

**International Labour Organization
Office for Pakistan**

**Women's Employment Concerns and Working Conditions
(WEC-PK)
(PAK/05/MO1/CAN)**

Independent Mid-Term Evaluation

Prepared by

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**Final Report
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Abbreviations

CDA	Capital Development Authority
CDC	Career Development Centre
CSA	Civil Services Academy
CIDA	Canadian International Development Agency
DIA	Diversity in Action
DSP	Decentralization Support Programme
DWE	Directorate of Workers Education
EFP	Employers Federation of Pakistan
FMFB	First MicroFinance Bank
GRAP	Gender Reform Action Plan
HRD	Human Resource Development
ILO	International Labour Organization
LMIS	Labour Market Information Systems
MoL	Ministry of Labour
MoWD	Ministry of Women Development
NCSW	National Commission on the Status of Women
NIPA	National Institute of Public Administration
NRB	National Reconstruction Bureau
NRSP	National Rural Support Programme
NSC	National Steering Committee
NTSC	National Tripartite Stakeholders Consultation
PCHR	Parliamentary Commission for Human Rights
PRMP	Public Resource Management Programme
PWF	Pakistan Workers Federation
SRSP	Sarhad Rural Support Programme
STI	Secretariat Training Institute
TREE	Training for Rural Economic Empowerment
WEC-PK	Women Employment Concerns and Working Conditions
WWF	Workers Welfare Fund
WWOP	Women's Welfare Organization Poonch

Evaluation Summary

Women's Employment Concerns and Working Conditions (WEC-PK)

Quick Facts

Countries:	Pakistan
Mid-Term Evaluation:	December 2007-January 2008
Mode of Evaluation:	Independent
Technical Area:	Women's Employment/Formal Sector
Evaluation Management:	Mr. Manzoor Khaliq
Evaluation Team:	Ms. Themrise Khan (Team Leader) and Mr. Irfan Khan (National Consultant)
Project Start:	March 2005
Project End:	December 2008
Project Code:	(PAK/05/MO1/CAN)
Donor:	CIDA Canada (US\$2,132,273)

Background and Context

The employment issues and conditions of working women in Pakistan include not only the exclusion of women from the workforce, but also their invisibility within the existing workforce, especially in the form of informal labour. In the formal sector, women's employment is concentrated mainly in the traditional occupations of education and health. However, intensive surveys of industrial establishments have shown that women are relegated to temporary, casual or contract work that is very poorly paid and labor regulations are often not observed.

To effectively minimize all these problems and to achieve the objective of better quality of life for women through decent employment, the International Labor Office (ILO) in Pakistan, in collaboration with the Canadian International Development Agency (CIDA), has developed a 3-year project titled "Women Employment Concerns and Working Conditions in Pakistan (WEC-PK)". Through a tripartite consultative process, a two-pronged approach was developed for implementation:

- 1. Creation of a supportive environment through institutional strengthening of relevant ministries and other social partners**
- 2. Provision of direct assistance to women to secure decent employment**

This was to be implemented through four main components:

Component 1: Capacity enhancement of the Ministry of Labor, Manpower and Overseas Pakistanis and the Ministry of Women Development to promote decent employment and women workers' rights.

Component 2: Direct assistance to both the women and the key social actors to improve

the quantity and quality of employment for women with the view to promoting their empowerment whilst improving the welfare of the families.

Component 3: Promoting Gender Equality in private sector organizations in Pakistan

Component 4: Promoting women's participation and leadership in trade unions in Pakistan

Evaluation Background

This is an independent mid-term evaluation of progress made through the project to date. The key purpose of the mid-term evaluation (as prescribed in the evaluation TORs) is to:

- review the ongoing progress and performance of the project
- examine the likelihood of the project achieving its objectives
- examine the delivery of the project inputs/activities
- identify successes and constraints to be able to derive a set of lessons learned
- identify the potential impact on policy and strategies and suggest a possible way forward for the future.

