects of being sustained with reduced levels of EA guidance.

Along with BWP advisory services, the role of the brands/buyers continues to be an important element in building the capacity of their suppliers to maintain their adherence to the standards achieved. Some brands such as Levis have engaged in specific training programmes external to Better Work, while compliance department representatives of brands interviewed conveyed their efforts to support adherence to labour standards, though constrained by their lack of physical presence in Pakistan.

Institutional and policy level. The new provincial legislative frameworks in Punjab and Sindh to which BWP contributed its technical support as part of the unified ILO CO effort, will be a sustained result. Their effectiveness in supporting factory-level improvements depends in part on the capacity of the labour inspectorate to implement the regulations that are yet to be rolled out. Technical support from BWP has largely been confined to inputs into policy development and facilitating consultations, with minimal follow-up on implementation support, including inspectorate capacity-building, leaving the enabling environment underdeveloped for sustaining factory-level improvements once this phase concludes.

Given the minimal capacity development assistance provided by BWP to its constituent partners discussed earlier in this report, sustainable changes in the capacity of the provincial DOLs, the employers' organizations, trade unions, and the Provincial Tripartite Consultative Committees are yet to be substantially observed.

Continued Resource Availability for BWP

While the continuity of the programme is not a true element of sustainability, the programme results achieved so far are not very likely to be sustained without further efforts of the programme. Therefore, the ILO's efforts to mobilize funding for a new phase are well justified from the evaluation team perspective.

Key findings on Sustainability

- BWP has not developed a fully-fledged sustainability plan or long-term vision for the programme to eventually transition away from ILO services. Sustainability is envisaged through building the legal framework and the capacity of constituents to support industry labour standards, but these efforts are still at an early stage.

- There is insufficient evidence available to say which emerging improvements across participating factories are more robust; however, the progress on social dialogue mechanisms in the form of well-functioning bipartite committees and OSH committees appear likely to lead to a long-term culture of factory improvement.

- At the enabling environment level, provincial legal policy reforms are a sustainable outcome of BWP's contribution to ILO CO efforts, while the capacity of the constituents to sustain the factory level and industry improvements has not been advanced.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

Overall, the Better Work Pakistan pilot phase successfully established a model of support to improve labour standards compliance in a substantial number of textile and garment export factories, demonstrating the viability of the approach for continuation in Pakistan.

Relevance

The entry of the BW programme in Pakistan was based on government and industry requirement for support to build labour standards compliance in the textile and garment industry and secure export markets and was therefore highly relevant to national interests from the outset. Government commitment to the implementation of the programme was demonstrated in the significant funding contribution from the government's Export Development Fund and the signing of an MOU setting out the parties' obligations. Under implementation Better Work Pakistan remained relevant to most of its institutional stakeholders, including the Employers' Federation and the sectoral associations, but they were less satisfied with the minimal inclusion of SMEs in the direct factory engagement.

Trade union representatives support the programme in principle and affirm its potential to promote social dialogue at the factory and sectoral level through engagement with WEBCOP. However, they take a different stance on support to bipartite workplace committees which they fear may undermine the presence of independent trade unions.

Factory managers are generally satisfied with the advisory and training engagement of Better Work staff based on the available evidence, and workers find the programme beneficial to raise their voice regarding needed improvements and grievances and contribute to factory improvements.

Brand partners and subscribers value the role of BWP in being their "eyes and ears on the ground" and based on their longstanding experience, trust the Better Work advisory and assessment model, while they perceive that participating factory transparency and hence the reliability of the compliance reports needs to be strengthened.

Looking at the overall programme design validity, the evaluation found that the designed strategies were well founded and logical in theory, but the related planning documents could have been more coherent.

Coherence

In line with Better Work Global's growing emphasis on a ONE ILO approach, recognizing that the programme needs to work on governance issues together with the rest of the ILO, Better Work Pakistan achieved a good level of coherence and synergy with other related ILO projects in Pakistan under the Decent Work Country Programme. BWP aligned with several DWCP outcomes. It particularly contributes to Priority 3, Outcome 3.1 concerning creation by the Government of Pakistan and social partners an enhanced enabling environment to increase access to Fundamental Principles and Rights at Work and labour rights; and also to Outcome 4.1, promoting workplaces that are gender-responsive and free of violence and harassment. BWP's collaboration with the ILES project and other projects underway was anticipated in the Better Work Pakistan Country Strategy. However, the evaluation findings suggest that cooperation among ILO thematic projects and BWP's contribution to the Country Office effort could have been stronger.

Effectiveness

The evaluation found that BWP has established a solid footprint of engagement at the factory level, reaching 129 factories in total, and supported by 19 buyer partners and 37 brand subscribers. The programme has demonstrated early signs of improvements in a variety of working conditions and international labour standards. Among the key achievements at the factory level, social dialogue in the participating factories is improving through active and well-functioning bipartite committees, while the consistency of compliance assessments remains to be strengthened. There is some evidence of audit reduction by brands, which supports the business case for the programme, though some buyers continue to cross-check better Work assessment findings.

External factors presenting challenges to progress on Outcome 1 included political instability, floods, and geographical challenges reaching factories. Internally, challenges included team initial inexperience, gaps in factory trust in the compliance assessment process, and persisting legal grey areas for the compliance assessment, while the revised provincial laws have not come into effect.

Better Work Pakistan has contributed to progress towards improved labour governance through legislative reform support, but limited progress to constituent capacity building. Most of its contribution has been made jointly in support of the Country Office and the ILES project on provincial law reform. In this sense progress of the MOU implementation by its partners – BWP, ILO and the constituents did not match objectives and expectations laid out in the MOU. The evaluation did not identify any results achieved with the programme's support beyond the planned ones.

The internal factors constraining Outcome 2 achievements hinged on a lack of staff capacity to advance this work, especially in the prolonged period of absence of a Programme Manager, but overall, the expected results were not well defined and appear to have been ambitious given the need to focus on establishing the factory engagement. The programme and the country office also needed to follow the timing and readiness of the constituents to address the policy implementation.

Considering the strength of initial and continuing constituent interest in the programme, the evaluation team concludes that BWP has not fully capitalized on the interest of the partners in engaging in the programme. The evaluation findings suggest this is partly attributable to the gap in strategic project management, particularly during the time when the programme lacked a manager.

Regarding cross-cutting issues in design and implementation, gender and disability inclusion are well integrated in BWP, and the progress made offers strong potential for more focused advocacy and training initiatives addressing social inclusion issues.

Efficiency

BWP's financial efficiency benefitted from multiple funding streams, including significant funding of around 50% of the budget from the government's Export Development Fund. The programme has achieved a high cost-recovery rate from private sector contributions (brand subscribers and factories), reducing the programme dependence on donor funding.

The Programme's human resources were extensive, with capable staff and a well-structured division of labour overall. However, technical support for governance outcomes and the range of partner liaison and communication tasks mostly fall to the Programme Manager and could be enhanced by a dedicated officer supporting the manager. The enterprise advisors' workload tends to be unduly high given their additional focal point and training responsibilities, which could be adjusted in the future.

The evaluation concluded that administrative complexities meant that it took a long time to replace the original Programme Manager, which was detrimental to the programme's progress.

Impact

The programme's emerging impacts are mainly visible among the member factories where factory managers and workers and enterprise advisor accounts point to the changes occurring. However, given the programme has just completed the pilot stage and many factories have only completed one advisory and assessment cycle it is relatively early to expect to see high-level impacts on working conditions across the factories.

Analysis of the initial compliance data conducted by the data analytics officer indicates successive improvement after two assessment cycles on certain compliance points within the OSH relating to handling chemical substances and worker protection, and improvements in the areas of paid leave and overtime payments. Some persistent areas of non-compliance remain after two cycles, for example emergency preparedness compliance has decreased, while hiring persons with disabilities remains a pressing challenge with most factories non-compliant.

Sustainability

BWP has not developed a fully-fledged sustainability plan or long-term vision for the programme beyond ILO's role in direct factory engagement. These elements should be elaborated in the next phase. Its institutional sustainability efforts envisaged through support to labour market governance capacity are at an early stage.

There is insufficient evidence available to conclude which emerging improvements across participating factories are more robust; however, the progress on social dialogue mechanisms in the form of well-functioning bipartite committees and OSH committees appear likely to lead to a long-term culture of factory improvement. Continued buyer demand as an incentive for compliance is a factor likely to sustain the factory improvements achieved.

At the enabling environment level, provincial legal policy reforms are a sustainable outcome of BWP's contribution to ILO CO efforts, while the programme has not contributed substantially to advance the capacity of the constituents to sustain the factory level and industry improvements.

4.2 Recommendations

The following recommendations are directed to Better Work Pakistan, ILO Country Office in Pakistan, Better Work global, and Better Work Pakistan's stakeholders and are offered contingent on a new phase of BWP.

1. **Continue to expand the full factory engagement model in the next phase to a feasible extent and broaden BWP's supply chain reach in the textiles and garment sector by facilitating access to services for SMEs.**
    - Access for SMEs could take the form of an adjusted lighter model of advisory and assessment services with a modified financial contribution structure, as well as an emphasis on productivity capacity building.
    - At the same time, smaller enterprises should not be prohibited from joining the full engagement programme if they are willing to pay the relevant contribution.

Responsible Party	Priority	Timeframe	Resources
BWP, BWG, Project Steering Committee, sectoral associations	High	Immediate and continuing	Medium

2. **Accelerate BWP support to constituents in enhancing policy frameworks and constituent capacity in a second phase of Better Work Pakistan, in coordination with the Country Office and other relevant projects.**
    - Create a senior national officer position to support the Programme Manager in boosting work on the policy framework, constituent capacity building and industry linkages.
    - Together with tripartite partners, establish priorities and a workplan for capacity building contributions of BWP for the trade unions, employers' organizations and provincial governments, with assigned roles and responsibilities for tripartite constituents.
    - Identify opportunities for collaboration with ILO CO efforts, including joint resource mobilization as part of a strengthened ONE-ILO approach to supply chain interventions.
    - Ensure that feedback from BWP factory engagement is fed to policy makers to support industry capacity for compliance.
    - Extend engagement with national and provincial labour governance institutions including the provincial tripartite consultative committees and the National Compliance Centre with a focus on strengthening grievance mechanisms.
    - Increase BWP interaction with the DWT Specialists, to avail their support to policy and capacity development; and to provide data and insights from the factories to the specialists' work at the country level.