The WEC-PK approach is a relatively new one, therefore it is constantly evolving and adapting to the needs and demands that it encounters along the way. This also being a mid-term evaluation, some activities are either still on-going or have been planned for the next quarter. A final expanded evaluation/impact assessment exercise is planned to take place towards the end of project implementation.

Evaluation Methodology

The evaluation was conducted by a two member team of national consultants, consisting of one female (Team Leader) and one male (National Consultant) member. The mid-term evaluation was carried out using the following main methodological elements:

- A desk review to establish the specific evaluation instrument;
- Visits to project sites for consultations with project staff, project partners, and other key stakeholders;
- Discussions with key stakeholders and other informants.

The evaluation team was asked to address the four overall ILO evaluation concerns of effectiveness, efficiency, relevance and sustainability as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects*. In addition, the evaluation team was asked to come up with a set of lessons learned which encapsulated two main elements: what worked in this project and what did not. Subsequently, these lessons were to be incorporated into a set of recommendations.

Selection of the partners was done by the evaluation team on the basis of an even spread of government, NGO, donor and private sector. The selection of the NGO partners for Component 2, was done on the basis of an even geographical spread and large vs. mid-size organizations. Meetings with key stakeholders were conducted in Islamabad,

Karachi, Lahore and Peshawar in December 2007 and January 2008. The evaluation met with only the project management staff of all organizations. Beneficiaries such as women trained in Component 2, or trainees of government institutions, were not included under the purview of this evaluation, since the focus was on evaluating the overall impact of the project design, rather than evaluating beneficiary impact.

Present Situation of Project

Since the four project components have begun in late 2005, below are some of the key targets that have been achieved, as of January 2008:

Component 1: Training and capacity building of government officers and state functionaries has been conducted in all four provinces. International linkages have been developed through the ILO School in Turin and academia has been sensitized through university research grants.

Component 2: Contracts have been signed with 11 organizations in four provinces for business development training of 6,000 women. Orientation workshop commenced to discuss technical and financial reporting frame work. Project activities have been kicked off from June, 2007 and trainings are being held in specific regions of Pakistan.

Component 3: Background research and documentation for situational analysis of women in the private sector have been conducted by the partner organization. Series of training workshops for women executives and interactive advocacy workshops to sensitize employers towards gender equality, have been conducted in seven cities across the country. A Gender Equality Policy has been drafted for the private sector.

Component 4: Background research and documentation for situational analysis of women in trade unions have been conducted by the partner organization. Gender Sensitization seminars aimed to raise awareness on women workers rights and laws have been conducted in six regions. An Advanced Leadership Programme for Women TU leaders/ Office Bearers has been completed in six regions.

Main Findings

Overall, the WEC-PK project has succeeded in achieving its objectives to build institutional capacity, create awareness, develop a resource base, both knowledge and skill based, and provide direct assistance to women. However, the project has had its share of design and implementation related issues that could be improved for the future.

1. The four project components do not come across as integrated as the strategy envisioned.
2. The project components have focused more on capacity building of organizations such as the MoL, EFP and PWF. In such a scenario, the role of direct assistance has not been so much of a balancing factor in the project design, as was originally envisioned.

Furthermore, direct intervention can prove less effective when there is such a limited time span (10 months), as in the case of Component 2.

3. There has not been a visible effort made to link the WEC-PK project with any of the existing programmes within the ILO Office for Pakistan. For instance, the Labour Market Information Systems Project (LMIS) could provide a good statistical linkage for the project on which to also women's employment interventions by collating data.

4. While several partners in all four components have developed knowledge resources which include baseline surveys and industry-wide surveys, and awareness materials in Urdu and English, the element of targeted qualitative issue-based research has been missing overall. Process documentation that focuses on, for example, why a partnership or collaboration did not work, is wanting.

5. The project has been very successful in engaging partners at different levels, spreading knowledge on the decent work agenda and rights and needs of working women. It has developed very good working relations with several non-traditional partners such as academic institutions, the corporate sector, semi-autonomous institutions, etc.

6. The WEC-PK project has been successful in targeting the relevant stakeholders such as government, employers, activists and NGOs. It has been fairly efficient in its approach of piggybacking on existing initiatives or building on its pool of fellowship awardees as a technical resource for partners. In the long-run however, sporadic and minimal involvement in activities of other programmes are good to provide a platform for sensitization, but not efficient in creating any lasting impact. This also leads to compromising the effectiveness of the project being able to target the main issues surrounding women's employment concerns, This resultantly impacts on the sustainability of the project, as several planned initiatives or outcomes of the project will close with the project itself, and may not be internalized by partner organizations.

Recommendations and Lessons Learned

The WEC-PK project has several aspects that merit recognition in terms of sound project design and replication.

- i. Successful organizational partnerships with different organizations
- ii. Diverse partner base and outreach
- iii. Broad media coverage
- iv. Effective use of international expertise
- v. Innovative partner linkages
- vi. Valuable resource development
- vii. Efficient resource utilization

Keeping in mind the lessons and issues emerging above, the evaluation team recommends the following actions for future replication or extension:

- There needs to be more active involvement by the lead Ministries in projects such as this, even if it means intensive handholding. The Ministry must also be given more responsibility to increase its ownership of the project.
- Direct assistance components must be avoided as part of pilot initiatives that also aim at policy level work, unless they form the bulk of the programme. Otherwise, the pilot should be linked with refinement/development of models, in addition to documenting learnings for future programming.
- The projects should avoid supplementary or one-off inputs that may dilute overall impact.
- For future intentions, it may be more relevant if the project is designed in a way that there are several sector-specific initiatives such as the agricultural sector, women in the informal sector, or the industrial sector, etc. Such an approach could be more consolidated and focused and would be able to generate greater policy impact.
- Periodic stakeholders' forums should be facilitated to encourage linkages between partners and to keep them abreast of each other's progress.
- It is recommended that the remaining project time be spent in consolidating the key lessons emerging from each component, to be able to come to some sort of policy analysis of the interventions that are required in order to address the concerns of working women on a broader level. This could also perhaps be done by commissioning a set of research briefs that highlight the major issues.

1. Project Background¹

The employment status and conditions of working women in Pakistan present a challenging picture. Problems include not only the exclusion of women from the workforce, but also their invisibility within the existing workforce, especially in the form of informal labour, where majority of women are home based workers in petty manufacturing, producing a variety of goods involving intensive labor inputs.

In the formal sector, women's employment is concentrated mainly in the traditional occupations of education and health. The numbers of women in secretarial jobs and in manufacturing production have also increased, but intensive surveys of industrial establishments have shown that women are relegated to temporary, casual or contract work that is very poorly paid and labor regulations pertaining to women are often not observed.

Women in Pakistan, broadly lack effective access to skill training, credit, marketing, business counseling, and other support services essential to the growth of female entrepreneurship. This is a matter of serious concern, since women constitute about half of the nation's population (Economic Survey 2001 - 02), and two-thirds of those in poverty are women, particularly in the rural areas (Poverty Reduction and Human Development Strategy, 2002). Various consultative and review processes conducted during the last few years have strongly emphasized that there are contextual factors that have obstructed women's economic empowerment in Pakistan. In addition to low literacy levels, restricted mobility and lack of access to training and other productive resources, other "disabling" factors which have hindered women's employment include the following:

- lack of effective institutional structures;
- weak institutional capacity for providing more and decent jobs for women;
- lack of effective implementation of labour legislation;
- lack of adequate and appropriate legislation to cover the informal sector where majority of women are involved;
- Need for more and better jobs.

To effectively minimize all these problems and to achieve the objective of better quality of life for women through decent employment, the International Labor Office (ILO) in Pakistan, in collaboration with the Canadian International Development Agency (CIDA), has developed a 3-year project titled "Women Employment Concerns and Working Conditions in Pakistan (WEC-PK)". This programme has been framed within the context of important on-going and larger planning and policy formulation and implementation exercises in Pakistan such as the National Plan of Action for Women, the Ninth Five Year Development Plan of Pakistan (1998-2003), the Poverty Reduction Strategy Paper (2003) the ILO's Decent Work Country Program (2004); the National Policy for the

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Empowerment and Development of Women (2002); and the National Labour Policy 2002, among others.