Responsible Party	Priority	Timeframe	Resources
BWP team, ILO CO, DWT specialists, tripartite constituent stakeholders	High	Immediate	Medium

3. **Ensure alignment between key project design documents**.
    - In designing a subsequent phase of Better Work Pakistan, the project design document, including its results framework, should be consistent between country level implementation and BWG annual donor reporting. The project document should also align with any future agreements of commitment signed with the Government of Pakistan.
    - Better Work would be advised to ensure that any project-specific MoU is tightly anchored in the DWCP and the project document.

Responsible Party	Priority	Timeframe	Resources
BWP team, Better Work global, ILO CO	High	Immediate	Medium

4. **Improve communications and systems for engaging effectively with constituent stakeholders, including national and provincial governments and social partners.**
    - Options suggested by the Provincial Departments of Labour stakeholders (DOLs) include more frequent communication with the Project Steering Committee meetings.
    - Continue to seek engagement of the Provincial Tripartite Consultative Committees.

Responsible Party	Priority	Timeframe	Resources
BWP team, constituent stakeholders	High	Immediate	Medium

5. **In the next phase, strengthen the quality of Better Work Pakistan compliance assessment and reporting to better identify critical non-compliance issues and strengthen the credibility of reports for brands' supply chain monitoring.**
    - This will require effort to build trust of supplier participants toward increased transparency in the advisory and assessment process. Enterprise advisor capacity building could be supported by learning from other BW country teams.
    - Improve quality of compliance assessments and efficiency of assessment reporting, including streamlining the assessment report review process.

Responsible Party	Priority	Timeframe	Resources
BWP, BWG	High	Immediate	Medium

6. **Continue to strengthen Better Work Pakistan engagement with brands and buyers, as well as interaction between the brands, suppliers and constituents.**
    - In the next phase project design, expand actions under the outcomes pillars on enhancing business responsibility and brand purchasing practices.
    - Hold annual buyer forums and learn from the Disney funded "Building Bridges" initiative in other Better Work countries to build collaboration among buyers and industry.

Responsible Party	Priority	Timeframe	Resources
BWP, BWG, Project Steering Committee	High	Medium	Medium

7. **Explore the possibility of extending the geographic scope of coverage of the textiles and ready-made garment sector to reach textile factories in Balochistan and Khyber Pakhtunkhwa provinces to a limited extent, exploring the feasibility of outsourcing enterprise advisory services.**
    - Given that the BWP's next phase may need to operationalize a lighter SME model, adding outsourced advisory services could stretch the team's capacity. A feasibility-focused approach would allow BWP to first assess factory readiness, buyer demand, and operational capacity before committing to geographic expansion.

Responsible Party	Priority	Timeframe	Resources
BWP, sectoral associations, PUWF, Provincial Departments of Labour	Medium	Medium term	Medium

8. **Improve planning and actions toward sustainability of BWP results at the factory level and the institutional level.**
   - Develop a sustainability plan early in the next phase, including time-bound milestones.
   - The sustainability plan for the second phase should include concept development for a transition pathway for an eventual long-term shift of core factory advisory and assessment engagement to non-ILO entities.

Responsible Party	Priority	Timeframe	Resources
BWP, Tripartite constituents	Medium	Medium term	Medium

9. **With support from Better Work Global, enhance Better Work Pakistan's access to and use of compliance assessment data analytics.**
   - Better Work Global should support BWP in producing **synthesis reports of the compliance data**, with updates available at least annually, including analysis of trends in compliance and non-compliance among participating enterprises.

Responsible Party	Priority	Timeframe	Resources
BWP, BWG	High	Medium	Medium

10. **Strengthen the Better Work Pakistan monitoring and evaluation system in the next phase by developing a comprehensive Performance Monitoring Plan with indicators and targets that are aligned with the programme results framework. Given a ONE-ILO approach, ensure that this system is co-designed with the DWCP framework.**
   - Expand the human resources devoted to monitoring, evaluation and research tasks, with at least a 50% effective full-time role.
   - Empower the M&E focal point/M&E Officer to prepare and revise and update the M&E indicators and associated means of data collection, with support from the Better Work global research and monitoring team.

Responsible Party	Priority	Timeframe	Resources
BWG, BWP, ILO CO Islamabad	High	Ongoing	Medium

11. **Explore the potential and feasibility to expand the scope of Better Work Pakistan to other sectors such as sports goods and electronics introducing a lighter engagement model.** Better Work should assess the buyer demand in these sectors, to determine whether an enterprise engagement model including compliance assessment would be appropriate to the sectors.

Responsible Party	Priority	Timeframe	Resources
BWP, ILO Country Office, Federal ministries, Tripartite constituents	Medium	Long term	High

12. **Enhance Enterprise Advisor capacity to recognise and follow up on gender-related risks.** This should include capacity to identify situations that may affect women's mobility, access to maternity provisions, or ability to raise concerns comfortably.

Responsible Party	Priority	Timeframe	Resources
BWP, DWT Gender Specialist	Medium	Short term	Low

5. GOOD PRACTICES AND LESSONS LEARNED

The evaluation team highlights the following good practices that show potential to be expanded in future Better Work programming in Pakistan or replicated elsewhere, as well as lessons learned from the evaluation of the programme. Further details are provided in the ILO EVAL good practice and lessons learned templates in **Annex F.**

5.1 Good Practices

- **Strengthening workers' role and voice in factory improvement initiatives through activating bi-partite workplace committees**. BWP strengthened the functioning of government mandated Worker-Management Committees and OSH committees to engage in dialogue and drive factory improvements through its factory level advisory services.

- **ILO Pakistan CO and Better Work Pakistan followed a coordinated One-ILO approach to the extent possible to advance labour standards in the textiles and garments sectors.** BWP's specific collaboration with other ILO projects included the joint work with the ILES project including some joint beneficiary factories and combined efforts to support legislative reform; and on environmental safety and OSH, including the Effective and Safe Chemical Management Project (ESCM) that was jointly implemented in nine factories Sindh province.

- **Strengthening compliance and transparency in wage and leave systems.** Across multiple factories in the evaluation sample, advisory support led to clearer payroll systems, digitalized wage payments, improved payslip transparency, and clearer communication of leave and deduction policies. Workers highlighted that BWP's guidance helped them understand their entitlements and reduced confusion around wage calculations.

5.2 Lessons Learned

The evaluation draws the following lessons learned that may be used to improve the design and effectiveness of future Better Work programming in Pakistan and elsewhere.

- **In a pilot phase Better Work country programme such as Better Work Pakistan, it takes time and intensive effort to build the trust of the participating factories in the advisory and compliance assessment process and hence establish a culture of compliance and transparency among the suppliers.** Such transparency among participating factories is essential for the credibility of Better Work assessment reports among subscriber brands and buyers. This lesson is drawn from both those factory cases where a strong relationship of trust has been established and the observation by both BWP staff and buyer representatives of a frequent lack of transparency by suppliers in providing information to inform the compliance assessments.

- **Programme design ambitions need to be calibrated to staffing, division of labour and programme duration.** The Better Work Pakistan pilot phase combined intensive factory-level work with sectoral engagement and enabling-environment objectives. However, most of the team were focused on the factory-level with its heavy operational demands, while only the Programme Manager was dedicated to the governance outcomes, partnerships and communications. Policy-level expectations around legal reform, inspectorate capacity and wider trade promotion were only partially realised and in practice were often channelled through other ILO projects such as ILES. Future designs would benefit from a clearer match between scope, staffing and duration, as well as a more explicit division of roles and contributions among related ILO projects.

- **Signing a project-specific Better Work Pakistan MOU with government constituents expressing mutual commitments of the parties to bring about improvements in the enabling environment was valuable in strengthening constituent ownership and commitment to action, but its risk-based implementation plan was neither feasible within the timeframe nor well aligned with the Project Document.** This misalignment raised challenges for clear planning and results monitoring. Better Work would be advised to avoid such parallel implementation plans in future and ensure that any project-specific MOU is tightly anchored in the project document and the Decent Work Country Programme, rather than standing as a separate planning and implementation instrument.

- **Development cooperation programmes can face a significant challenge in maintaining their senior management staffing in cases, albeit infrequent, where the appointed manager takes an extended period of sick leave and the incumbent cannot be replaced due to budget constraints and HR regulations.** In the case of Better Work Pakistan there was a gap of over 12 months in substantively filling the programme manager role, until ILO central budget was eventually used to employ the current Programme Manager. ILO might consider conducting a study of such cases and developing back-up procedures and policies to address such situations which can have an enormous impact on the programme's progress and achievements.

ANNEXES

Annex A. Terms of Reference

Terms of Reference

International consultant and team Leader for

Independent Final Evaluation of the Better Work Pakistan Programme

(Pilot Phase)

ILO Country Office for Pakistan

Background

1. Better Work launched a pilot programme in Pakistan in early 2022, with funding from the European Commission, the Australian Department of Foreign Affairs and Trade, and the Pakistani National Economic Development Fund (EDF). The programme was launched after lengthy discussion between the ILO, the federal government of Pakistan, and the governments of Punjab and Sindh provinces. These governments and the ILO concluded the discussions in a Memorandum of Understanding, which contains mutual undertakings. Many of the commitments for the governments are based on observations from the ILO standards supervision system focusing on improvements to the legal and policy framework, as well as the capacity of the labour inspection and dispute resolution systems. The ILO is committed to providing policy advice and technical support in all of these areas.

2. The main objective of the programme is to improve enterprises' compliance with national labour laws and international labour standards in the readymade garment & textiles sector, as well as to promote exports.

a. Outcome 1: Better Work Pakistan (BWP) will have facilitated improvements in working conditions and enhanced business competitiveness in at least 120 factories (this target was increased to 150 factories by December 2025 to obtain non cost extension).

b. Outcome 2: Better Work Pakistan will have strengthened overall labour market governance including social dialogue in the textile, clothing and footwear sector.