In order to build on these initiatives and develop a design that would aim to highlight women's employment concerns in Pakistan, the ILO Office in Islamabad organized a series of high-level consultative meetings at the federal and provincial levels with its tripartite constituents, NGOs, UN agencies and donors to assess the needs and scale of interventions for the promotion of women's employment and working conditions, discuss the main constraints facing women workers, and define a framework for action to promote women's training, employment, working conditions and related activities. The result of this consultative process was a programme that followed a two-pronged approach:

- 1. Creation of a supportive environment through institutional strengthening of relevant ministries and other social partners**
- 2. Provision of direct assistance to women to secure decent employment**

In order to implement this approach, the project ultimately developed four main components:

Component 1:

Capacity enhancement of the Ministry of Labor, Manpower and Overseas Pakistanis and the Ministry of Women Development to promote decent employment and women workers' rights.

The programme aims to enhance the capacity of policy makers, planners and implementers to enable them to formulate gender sensitive and responsive policies. Focused activities aim to contribute to the **creation of a supportive environment through institutional strengthening** of key government agencies. The programme also aims to create public awareness and sensitization on problems faced by working women. In this regard, documentaries and research will focus on topics that require intervention through policies and affirmative action by the government. For this purpose, the project has an embedded function to interact with key staff members for:

1. Training in gender sensitization to implement gender-sensitive and employment intensive policies and programs;
2. Review and analyze the current policy and legal framework related with women employment in Pakistan;
3. Development and adaptation of resource materials to produce a training and information package; and
4. Technical assistance to develop and test checklists/guidelines on gender and employment implications.

Component 2:

Direct assistance to both the women and the key social actors to improve the quantity and quality of employment for women with the view to promoting their empowerment whilst improving the welfare of the families.

This component has been designed to provide direct assistance to rural and urban women in getting access to decent employment. The programme aims to improve the quantity and quality of employment for women with the view to promoting their empowerment whilst improving the welfare of their families. Linkages of skill and vocational training with the job market, both in formal and informal employment need to be strengthened to enhance women's economic empowerment.

A total of 6,000 women would be benefited through various interventions focusing on:

- i.** Skill Development leading to self or wage employment
- ii.** Business Development Services
- iii.** Women employment in earthquake affected areas

Component 3:

Promoting Gender Equality in private sector organizations in Pakistan

The objective of this component is to convince employers that the promotion of gender equality and women's empowerment is not only the socially responsible thing to do but also the smart thing to do in business. The key motivational factor will be proof of cost effectiveness and positive impact on profitability of any proposed changes in company policies and practices relating to equality of opportunity and treatment for women and men workers. The positive impact on productivity, efficient use of human resources, higher worker morale, reduced labor turnover, and improved company image, need to be highlighted.

Component 4:

Promoting women's participation and leadership in trade unions in Pakistan

Women's low membership of trade unions, and their low representation in unions' decision-making structures, poses a persistent challenge which is acknowledged by most unions. The implementation of actions to achieve more sex-balanced representation in unions and their top decision-making structures is therefore the most critical. In view of the present scenario, project activities have been designed in collaboration with Pakistan Workers Federation which has the largest membership of workers in Pakistan. The programme mainly focuses on educating and training women on benefits of being member of unions, labour rights, gender equality, trade union management and effective leadership.

The Project actually started after a six month delay in September 2005 when the 6-member team headed by a National Project Coordinator and supported by two project and

three support staff, was put in place and preparatory activities started for full implementation of the project components.

Before the formal launch of the project, the project management initiated a process of briefing all the key stakeholders about the design and conceptual package of the project. Resultantly, The Ministry of Labour agreed to provide patronage for this project and within the Ministry, the Human Resource Development (HRD) Wing was designated as the primary focal point for WEC-PK activities in the Government.