Better Work Pakistan contributes to the following DWCP outputs (2023–27):

a. Output 3.1.1. Increased ratification of, and strengthened reporting on, international labour standards.

b. Output 4.1.3. Strengthened gender- and disability responsive policies and programmes help ensure safe and violence-free working conditions for migrant workers through fair recruitment, safe and orderly migration, and socio-economic reintegration.

Purpose and Objective of the evaluation

3. The main purpose of this exercise is to carry out an independent final evaluation of the Better Work Pakistan Program, against outcomes 1 and 2. It will provide credible information about the project's impacts at the policy and enterprise levels. This evaluation will thus assess the outcomes, achievements, challenges, and opportunities encountered during the implementation of the BWP project (2022-2025), during the pilot phase. It will focus on the direct effects the project brought to policy and enterprise outcomes and, where possible, it will go beyond the immediate activities of the project to assess eventual indirect effects at the enterprise, regional, and national level.

4. This evaluation aims to facilitate learning for the project's constituents, the ILO, donor, and other key stakeholders, with the goal of integrating these insights into future ILO interventions in Pakistan under the Decent Work Country Programme. This includes the replication and expansion of successful interventions and initiatives regarding the performance of smaller-scale (pilot) initiatives and the feasibility of achieving similar results on a larger scale.

5. The evaluation will focus on the following objectives:

a. To assess the relevance, coherence, effectiveness, efficiency, sustainability, and impact of BWP pilot activities.
b. To identify emerging patterns in changes in working conditions, labour rights, and business outcomes in participating enterprises, placing these in broader economic context such as export and job growth since the pilot programme was established.
c. To assess emerging evidence on the contribution of the program to broader systemic change within Pakistan's textile and garment sector. This includes strengthening the capacities of key stakeholders at the factory, sectoral, and national level, aimed at catalysing sound and productive labour relations, compliance, and social dialogue.
d. To identify lessons learned (e.g. to identify what works and what doesn't) and good practices for future programming, and document success stories from enterprises that demonstrate greatest impact.

Scope

6. The scope of this independent final evaluation covers the 3.5-year period of project implementation from 2022 to 2025 and includes both federal and provincial geographical areas and structures where the BWP project is operational. The evaluation will consider the impacts brought by a comprehensive range of activities supported by the project, such as policy advice, advocacy, capacity building, strategic partnerships, direct support initiatives to target enterprises, and research.

- **Geographic Scope**: Focus on enterprises engaged in the pilot phase across Sindh and Punjab
- **Timeframe**: Evaluation will cover the period from program inception (start of the pilot phase) to the current date.
- **Stakeholders:** Enterprises, workers, employer associations, trade unions, relevant government bodies (Labour Departments, Ministry of Commerce), BWP staff, ILO/IFC representatives, and other partners.

7. International labour standards, gender and non-discrimination, tripartism and social dialogue and just transition to environmental sustainability should be considered as cross-cutting concerns throughout the methodology, deliverables and final report of the evaluation. In terms of gender, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. All this information should be accurately included in the inception report and evaluation report.

Evaluation Criteria and Questions

8. The evaluation should address relevance to beneficiary and other key stakeholders' needs, coherence, effectiveness, efficiency, potential for sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, Nov-2020. The evaluator may adapt the evaluation questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report.

Relevance

1. To what extent did the Better Work Pakistan pilot respond to the needs and priorities of enterprises, workers, government institutions, and other key stakeholders, as per the original MoU?
2. Have tripartite ILO constituencies been involved actively in the project design and implementation?
3. How well did the pilot align with (and contribute to) national labour strategies, sectoral policies, and international labour standards?
4. To which extent the needs of different groups (e.g. women and men, people with disabilities and other groups at risk of being left behind) have been incorporated in the design of the interventions?

Coherence

6. How coherent were BWP's interventions with other programs or initiatives (demonstrating synergy and interlinkage) in the sector (e.g., other ILO or donor-funded projects)?
7. To what extent the design of the project has been logical and based on a clear results framework, demonstrating *internal* coherence in terms of linking

activities-outputs-objectives and assumptions and risk. Are these well expressed in a realistic explicit or implicit Theory of change?

8. How far the project addresses *external coherence,* i.e., consistency, complementarity, harmonization and coordination of the RBSA intervention with constituents' and other partners' interventions in the same context including in the framework of DWCPs, national policies, UNDCF, and link to SDGs targets.

Effectiveness

8. To what extent has the pilot BWP made progress/achievements as per its intended objectives (e.g., improved working conditions, increased compliance with labour standards, better employer-employee relations)?
9. What have been the main contributing and challenging factors towards project's success in attaining its targets? How were the challenges addressed?
10. How effective were the advisory and capacity development services in changing enterprise-level practices?
11. How well did the program engage and collaborate with government labour inspectors, employer associations, and trade unions?
12. To what extent have the BW pilot's results/achievements – had an effect distributed across different groups (men and women, marginalized groups and persons with disabilities)?

Efficiency

- Were financial and human resources used effectively to deliver outputs and achieve expected outcomes? Has the project management and staffing to implement and monitor the project been adequate?
- Were the delivery mechanisms and partnerships efficient in supporting enterprise improvements? How efficient were the monitoring and oversight of the BW pilot project – how efficient were these and have they affected the delivery of the projects? How effective is the role of country office, DWTs, Regional Office, and HQ in technically supporting and monitoring the project?
- Were there more cost-effective ways to achieve similar results?
- To what extent has the project leveraged resources with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?

Impact (Enterprise Level)

20. What changes occurred in participating enterprises as a result of the BWP pilot (e.g., improvements in OSH practices, working hours, wage compliance, grievance mechanisms)?
21. How have workers' perceptions of workplace safety, fairness, and representation changed?

22. What measurable business benefits (e.g., increased productivity, reduced absenteeism/turnover, better buyer engagement) have enterprises experienced?
23. Are there any unintended positive or negative effects at the enterprise level?

Impact (Sector/Industry Level)

- Has the pilot contributed to any sector-wide policy dialogue or reform processes (e.g., labour inspections, compliance frameworks, CSR initiatives)?
- Are there signs of spillover effects to non-participating enterprises or sub-sectors within the textile and garment industry?
- What role has BWP played in influencing buyer behaviour, sourcing decisions, or supply chain practices in Pakistan?

Sustainability

- To what extent are the changes introduced through BWP likely to be sustained by enterprises, workers, and institutional partners?
- Have enterprises embedded compliance and continuous improvement mechanisms into their operations?
- Is there adequate capacity among government partners or industry stakeholders to scale or institutionalize Better Work approaches?

Gender Equality and Social Inclusion

1. How effectively did BWP address gender-based challenges in the workplace (e.g., harassment, underrepresentation of women in management, wage equity)?
2. What impact did the program have on women workers' empowerment, voice, and career progression?

Methodology

9. The evaluation should adopt a mixed-methods approach to address the criteria and questions. The data collection techniques can include document analysis, interviews, direct observation and surveys – or some combination thereof. Data and sources will be triangulated as a key element of the methodology.

The desk review will include the following information sources:

- Projects' documents
- Work plans
- Progress reports
- Project budget and related financial reports
- Reports from various activities (including trainings, workshops, task force meetings, advisory reports, research reports, publications, etc.)

10. At the inception phase, the evaluator will conduct initial interviews with the COs officers that have led the projects. The objective of the consultation is to reach a common understanding regarding expectations and available data sources.

11. The inception report will cover status of logistical arrangements, project background and materials, key evaluation questions and evaluation indicators, evaluation matrix, detailed work plan, list of stakeholders to be interviewed, and of the final report, and all data collection tools following EVAL Checklist 3 (see Annex 1). The Inception report will operationalize the ToRs and should be approved by the evaluation manager before moving to data collection at field level.

12. The Evaluator will receive a list of key stakeholders by project by the EM. If the Evaluator requires contacting other stakeholders, beyond the list, this can be discussed during the preparation of the Inception report.

13. Data collection will be through field missions in the country. The project team will provide support in organizing the interviews to the best extent possible. Techniques will include:

- Key Informant Interviews (KIIs): With workers, managers, government officials, bipartite committees/union reps, BWP staff, etc.
- Focus Group Discussions (FGDs): Gender-disaggregated FGDs with workers and enterprise focals.
- Surveys: Quantitative surveys of enterprise staff and workers (if possible)[48]
- Case Studies: In-depth studies of selected enterprises to illustrate most promising impact pathways.
- Comparative Analysis: Pre- and post-intervention comparisons (baseline vs. endline data if available). Analysis of previous evaluations or studies that have been conducted during the pilot phase.

14. The evaluator will ensure that opinions and perceptions of women and other vulnerable groups are equally reflected in the interviews and that gender-specific questions are included. The evaluator can propose alternative mechanism or techniques for the data collection phase. These will be discussed with the project and the evaluation manager at the Inception phase.

15. Interviews with ILO Staff will be held with the ILO CO Director, the Program officer, and the project staff. Interviews will be held also with technical staff in charge of the project backstopping.

[48] The BW Pakistan team is planning to conduct a management and worker survey during August-September as part of a parallel research project with an international university. To the extent possible, this research effort and the independent evaluation will be carried out in a way to complement each other strategically.

16. Regarding interviews with the project stakeholders, the evaluator will meet relevant stakeholders including project beneficiaries and regional, sub-regional and local level government officials and experts to examine the delivery of outcomes and outputs at country and local level. A list of beneficiaries will be provided by the projects for selection of appropriate sample respondents by the evaluator. The evaluator will select the field visit locations. The criteria and locations of data collection should be reflected in the inception report.

17. At the end of the data collection phase, the tripartite Better Work Pakistan steering committee will review preliminary findings from the evaluation and put forward recommendations, lessons, and good practices to be built out under a possible follow-up project phase.

19. Based on the input from discussions and interviews with key stakeholders, the evaluator will draft the evaluation report. The draft report will be sent to the Evaluation Manager for a methodological review, who will share with key stakeholders for their inputs/comments after methodological issues have been addressed by the evaluator. The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be made for 10 working days. Then, the evaluator will finalize the report, taking into consideration the stakeholders' comments, and submit the final version to the evaluation manager for approval by the regional evaluation official and EVAL.

20. This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; Checklist 5 "Preparing the evaluation report" and Checklist "6 Rating the quality of evaluation report".

21. Recommendations emerging from the evaluation should be strongly linked to the findings of the evaluation and should provide clear guidance to all stakeholders on how they can address them, indicating in each one to whom is directed, Priority, Resources required and Timeframe (long, medium, or short).

Expected deliverables

22. The evaluator will provide the following deliverables and tasks:

   a. **Deliverable 1: Inception report.** The inception report will include among other elements, a *brief key stakeholders' analysis* (importance of each stakeholder) and proposed list of key stakeholders to be interviewed, the evaluation questions and data collection methodologies and techniques, the *analytical framework*, the evaluation tools (interview, guides, questionnaires, etc.), proposed areas to be visited (if and where possible) with clear justification of the selection, work plan and dates for deliverables based on the objectives of this evaluation. The selection of any field visits will be done in consultation with the Project manager, along with a proposed schedule of field visits (if these are possible) or remote interviews. The inception report will be prepared as per the ILO Checklist 3: Writing the inception report.

b. **Deliverable 2: Presentation of the findings to stakeholders**. Evaluation findings are based on facts, evidence and data. This precludes relying exclusively upon anecdotes, hearsay and unverified opinions. Findings should be specific, concise and supported by triangulation of quantitative and qualitative information derived from various sources to ensure reliability, validity and generalizability.

c. **Deliverable 3: Draft and final report in English with EVAL template evaluation summary.** The Draft Evaluation Report should include action-oriented, practical and specific recommendations assigning or designating audiences/implementers/users. The Draft Evaluation Report should be prepared as per the ILO Checklist 4.2: Preparing the Evaluation Report which is annexed in this ToR. The Draft Evaluation Report will be improved by incorporating the comments and inputs of the Evaluation Manager and the REO, after having collected and consolidated comments from key stakeholders

d. Deliverable 4: Validation workshop to present the findings of impact assessment with the Country Office for Pakistan, the BWP project team, and key stakeholders

The evaluation report will be presented following this outline:

1. Cover page with key project and evaluation data
2. Executive Summary
3. Acronyms
4. Context and description of the project including reported results
5. Purpose, scope, and clients of the evaluation
6. Methodology and limitations
7. Findings (this section's content should be organized around evaluation criterion), including a table showing output and outcome level results through indicators and targets planned and achieved and comments on each one.
8. Conclusions
9. Recommendations (i.e., for the different key stakeholders), indicating per each one, timeframe and level of resources required
10. Lessons learned and good practices
11. Annexes:
    - TORs
    - Evaluation matrix
    - List of people interviewed
    - Schedule of work
    - Documents examined
    - Lessons learned and good practices (under EVAL formats)
    - Others

23. The evaluator will incorporate comments received from the ILO and other key stakeholders in the Final Evaluation Report and submit it along with the evaluation summary, using the template for executive summary annexed to this TOR, to the Evaluation Manager. The latter will eventually submit the final evaluation report to EVAL. The report should be finalized as per the ILO Checklist 4.2: Preparing the Evaluation Report, which is annexed in this TOR.

24. The quality of the report and evaluation summary will be assessed against the ILO Checklists 4.2, 4.4 and 4.9 listed under the Annex of this ToR. The report shall draw aggregate findings and common issues by established evaluation criteria (relevance, coherence, effectiveness, efficiency, impact) based on the country project assessments as per the TOR.

25. All drafts and the final report including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. The evaluation report should not be more than 35-40 pages, not including annexes.

26. Ownership of the data from the evaluation rests jointly between the ILO and the Evaluator. The copyrights of the evaluation report rest exclusively with ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement

Management arrangements and timeframe

Evaluation Management

27. The pilot BWP independent final evaluation will be managed by an Evaluation Manager (EM) who has no prior involvement in the project. The EM responsibilities include managing the contract with the evaluation consultant, consulting on methodological issues and facilitating access to primary and secondary data. The EM will be also responsible for the following tasks:

- preparate the TOR and ensure consultation with all key stakeholders before TOR is finalized.
- facilitate and recruit the independent evaluator.
- ensure proper stakeholders' involvement.
- approve the inception report.
- review and circulate draft and consolidate comments from key stakeholders.
- review and submit the final report to ILO Evaluation Office for approval.
- disseminate final report.

28. The ILO Regional Evaluation Focal Point will provide quality assurance of the evaluation process and report before it's submitted to the ILO Evaluation Office for final approval.

Indicative timeframe

29. The evaluation will be undertaken for approximately 3 months duration (from September to November 2025) with an estimated level of efforts – approximately 30 working days for the evaluator. Data collection will be in September 2025. A detailed timetable will be included in the inception report to be developed by the evaluator/evaluation team.

Tasks/ Responsibilities	Responsible person	Number of days of the evaluator (s)	Time frame (by end)
Preparation of the TOR – draft	Evaluation manager		June 2025
Preparation of list of stakeholders with E-mail addresses and contact numbers	BWP team		July 2025
Finalization of the TOR and publication on UNGM	Evaluation manager		By 8 July 2025
Call for EOIs	Evaluation manager		By 20 August 2025
Selection of Evaluator	Evaluation Manager		By 25 August 2025
Contracting Evaluator	BWP		By 4 September 2025
Brief evaluator	Evaluation manager and BWP team		By 5 September 2025
Inception report submitted	Evaluators	5	By 11 September 2025
Data collection and stakeholders workshop	Evaluator	10	By 31 September 2025
Draft report submitted to Evaluation manager	Evaluator	10	By 7 October 2025
Quality check and review of the draft report	Evaluation Manager		By 12 October 2025

Tasks/ Responsibilities	Responsible person	Number of days of the evaluator (s)	Time frame (by end)
Sharing the draft report with all concerned stakeholders for comments	Evaluation Manager		By 19 October 2025
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager		By 26 October 2025
Finalisation of the report and submission to Evaluation Manager	Evaluator	3	By 3 November 2025
Quality Review of the final report	Evaluation Manager		By 10 November 2025
Submission of the final report to ILO Evaluation Office	Evaluation Manager		By 15 November 2025
Approval of the final evaluation report	ILO Evaluation Office		
Total number of working days		28	

Qualifications for the evaluator

30. The evaluation will be conducted by a team of consultants (one international consultant and team leader and one national consultant). **The international consultant and team leader** should have the following profile:

- Advanced university degree in social development or economics or related subject.
- Proven experience (+ 7-10 years) conducting policy-relevant research or evaluations, including of UN or other international institutions, related to labour rights, industrial relations, compliance systems, private sector development, multi-stakeholder programs, and decent work in Pakistan or similar contexts.
- Familiarity with the garment and textile industry in South Asia or similar contexts.
- Strong skills in qualitative and quantitative research methods.
- Contextual knowledge of the UN and ILO, understanding of ILO International Labor Standards, tripartism and social dialogue will be advantage.
- Demonstrated understanding of gender and social inclusion frameworks.

- Outstanding writing skills in English, including a demonstrated ability to draft clear and concise legal acts drafts, develop policy analysis-oriented reports.
- Demonstrated capacity to carry out the assignment within allocated timeframe.

Legal and Ethical Matters

31. The evaluation will comply with UN Norms and Standards. The evaluator will abide by the EVAL's Code of Conduct for carrying out the evaluations. UN Evaluation Group (UNEG) ethical guidelines will be followed. The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

32. Evaluators should have personal and professional integrity and abide by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with women. Evaluators will be expected to sign the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process.

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

Annex

All relevant UNEG and ILO evaluation guidelines and standard templates
ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 4th edition

- Code of Conduct for Evaluation in the ILO (to be signed and returned by evaluator to the evaluation manager)
- Protocol on collecting evaluative evidence on the ILO's COVID-19 Response measures through project and programme evaluations

Guidance Notes

- ✓ Guidance Note 3.1 Integrating gender equality in monitoring and evaluation of projects
- ✓ Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate
- ✓ Guidance Note 4.3 Data collection methods
- ✓ Guidance Note 4.5 Stakeholder engagement
- ✓ Guidance Note 5.5 Dissemination of lessons learned and good practices

EVAL Checklists and Templates for the Evaluator:

- ✓ Checklist 4.8 Writing the inception report
- ✓ Checklist 4.2 Preparing the evaluation report [including the templates for completing lessons learned and emerging good practices, as well as the templates for the title page and executive summary
- ✓ Checklist 4.3 Filling in the title page
- ✓ Checklist 4.4 Preparing the Evaluation Report Summary
- ✓ Checklist 4.5: Documents for Project Evaluators
- ✓ Checklist 4.9 Rating the quality of evaluation report

Annex B. Evaluation Design Matrix

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
RELEVANCE[49]		
1. To what extent has the Better Work Pakistan pilot programme responded to the stakeholder needs and priorities, including those of enterprises, workers, government institutions, and other key stakeholders as expressed in the MOU and project document? 2. Have tripartite ILO constituents been actively involved in project design and implementation? 3. How well did the pilot programme align with national labour strategies, sectoral policies, and international labour standards?[50] 4. To what extent were the needs of different groups (e.g. women and men, people with disabilities and other groups at risk of being left behind) incorporated in the design of the interventions? 5. To what extent was the design of the project logical and based on a clear results framework, demonstrating internal coherence in terms of linking activities-outputs-objectives and assumptions and risks. Are these well expressed in a realistic explicit or implicit Theory of Change?	Evidence from stakeholder interviews about the responsiveness of the BWP programme design and implementation with their priorities as expressed in the MOU and the Project Document. Evidence from ILO staff and stakeholders regarding the conception and design process of the initiative, and the role of the Project Steering Committee. Comparison of the project design with national labour strategies & ILS Examples of how the needs of different groups including women and persons will disabilities were or were not adequately considered in the design, based on interviews and document review.	**Document review:** • MOU • Project Document • Steering Committee Meeting Minutes • Semi-annual progress reports • National labour strategy documents • DWCP 2022-2027 • High-Level Evaluation of ILO's Better Work Programme (2014-25) with a focus on Phase V (2022-2027) **KIIs and FGDs**: • Government officials - federal and provincial • Employers' organizations and sector associations • Workers' organisations • Factory FGDs – workers and managers • BWP staff • ILO CO Islamabad staff • Donors • Brand/buyer representatives

[49] Relevance assesses Better Work Pakistan responsiveness to challenges and opportunities identified by ILO and key stakeholders, what key stakeholders want and need, and trends in the national industry and country implementing environment.
[50] Deleted 'contribution" as the contribution to national strategies will be addressed as part of the "effectiveness" questions.