In order to obtain guidance from key stakeholders and start project implementation, a National Tripartite Stakeholders Consultation was organized on October 3, 2005 to have an engaged consultation with key stakeholders. Considering the major components of the project, four working groups were formed to brainstorm, discuss and fine tune the key components. Considering the recommendations of four sub-groups in the National Tripartite Stakeholder Consultation, the project worked out a set of interventions to be implemented to achieve the objectives of the four components of the programme. However, the earthquake disaster of 8 October 2005 in the country caused considerable delays in the finalization of the action programmes.

The National Steering Committee (NSC) of the project (comprised of key functionaries from Government, Private Sector, Trade Unions and Civil Society Organizations) was put into place in February 2006, and has had two meetings thus far.

2. Objectives of the Evaluation

This is an independent mid-term evaluation of progress made through the project to date. This mid-term evaluation is also agreed in the project document and is a mandatory task for the ILO-WEC-PK project. The key purpose of the mid-term evaluation (as prescribed in the evaluation TORs) is to:

- review the ongoing progress and performance of the project
- examine the likelihood of the project achieving its objectives
- examine the delivery of the project inputs/activities
- identify successes and constraints to be able to derive a set of lessons learned
- identify the potential impact on policy and strategies and suggest a possible way forward for the future.

The WEC-PK approach is a relatively new one, therefore it is constantly evolving and adapting to the needs and demands that it encounters along the way. Keeping this in mind, the identification of specific issues and lessons learned for broader application for the WEC-PK concept as a whole, is meant to be a particular supplementary feature of this evaluation. This also being a mid-term evaluation, some activities are either still on-going or have been planned for the next quarter.

This evaluation was initially planned for much earlier (i.e. mid-way through the project), but due to delays was conducted closer towards the end of the actual project period i.e. March 2008. However, the project has during this time, received a no-cost extension from

CIDA till end December 2008, which allowed the mid-term evaluation to take into account the issues encountered, more flexibly. A final expanded evaluation/impact assessment exercise is planned to take place towards the end of project implementation which will cover elements of the WEC-PK more broadly.

3. Evaluation Methodology

The evaluation was conducted by a two member team of national consultants, consisting of one female (Team Leader) and one male (National Consultant) member. The team was guided by a prescribed set of Terms of Reference (See Annex 1 for TORs) and by the ILO-WEC-PK project staff, and the ILO Programme staff, with whom in-depth meetings were held throughout the duration of the evaluation. The UN evaluation norms, standards and ethics have been followed during the evaluation process by the consultants. The mid-term evaluation was carried out using the following main methodological elements:

- A desk review to establish the specific evaluation instrument;
- Visits to project sites for consultations with project staff, project partners, and other key stakeholders;
- Discussions with key stakeholders and other informants.

The evaluation team was asked to address the four overall ILO evaluation concerns of effectiveness, efficiency, relevance and sustainability as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects*. In addition, the evaluation team was asked to come up with a set of lessons learned which encapsulated two main elements: what worked in this project and what did not. Subsequently, these lessons were to be incorporated into a set of recommendations for the future of the project, either in terms of developing a follow-on project, or a new phase of the project after completion of the current phase. Based on the four key evaluation concerns above, it was decided to use qualitative and one-on-one interviews (casual purposive communication) as the primary evaluation instrument. A checklist, prepared in advance, was used as a guide in conducting interviews with key stakeholders (see Annex 2).

Selection of the partners was done by the evaluation team on the basis of an even spread of government, NGO, donor and private sector. The selection of the NGO partners for Component 2, was done on the basis of an even geographical spread and large vs. mid-size organizations. Meetings with key stakeholders were conducted in Islamabad, Karachi, Lahore and Peshawar in December 2007 and January 2008 (see Annex 3 for list of interviews conducted). The evaluation met with only the project management staff of all organizations. Beneficiaries such as women trained in Component 2, or trainees of government institutions, were not included under the purview of this evaluation, since the focus was on evaluating the overall impact of the project design, rather than evaluating beneficiary impact.