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
Evaluator note: According to the Revised OECD-DAC criteria (2019) the assessment of the appropriateness of the intervention design to address the issues of concern, sometimes called design validity, is an aspect of the "relevance" criteria, not the "coherence" criteria and the question has therefore been moved to this group. See: https://one.oecd.org/document/DCD/DAC(2019)58/FINAL/en/pdf	Identification of the key project design document/s and analysis of their logical coherence from a results-based management perspective.	
COHERENCE		
5. How coherent are BWP's interventions with other ILO programs or initiatives in the sector (e.g., other ILO or donor-funded projects)? 6. How far has the project been consistent with or actively coordinated with the interventions of constituents and other partners, including in the framework of the DWCP, national policies, UNSDCF, and links to SDGs targets.	Evidence from interviews and documents on the extent of synergy and linkage within the ILO BW Global programme, and with other ILO projects addressing the sector implemented in Pakistan, under the Pakistan DWCP. Examples of consistency or active coordination with interventions of the constituents and other development partners, including through UNSDCF and alignment with SDG targets. Identify areas of duplication or gaps in coordination.	**Document review:** • MOU with MOPHRD and provincial governments of Punjab and Sindh • Project document • Steering Committee Meeting Minutes • Semi-annual progress reports • National labour strategy documents • DWCP 2022-2027 • Pakistan UNSDCF **KIIs and FGDs**: • Government officials - federal and provincial • Employers' organizations and sector associations • Workers' organisations • Factory FGDs – workers and managers • BWP staff • ILO CO Islamabad staff • Donors

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
EFFECTIVENESS		
8.To what extent has BWP made progress and achievements as per its intended objectives and outcomes? 9. What were the main supporting and challenging factors influencing the project's success in attaining its targets? How were the challenges addressed? 10. How effective were the advisory and capacity development services in changing enterprise-level practices? 11. Are there any unintended positive or negative effects at the enterprise level? 12. How well did the program engage and collaborate with government labour departments and inspectors, employer associations, and trade unions? 13. To what extent have the BWP pilot's results been distributed across different groups (men and women, marginalized groups and persons with disabilities)? • How effectively did BWP address gender-based challenges in the workplace (e.g., harassment, under-representation of women in the workplace and management, wage equity)?[51]	Overview of implementation progress – at the activities level. Comparison of latest available documented results with planned results at the outcome and output levels, including indicators and targets, insofar as these as available in programme reporting, both quantitative and narrative. Qualitative assessment based on stakeholder accounts and reporting of the factors contributing positively to or constraining the programme achievement of its objectives. Focused qualitative analysis of the effectiveness of the factory engagement services (advisory, assessment and capacity development) in changing enterprise-level practices, drawing on factory visits, and staff testimony.	**Document review:** • BWP MOU and implementation plan • Project Document • Steering Committee Meeting Minutes • Semi-annual progress reports • National labour strategy documents • DWCP 2022-2027 • High-Level Evaluation of Better Work Phase V • Analysis of Better Work Compliance Data • Better Work Global Annual Reports 2022, 2023, 2024 **KIIs and FGDs**: • Government officials - federal and provincial • Employers' organizations and sector associations • Workers' organisations • Factory FGDs – workers and managers • BWP staff • Better Work Global senior staff • ILO CO Islamabad staff • Donors

[51] This question was transferred from the Impact questions

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
	Analysis of partnership effectiveness towards achievement of the intended outcomes, both enterprise-level and system-level. Analysis of the effectiveness of BWP strategies to improve the voice, participation and employment benefits of women, marginalized groups and persons with disabilities in the sector.	
	EFFICIENCY	
14. Were financial and human resources used effectively to deliver outputs and achieve expected outcomes? Were there more cost-effective ways to achieve similar results? 15. Has the project management and staffing to implement and monitor the project been adequate? 16. To what extent has the project leveraged resources with other projects and programmes, and through partnerships with other organizations, to enhance the project impact and efficiency? 17. Were the delivery mechanisms and partnerships efficient in supporting enterprise improvements? 18. How efficient were the monitoring and oversight of the BWP pilot project 19. How effective is the role of country office, DWTs, Regional Office, and BW HQ in technically supporting and monitoring the project?	**Financial resource use:** Analysis of comparative allocation to activities and programme overheads and staffing; analysis of the percentage of funding raised through private sector contributions and the donor. contribution. Analysis of the cost recovery rate achieved by the private sector contribution. **Human resource efficiency** Analysis of the staffing structure and number and distribution of roles and responsibilities in terms of efficiency and workload. **Partnerships and coordination**	**Document review:** • Budget and expenditure reports • Steering Committee Meeting Minutes • Semi-annual progress reports • High-Level Evaluation of Better Work Phase V • Better Work Global Annual Reports 2023, 2024, 2025 **KIIs and FGDs**: • Government officials - federal and provincial • Employers' organizations and sector associations • Workers' organisations • Factory FGDs – workers and managers • BWP staff • Better Work Global senior staff • ILO CO Islamabad staff

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
	Analysis of delivery mechanisms and potential involvement of constituent partners to improve efficiency. **Management effectiveness**: Analysis of the strengths and gaps in the programme M&E system, monitoring and oversight. Drawing on interviews and project reporting, analyse of the contribution of the CO, DWT, Regional Office, BW Global in supporting and monitoring the programme.	• DWT specialists (to the extent engaged in the programme)
IMPACT ORIENTATION		
Enterprise level 20. To what extent has the BWP Pilot contributed towards lasting changes in participating enterprises? How have workers' perceptions of workplace safety, fairness, and representation in their workplaces changed following BWP interventions? 21. What measurable business benefits are emerging among enterprises (e.g., increased productivity, reduced absenteeism/turnover, better buyer engagement)? 22. Is there any evidence of emerging impacts of the project on women workers' empowerment, voice, and career progression? ***Sector/Industry Level***	**Enterprise level** Analysis of the impact indicators compiled by the programme, triangulated with stakeholder interviewee testimony regarding improved systems introduced at the factory level. **Sector/industry/policy level** Examples of the project contribution to policy reform processes so far, elaborating on the discussion of Outcome 2 progress and	**Document review:** • PWP MOU and implementation plan • Steering Committee Meeting Minutes • Semi-annual progress reports • National labour strategy documents • DWCP 2022-2027 • High-Level Evaluation of Better Work Phase V • Analysis of Better Work Compliance Data • Better Work Global Annual Reports 2023, 2024, 2025 **KIIs and FGDs**: • Government officials - federal and provincial

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
23. Has the pilot contributed to any long-term sector-wide policy dialogue or policy reform processes (e.g., labour inspections, compliance frameworks, CSR initiatives)? *Note: This may be covered in the assessment of progress toward Outcome 2.* 24. Are there signs of spillover effects to non-participating enterprises or sub-sectors within the textile and garment industry? 25. What role has BWP played in influencing buyer behaviour, sourcing decisions, or supply chain practices in Pakistan?	achievements in the Effectiveness section. Examples of any spillover to enterprises or other tiers in the supply-chain beyond those participating in the BWP. Examples drawn from enterprise, BWP staff or buyer representatives of changes in purchasing practices influenced by BWP.	• Employers' organizations and sector associations • Workers' organisations • Factory FGDs – workers and managers • BWP staff • Better Work Global senior staff • ILO CO Islamabad staff • Donors • Buyer representatives
SUSTAINABILITY		
26. Does BWP have a clear sustainability strategy in terms of both sustaining improvements at the enterprise and institutional level and eventual transition of ILO's Better Work practices to other entities?[52] 27. To what extent are the changes introduced through BWP likely to be sustained by the enterprises, workers and institutional partners? For example, have enterprises embedded compliance and continuous improvement mechanisms into their operations? 28. Is there adequate capacity among government partners or industry stakeholders to scale or institutionalize Better Work approaches?	Document review for a documented sustainability plan, cross-referenced with BW and stakeholder perspectives on the sustainability approach. Evidence of the extent to which enterprises in the sample visited, or according to project reports, have embedded the compliance mechanisms in their operations. Any evidence of capacity built among government partners or industry stakeholders, either document-based or expressed in interviews.	**Document review:** • PWP MOU and implementation plan • Steering Committee Meeting Minutes • Semi-annual progress reports • National labour strategy documents • DWCP 2022-2027 • High-Level Evaluation of Better Work Phase V • Analysis of Better Work Compliance Data • Better Work Global Annual Reports 2023, 2024, 2025 **KIIs and FGDs**: • Government officials - federal and provincial

[52] Question added by the evaluator.

EVALUATION QUESTIONS	INDICATORS/LINES OF ENQUIRY	DATA SOURCES AND METHOD
		• Employers' organizations and sector associations • Workers' organisations • Factory FGDs and observation – workers and managers • BWP staff • Better Work Global senior staff • ILO CO Islamabad staff • Donors

Annex C. List of Documents

ILO Country Office Documents

- Decent Work Country Programme Pakistan 2023 – 2027.

Better Work Pakistan and Better Work Documents

- Memorandum of Understanding between ILO and the Government of Pakistan and the Governments of Punjab and Sindh on the Better Work Pakistan Programme, dated March 2022.
- Memorandum of Understanding between Export Development Fund and the ILO Pakistan Country Office, dated March 2022.
- Better Work Pakistan Semi-Annual Progress Reports to Export Development Fund (2022, 2023, 2024, 2025 – April and July).
- Better Work Pakistan Project Steering Committee Meetings and Briefing Notes.
- ILO. Better Work Global Phase V Strategy 2022-2027: Sustaining Impact.
- Better Work. Annual Donor Report, 2022.
- Better Work. Annual Donor Report 2023.
- Better Work. Annual Donor Report 2024
- Better Work. Better Work Global Gender Strategy 2023-2027.

ILO reports

- ILO. High-Level Evaluation of the ILO's Better Work Programme (2014-25) with a Focus on Phase V Strategy (2022-27). August 2025. Unedited version.
- ILO. Midterm Independent Evaluation of the ILES Project. 2021.

Pakistan Government documents

- Planning Commission, Ministry of Planning, Development and Reform, Government of Pakistan. Pakistan 2025: One Nation – One Vision. 2014. Available at: https://www.pc.gov.pk/uploads/vision2025/Pakistan-Vision-2025.pdf
- Ministry of Planning, Development and Special Initiatives, Government of Pakistan. URAAN PAKISTAN: 5Es National Economic Transformation Plan 2024 – 2029. 2024. Available at : https://www.pc.gov.pk/uploads/uraanpakistan_book.pdf
- Textile Wing, Ministry of Commerce, Government of Pakistan. Textiles and Apparel Policy 2020-25. 2020. Available at: https://www.commerce.gov.pk/wp-content/uploads/2024/07/Textiles-and-Apparel-Policy_2020-25.pdf
- Labour and Human Resource Department, Government of the Punjab. Punjab Labour Policy 2018. Available at: https://labour.punjab.gov.pk/system/files/Labour%20Policty%202018.pdf
- Labour and Human Resource Department, Government of Sindh. 1st Sindh Labour Policy 2018. Available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@asia/@ro-bangkok/@ilo-islamabad/documents/publication/wcms_647697.pdf

Annex D. List of Individuals Interviewed and Focus Group Participants

#	Name	Position	Organization	Gender (M/F/N-B)
ILO CO Pakistan & Better Work Pakistan				
1	Geir Tonstol	Country Director	ILO Country Office, Islamabad	M
2	Rabia Razzaque	Senior Policy Officer	ILO Country Office, Islamabad	F
3	Ivo Spauwen	Chief Technical Advisor	Better Work Pakistan	M
4	Farzana Islam	Operations Manager, BWP	Better Work Pakistan	F
5	Faiz Ullah	Operations Team Lead Punjab, BWP	Better Work Pakistan	M
6	Sana e Sakina	Enterprise Advisor	Better Work Pakistan	F
7	Hurriya Syeda	Enterprise Advisor	Better Work Pakistan	F
8	Iftikhar Ahmed	Enterprise Advisor	Better Work Pakistan	M
9	Saliha Nawaz	Enterprise Advisor	Better Work Pakistan	F
10	Muhammad Hashir Faruqi	Finance and Admin Officer	Better Work Pakistan	M
11	Ms Zainab Feroz Mohtashim	Enterprise advisor/M&E focal point	Better Work Pakistan	F
12	Bilal Ahmed	Training Officer	Better Work Pakistan	M
13	Samiullah Arain	Training Officer	Better Work Pakistan	M
14	Saba Khan	Enterprise Advisor	Better Work Pakistan	F
15	Mahnoor Irshad	Enterprise Advisor	Better Work Pakistan	F
16	Syed Nauman Iqbal	Enterprise Advisor	Better Work Pakistan	M
17	Naeem Khalid	Former Enterprise Advisor	ILO CO Pakistan	M
18	Debaaj Abidi	National Project Coordinator, GEF/UNEP Project for Reducing Use and Release of Chemicals of Concern and POPs in the Textile Sector (ESCM)	ILO CO Pakistan	M
Other ILO/BW Global				
19	Kidist Chala	Head of Research & Policy	Better Work, ILO	F
20	Roopa Nair	Branch Chief	Better Work, ILO	F
21	Conor Boyle	IFC (Senior Operations Officer), Former Technical Review Chief for Pakistan, BW Global	International Finance Corporation	M
22	Janika Simon	External Consultant	Better Work ILO	F
23	Nikita Grabher-Meyer	BW Global M&E Officer	Better Work, ILO	F
24	Elena Gerasimova	Labour Law and International Labour Standards Specialist	ILO DWT-Delhi	F

#	Name	Position	Organization	Gender (M/F/N-B)
25	Juliet Edington	Head, Buyer relations	Better Work Global	F
Pakistan Government officials				
26	Nadeem Aslam Chaudhary	Federal Secretary	Ministry of Overseas Pakistanis and Human Resource Development	M
27	Iqra Mustafa	Department Secretary (Administration)	Department of Labour, Punjab	F
28	Tauseef Dilshaad Khatana	Additional Secretary	Department of Labour, Punjab	M
29	Anum Zaidi	Department Secretary (Development)	Department of Labour, Punjab	F
30	R. S. Sajnani	Law Officer, Directorate General of Labour Sindh	Labour and Human Resources Department, Sindh	M
31	Jawad Paul	Federal Secretary Commerce	Ministry of Commerce	M
32	Asad Khan	SPS to Secretary Commerce	Ministry of Commerce	M
33	Syed Abbas Mehdi	Executive Director	Export development Fund/Ministry of Commerce (BWP Donor)	M
Pakistan employers' organizations/sectoral associations				
34	Mr. Muhammad Haroon Shamsi	CEO	Towel Manufacturers Association of Pakistan (TMA)	M
35	Muzammil Hussain	General Secretary	Towel Manufacturers Association of Pakistan (TMA)	M
36	Majyd Aziz Balagamwala	Former President	Employers Federation of Pakistan	M
37	Syed Nazar Ali	Secretary General	Employers Federation of Pakistan	M
38	Azizullah Goheer	Secretary General	Pakistan Textile Exporters Association	M
Workers' organizations				
39	Pir Muhammad Kakkar	Regional Secretary for Balochistan and Central Deputy General Secretary	Pakistan United Workers Federation (PWF)	M
40	Saad Muhammad	General Secretary	Pakistan United Workers Federation (PWF)	M
41	Zauq	Director of Programmes	Pakistan United Workers Federation (PWF)	M
42	Yaqub	President, Central Punjab	Pakistan United Workers Federation (PWF)	M
43	Chaudhary Nasim	General Secretary, WEBCOP	Pakistan United Workers Federation (PWF)	M
44	Aruma Shehzad	Regional Finance Secretary	Pakistan United Workers Federation (PWF)	F

#	Name	Position	Organization	Gender (M/F/N-B)
Brands/Buyers				
45	Michelle Tarry	Vice President, Responsible Sourcing and Sustainability	American Eagle	F
46	Anya Sapphira	Regional Sustainability Manager, Bangladesh and Pakistan	H&M	F
47	Prodip Gabriel Sku	Sustainability Project Leader		M

Participants in KIIs and FGDs with factories

Factory names are replaced with numbers per Lahore and Karachi

#	Name	Position	Organization	Gender (M/F/N-B)
Factory Management				
1	Shahbaz Baig	Head of Compliance and Sustainability	Factory L1	M
2	Saad Sultan	Senior Manager, Compliance	Factory L1	M
3	Waqas Shaukat	Assistant Director, Compliance	Factory L1	M
4	Iman	Sustainability Team Lead	Factory L1	F
5	Muhammad Saleem Haider	Compliance Manager	Factory L2	M
6	Farooq	Compliance Manager	Factory L3	M
7	Saqib Shahzad	Head of Compliance and Sustainability	Factory L3	M
8	Kiran Shehzad	Assistant Manager, Compliance and Safety	Factory L3	F
9	Asad Zafar	Department Manager, HR	Factory L3	M
10	Faraz Hassan	Assistant Manager, Health and Safety	Factory L3	M
11	Osama Amin	Assistant Manager, Compliance	Factory L3	M
12	Tooba Khalid	Assistant Manager, Sustainability	Factory L3	F
13	Adil Aquil Khan	Manager, Compliance	Factory K1	M
14	Abdul Qayyum	Group General Manager, Compliance	Factory K2	M
15	Musarrat	CSR and Compliance Lead	Factory K2	F
16	Noman Hamid	Senior Vice President	Factory K3	M
17	Danish Farooqui	Environment, Safety and Social Lead	Factory K3	M
18	Alina Aziz	Officer, Compliance	Factory K3	F
19	Syed Ahsan Haroon	Assistant Manager, Systems and Compliance	Factory K3	M
20	Zain Maqbool	Assistant Director	TMA-member factory	M
Factory Workers				

#	Name	Position	Organization	Gender (M/F/N-B)
1	Azam Ali	Supervisor, Printing Department	Factory L1	M
2	Taimoor Khan	Fire Department	Factory L1	M
3	Junaid Afzal	Safety Officer	Factory L1	M
4	Farkhanda Jamil	Training Supervisor	Factory L1	F
5	Sonia Mushtaq	Security Officer	Factory L1	F
6	Ahsan Iqbal	Quality Assurance Officer	Factory L2	M
7	Naeem Akhtar	Senior Operator	Factory L2	M
8	Muhammad Waseem	Mechanical Officer	Factory L2	M
9	Saima Arshad	Packing Unit	Factory L2	F
10	Riffat Parveen	Operator, Processing Department	Factory L2	F
11	Ahsan Saleem	Utility Officer	Factory L2	M
12	Ijaz ul Hassan	Electrical Officer	Factory L2	M
13	Aqsa Anwar	Dispenser	Factory L3	F
14	Rao Faisal Usman	Weaving Technical	Factory L3	M
15	Shehroz Saleem	Operator, Apparels	Factory L3	M
16	Ayesha	Cutting department	Factory L3	F
17	Mahpara	Stitching Apparel	Factory L3	F
18	Muhammad Zahid	Stitching	Factory L3	M
19	Muhammad Ramdan	Weaving	Factory L3	M
20	Irshad Ahmed	WA reporting	Factory L3	M
21	Muhammad Ramzan	Spinner	Factory L3	M
22	Rani Begum	Checker, Baby Blankets	Factory K1	F
23	Khalil Ahmed	Printing Assistant	Factory K1	M
24	Sheikh Muhammad Sarfraz	Operators, Metals	Factory K1	M
25	Syed Nisar	Dry Process	Factory K2	M
26	Muhammad Wasim	Operator, Bushing	Factory K2	M
27	Majida Hafiz	Welfare Officer	Factory K2	F
28	Sahar	Washing Commission	Factory K2	F
29	Farhana Rahim	Finishing Cream	Factory K2	F
30	Junaid Khan	Main Store	Factory K3	M
31	Syed Nazeer	Worker	Factory K3	M
32	Ali Raza	Dry Processor	Factory K3	M
33	Muhammad Salman	Washing Department	Factory K3	M
34	Seema	RFC Department	Factory K3	F
35	Hina Naz	Finishing	Factory K3	F
36	Eman	Bedding Department	Factory K3	F

Annex E. Indicator Results Reported to EDF July 2025

(Evaluator comments added in italics)

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Development objective: By 2024, Better Work Pakistan will have improved working conditions and business competitiveness in the textile, garment and footwear sector and will have strengthened the overall capacity of national tripartite institutions and constituents.[53].	Value of garment export (total by Country)	Data available from the State Bank of Pakistan indicates the value of textiles and ready-made garments exports as **USD 2,639,296,000** in FY 2024. The predicted value of exports is **USD 2,703,371,000** for FY 2025.
Outcome 1: Better Work Pakistan will have facilitated improvements in working conditions and enhanced business competitiveness in at least 120 factories.	Total number of factories enrolled in the program Target: 120 (end of 2024) 150 (end of 2025)	129 factories exposed to BWP (November 2025 update) 8 are non-brand nominated enterprises. 10 dropped out. *Evaluator observation: This is an output rather than outcome indicator as it does not reflect the higher-level results to be achieved.*
	Percentage of workers reached by BW over total workers in the industry	286,167 workers (36,228 female) workers are currently employed in Better Work participating enterprises. BWP note: The indicator was challenging to report as there are no official figures available on the total number of workers in the industry. For this reason, we only report the number of workers employed in BW-participating factories.

[53] Replaced with the wording of the development objective in the BWP Country Strategy Document. The EDF report version of the Development Objective is not an appropriate statement of a development objective. It is too long and reads like a rationale rather than an objective.

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Outcome 1	Percentage of factories that have put sound management systems in place for Human Resource Management and Occupational Health & Safety	93.3% (1 April 2025 - 31 July 2025) (14 out of 15 factories answered both OSH and HR management system questions within this period. So the denominator is 15 in this calculation). 84% (from programme commencement to 31 July 2025) 58 out of 69 factories answered both OSH and HR management system questions within this period. The denominator is 69 in this calculation)
Outcome 1	Average non-compliance rate on publicly reported issues	5.6% (1st April-31st July 2025) 6.6% (programme commencement to 31 July 2025) The majority of reported non-compliances in publicly available data during the reporting period were associated with **Occupational Safety and Health (OSH),** as well as issues related to **Contracts and Human Resources**. The findings highlight a pressing need for enterprises to implement robust emergency preparedness protocols. This includes ensuring proper installation of fire detection and alarm systems, maintaining clear and accessible emergency exits, and conducting regular emergency drills. Furthermore, the data emphasize the importance of guaranteeing that all workers are employed under formal contracts.
Outcome 1	Percentage of factories demonstrating **progress** toward effective social dialogue and ability to resolve disputes	25.0% (5 out of 20) (1 April - 31 July 2025) 20.4% (14 out of 83) (programme commencement to 31 July 2025) The data presented is generated from **Progress Report 2, which is published at the end of the cycle with each enterprise.**

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Outcome 1	Average non-compliance rate on gender-sensitive compliance questions	0% (1st April-31st July 2025) 0.3% (programme commencement to July 2025) The report notes that indirect gender discrimination continues to be common, though not necessarily reflected in compliance reporting.
Outcome 1 – Business competitiveness and efficiency	Number of factories reporting reduction of duplicative audits and freed factory resources available to make investments in human capital	*No result reported directly.* In 2025, Better Work Pakistan aims to produce a comprehensive synthesis report featuring compliance trend data and relevant information on the performance of participating factories. By this time, Better Work Pakistan will have accumulated three years' worth of data from factories that have completed cycle 3. Additionally, Better Work will develop case studies and testimonials from program-participating factories to provide a deeper understanding of its impact at the enterprise level. Furthermore, Better Work has forged a partnership with the United States Pakistan Women's Council (USPWC) and Texas A&M University for a study aimed at offering insights on how the sector can **enhance economic outcomes for Pakistani women** and facilitate the country's shift towards a green economy. This study will also shed light on the initial years of engagement with Better Work, offering valuable learning experiences.
Outcome 1.	Percentage of factories that have an effective grievance handling mechanism	35.0 % (7 out of 20) (1 April - 31 July 2025) 41.9% (39 out of 93) (programme commencement to 31 July 2025) The data presented is generated from Progress Report 2, which is published at the end of the cycle with each enterprise.
Output 1.1 - Activity	Number of Advisory visits in the reporting period	1,176 advisory visits have been conducted since program inception, 262 were conducted in this reporting period.

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Output 1.1	Number of factories with an active and effective bipartite worker-management committee	9 out of 20 (1 April - 31 July 2025) 40 out of 93 factories (Programme commencement to 31 July 2025) The data presented is generated from Progress Report 2, **which is published at the end of the cycle with each enterprise.** During the reporting period 12 progress reports were generated (a total of 127 have been generated since the commencement of the programme). *Evaluator: Suggest the indicator should be a percentage of active factories.*
Output 1.1 or 1.3	# of orientations on the Factory Improvement Toolset	Orientations for 46 participating enterprises on the **Factory Improvement Toolset**. This toolset offers guidance on utilizing social dialogue to tackle workplace issues and enhance performance within the organization. 8 Collective Bargaining agreements were supported in participating enterprises through training for workers to effectively engage in social dialogue and develop a charter of demand to include better wages, equality in access to training, improvements in OSH and workplaces free of violence and harassment.
Output 1.2 – Activity Level	Number of compliance Assessment reports completed in the reporting period	24 compliance assessment reports during the reporting period. Total number of reports completed since the programme's inception to 176. By the end of the project, the goal is to have completed assessments for all registered enterprises.
Output 1.3 – activity level	Number of training sessions	562 training sessions for enterprises have been conducted since the commencement of the programme. 70 of these sessions were conducted in the reporting period. These trainings have been targeted towards members of worker management committees and occupational safety and health committees, as well as mid-level management representatives. **Training on the following topics in reporting period:** - Introduction to Industrial Relations and Social Dialogue - Problem Solving and Root-cause Analysis - Workplace Communication - Workplace Cooperation Committee - Facilitation Skills

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
		- Hazard Hunting - Supervisory Skills Training
Output 1.3	Number of industry seminars	Two Industrial Seminars on “Navigating Challenges of Piece-Rate Workers” were held in April 2025 for BWP registered enterprises in Sindh, bringing together 107 participants from across the industry. Focused on experience-sharing, the sessions allowed participants to discuss on-ground challenges and learn from the practical approaches used by peer organizations. The exchange of ideas encouraged participants to reflect on their own workplace practices and identify opportunities to better manage piece-rate workers in their unique contexts.
Output 1.3	Average number of participant days in training per factory	4.6% (1 April - 31 July 2025) 30.2% (programme commencement to 31 July 2025) Evaluator: Not clear what the percentage represents
Output 1.3 – activity level	Total number of training participants	355 (1 April 2024 - 31 July 2025) 5,524 (programme commencement to 31 July 2025) Better Work ensures that trainings equally benefit both men and women in management and in bipartite committees representing workers. 1,499 (27%) were female beneficiaries. This indicates a relatively strong level of female participation, particularly when compared to their overall representation in the workforce.
Output 1.4 - Gender equality indicator –	Percentage of female training participants reporting that they were given opportunities to raise their opinions and participate in group discussions. A post-training feedback form is being drafted which will capture this data	
Output 1.5	Number of buyers affiliated with the country program	BWP has received nominations from **19 buyer partners** for suppliers to enrol in the Better Work Factory Engagement Model. 22 out of 49 Better Work Global buyer partners are currently sourcing from Pakistan. Better Work Pakistan is actively engaging with these partners to cultivate sustainable relationships within the Better Work programme in the country.

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Output 1.5	Percentage of all assessment reports produced that are being accessed via subscription by brand partners	Since programme start, 56 partner and participant buyers have accessed data on participating enterprises. these buyers have accessed a total of 483 sets of data related to the annual factory engagement cycle, which includes plans, progress reports, and assessments of participating enterprises.
Outcome 2: By 2024, Better Work Pakistan will have strengthened overall labour market governance including social dialogue in the textile, clothing and footwear sector	No formal indicator	The ILO country office has supported the provincial and federal Tripartite Consultative Committees to review ILS reporting and compliance with labour standards through legal reform processes at the provincial levels. These committees held 20 meetings in Punjab and Sindh to review the labour code drafted through the process of ILO engagement of the social partners. The committees also address and responds to the comments of the ILO supervisory mechanism, facilitating dialogue, consultation and consensus on the reports submitted to the ILO. • *BWP contribution not specified*
Outputs 2.2, 2.3, 2.4	Number of Employers Organizations and Workers Organizations with improved capacities to engage in social dialogue to promote decent work in the sector	• *No. of organizations is not reported.* In partnership with other projects under the ILO Country Office, BW Pakistan has enhanced the capacity of employers and workers representatives regarding the proposals for labour law reform and consolidation (as above) and the promotion of freedom of association and collective bargaining. Separate sessions were held with workers' organisations and employers' organisations to build the capacities of their members on the role they can play in advocating for favourable legal reforms. The MOPHRD has been requested to call provincial governments for more periodic updates on the implementation framework. The same will be requested at the upcoming October 2025 PSC meeting. BWP also supported the Workers and Employers Bilateral Council of Pakistan (WEBCOP) to engage in dialogue on evolving world of work transitions, with a focus on manufacturing sectors to improve competitiveness, productivity and social safeguards. This discourse has led to consensus among the social partners to facilitate an enabling environment for dialogue across the sector.

Objective/Outcome/Output	Performance Indicator	Result Against Performance Indicators
Outcome 2	Reports on progress on compliance with eight fundamental labour standards (FPRW)/Core ILO Conventions covered under GSP Plus and working conditions based on national Laws	The ILO has supported the Government of Pakistan in holding consultations with provincial governments and social partners to **report on the progress on compliance with FPRW under the GSP Plus.** • *Contribution of BWP not specified.*
Outcome 2	Number of tools or resources from Better Work used by targeted government and other partners that implement inspections or deliver other important services	Labour administration bodies falling under the government of Pakistan have not yet adopted tools produced by Better Work Pakistan. This will be a priority for a possible 2nd phase of the project.
Efficiency	Total annual program revenue	Total revenue October 2021 to date: USD 1,320,000 (Private sector revenue from brands and factory contributions)
Efficiency	Cost-recovery of the program through generated revenue	75%
Efficiency	Per worker cost of the programme	USD 19.79 (Total budget received (USD 5,664,273) / No of workers in participating enterprises (286,167)

Annex F. Good Practice and Lessons Learned Templates

Good Practices

Project Title: Better Work Programme in Pakistan

Project DC/SYMBOL: PAK/21/03/PAK
Name of Evaluator: Ruth Bowen and Faaiz Irfan
Date: 30 November 2025

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

GOOD PRACTICE ELEMENT	TEXT Good Practice #1
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**Strengthening workers' role and voice in factory improvement initiatives through activating bi-partite workplace committees.** As a key element in factory-level advisory services, Better Work Pakistan strengthened the functioning of government-mandated Worker-Management Committees (WMCs) and OSH Committees to enable them to engage in dialogue and drive factory improvements.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Applicable in Pakistan and other countries where enterprise bi-partite worker and management committees are mandated by labour law. Such committees are not intended to replace the role of trade unions, where they are present, in representing workers' interests and negotiating collective bargaining agreements.
Establish a clear cause-effect relationship	The Worker-Management Committees are the key entry point for the Better Work enterprise advisors to impart advisory services to both enterprise managers and workers.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries are workers and management in textile and garment factories. Emerging impacts through ongoing operation of the Worker-Management Committees include worker empowerment to influence factory improvements and dialogue to bring about tangible improvements to a range of working conditions and labour standards.
Potential for replication and by whom	Potential for replication by ILO project staff or constituents in other Better Work Country programmes, or in other supply chain enterprises where bi-partite workplace committees are mandated by law.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The practice relates to the priorities of the Pakistan DWCP 2023-2027, and specific ILO Programme and Budget outcomes, including Outcomes 1,4, 6 and 8 of P&B 2024-25.
Other documents or relevant comments	N/A.

Project Title: Better Work Programme in Pakistan

Project DC/SYMBOL: PAK/21/03/PAK
Name of Evaluator: Ruth Bowen and Faaiz Irfan
Date: 30 November 2025

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

GOOD PRACTICE ELEMENT	TEXT Good Practice #2
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**ILO Pakistan Country Office and Better Work Pakistan followed a coordinated ONE-ILO approach to advance labour standards in the textiles and garments sectors to the extent possible.** For example, some participating factories received support from multiple projects, while Better Work and the ILES project jointly supported revision of the provincial labour codes.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Requires a country portfolio with multiple projects running or planned that address the same supply chain or have other objectives in common.
Establish a clear cause-effect relationship	If a synergised approach among projects is employed, there are cost savings as well as amplified outcomes based on multiple messaging and resource sharing.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries were the participating factories and the ILO tripartite constituent partners of the multiple projects involved
Potential for replication and by whom	Can be replicated in any country project or programme where there are multiple projects ongoing with complementary or similar aims and targets.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	A ONE-ILO approach is linked to the Decent Work Country Programme strategic blueprint.
Other documents or relevant comments	N/A

Project Title: Better Work Programme in Pakistan

Project DC/SYMBOL: PAK/21/03/PAK
Name of Evaluator: Ruth Bowen and Faaiz Irfan
Date: 30 November 2025

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

GOOD PRACTICE ELEMENT	TEXT Good Practice #3
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**Strengthening compliance and transparency in wage and leave entitlement practices among participating factories through Better Work factory advisory services.** Management and worker representatives in multiple factories in the evaluation sample attested that Better Work advisory support led to various wage and leave system practices. These included clearer payroll systems, digitalized wage payments, and clearer communication of leave and deduction policies by factory management. Workers highlighted that Better Work Pakistan's guidance helped them understand their entitlements and reduced confusion around wage deductions.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Applicable in any programme where Better Work or another ILO project provides direct advisory support to factories.
Establish a clear cause-effect relationship	The programme's tailored advisory services contributed to improved factory management practices and a more harmonious relationship between workers and managers.
Indicate measurable impact and targeted beneficiaries	Impact on factory compliance with local labour laws is expected to be gradually reflected in Better Work compliance assessment data. Key beneficiaries are factory workers and managers.
Potential for replication and by whom	Potential for replication by ILO project staff or constituents in other Better Work Country programmes, or in other supply chain enterprises.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Links to the Pakistan DWCP 2023-2027, and the ILO Programme and Budget.

Other documents or relevant comments	N/A.

LESSONS LEARNED TEMPLATES

Project Title: Better Work Programme in Pakistan

Project DC/SYMBOL: PAK/21/03/PAK
Name of Evaluator: Ruth Bowen and Faaiz Irfan
Date: 30 November 2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT – Lesson Learned #1
Brief description of lesson learned (link to specific action or task)	In a new Better Work country programme, it takes time and intensive effort to build the trust of participating factories in the advisory and compliance assessment process and hence transparency and a "culture of compliance" on the part of factories.
Context and any related preconditions	In Better Work's pilot phase in Pakistan, some factories were reported not to be completely transparent during the Better Work assessment processes, finding ways to cover certain non-compliances, and resulting in reduced credibility of the labour standards compliance assessment reports.
Targeted users / Beneficiaries	Better Work subscriber factories, buyer subscribers and constituents.
Challenges /negative lessons - Causal factors	Better Work enterprise advisors and brand/buyer subscribers observe that a lack of transparency among participating factories in the compliance assessment process is quite common. This leads to reduced credibility of the Better Work factory assessments and additional cross-checking of the suppliers by the buyers and brands.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Enterprise Advisors need coaching and time to develop the skills to gain factories' trust, and to be able to identify non-transparent reporting.

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Date: 30 November 2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT Lesson Learned #2
Brief description of lessons learned (link to specific action or task)	**Programme design ambitions need to be calibrated to staffing, division of labour and programme duration**. In Pakistan the Better Work Pilot programme combined intensive factory-level work with enabling environment objectives, but operated with a relatively small team with most staff focused on factory engagement, with its heavy operational demands, while limited human resources were available to support policy, capacity building and partnership work, chiefly undertaken by the Programme Manager. Future designs would benefit from a clearer match between the scope, staffing and duration.
Context and any related preconditions	Implementation of the Better Work factory engagement model alongside objectives aimed at improving the policy and national capacity enabling environment.
Targeted users / Beneficiaries	Better Work Pakistan senior staff, Better Work Global, Country Director
Challenges /negative lessons - Causal factors	Policy-level outcomes around legal reform, labour inspectorate capacity among other constituent capacity building outcomes, as well as wider trade promotion aims were largely not realised, and in practice were often channelled through other ILO Projects such as the International Labour and Environmental Standards in Pakistan (ILES) project.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Staff resources were inadequate to make a significant contribution at the enabling environment level, exacerbated by the long gap at senior project management level.

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Date: 30 November 2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT Lesson Learned #3
Brief description of lesson learned (link to specific action or task)	Signing a project-specific MOU with government constituents to embody mutual commitments to action for improvements in the enabling environment was valuable in strengthening constituent ownership; but care should be taken to ensure such an agreement is anchored with the project document and coordinated under the framework of the Decent Work Country Programme.
Context and any related preconditions	Better Work Pakistan signed a project-specific MOU with government at provincial and national level to embody mutual commitments to bring about improvements in the enabling environment conducive to factory compliance. However, its risk-based implementation plan was not feasible within the timeframe nor well-aligned with the Project Document.
Targeted users / Beneficiaries	Project designers, Better Work Country and Global Managers, Country Directors in Better Work Countries.
Challenges /negative lessons - Causal factors	The MOU and its attached implementation plan were not useful for project implementation, and the implementation plan timeframe if used to guide implementation was not feasible.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Project design concerns when negotiating government involvement in programme implementation.

Project Title: Better Work Programme in Pakistan

Project DC/SYMBOL: PAK/21/03/PAK
Name of Evaluator: Ruth Bowen and Faaiz Irfan
Date: 30 November 2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT Lesson Learned #4
Brief description of lesson learned (link to specific action or task)	**Development cooperation programmes can face a significant challenge in maintaining their senior management staffing in cases, albeit infrequent, where the appointed manager takes sick leave for an extended period and the incumbent cannot be replaced due to budget constraints and HR regulations.**
Context and any related preconditions	In the case of Better Work Pakistan Pilot Phase there was a gap of over 12 months in substantively filling the programme manager position following the incumbent's extended sick leave period. When it became clear that the incumbent would not return to the position during the remainder of the programme life, ILO central budget was used to employ another Programme Manager. ILO might consider conducting a post-mortem of such cases and developing back-up procedures and policies to address such situations which can have an enormous impact on the programme's progress and achievements.
Targeted users / Beneficiaries	ILO and development cooperation donors.
Challenges /negative lessons - Causal factors	The programme's progress and achievements were negatively impacted, especially regarding achievement of the policy and capacity building outcomes which depended on substantial inputs from the Programme Manager.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	Related to continuity of project staffing, and ILO HR and financial support to development cooperation projects.