The evaluation faced certain constraints during the initial fieldwork. Due to the unexpected adverse law and order situation in late December 2007, visits to the field had

to be postponed. These had to be rescheduled in early January 2008, thus pushing the evaluation timeframe slightly behind schedule.

4. Current Project Status²

Since the four project components have begun in full swing in late 2005, to date the following quantitative targets have been achieved, as of January 2008³:

Component 1

- 694 Government officers trained in NIPAs, CSA, and STIs (as against the total target of 500).
- 267 Legislators, state functionaries, and representatives from civil society organizations and media sensitized on issues confronted by working women in Pakistan in sessions held in Karachi, Lahore, Islamabad, Peshawar, and Quetta.
- Contribution to the UNDP Women's Political School project through a supplementary module developed for Master Trainers and a Manual for Councilors focusing on women employment concerns. The module was used to train 100 master trainers who trained 24,000 women councilors throughout Pakistan.
- 37 NCSW participants including members of NCSW trained in 3-day Training on Gender Audit; 35 participants trained for GRAP Punjab.
- Capacity Building of Career Development Center (GRAP, Punjab): 10 Managers trained on core subjects essential for operating career development centers.
- Fellowships: Five key officials representing government, employers and workers sent for International Trainings. One senior NGO official was given fellowship as speaker in two workshops abroad.
- Gender Audit of Workers Welfare Fund Portfolio (WWF).
- Technical facilitation being provided to CDA in establishing Daycare Centers for Working Mothers in 11 sites in Islamabad.
- Documentary on Mobility Concerns of working women aims to highlight the ground realities related to women's physical mobility (completed, launch is planned in Jan, 2008).
- Letter of Intent signed with Action Aid Pakistan on CIDA funded project "Empowering Women Home-based workers" to collaborate for developing Social Protection Bill for HB Workers.
- Mini program signed with HomeNet Pakistan "Consultation on Draft National Policy on Home-Based Workers in Pakistan" to facilitate drafting a policy for HB workers.

² From UNDP, 2007.

³ Not furnished in the final report, but the data is available in the draft final report.

- Small Research Grants for University Students: 35 grants awarded in seven universities Research completed and Reports received, seminars planned in Jan-Feb 2008.
- Research on the Status of Women Working in Private Education Sector planned in collaboration with NCSW (mid 2008)
- Development of Course for Peshawar University on “Gender and Work” (in progress).

Component 2

- Contract signed with 11 organizations in four provinces for business development training of 6,000 women. Orientation workshop commenced to discuss technical and financial reporting frame work. Project activities have been kicked off from June, 2007 and trainings are being held in specific regions of Pakistan.
- “Bridging the Digital Divide between Rural and Urban areas” of Pakistan along with TELENOR (Target: 20 women and men trained in ICT, five provided hardware to set up ICT Kiosks).
- Skill Training to 700 women in Garment Factories in collaboration with Ministry of Textile in four disciplines.

Component 3

- Industry-wide Survey: “State of Women in Private Sector Organizations”, 1,000 interviews completed in four provinces. Report being finalized.
- Compilation of Best Practices on Gender Equality Policy’s implementation in 50 Private Sector Organizations. Report being finalized.
- Series of Training workshops on “Breaking the Glass Ceiling: Women in Management” completed in seven regions for over 350 women executives in private sector organizations in Lahore Sialkot, Quetta, Peshawar, Faisalabad, Karachi and Islamabad. (As against the target of 150 women).
- Interactive Advocacy workshop to persuade employers for the implementation of Gender Equality policy, commenced in Faisalabad, Sialkot, Karachi and Islamabad. Planned in Lahore, Peshawar and Quetta during Jan-Feb 2008. (Target 150 Managers)
- Developing five young Women students as Entrepreneurs: Number of Business Institutes and Microfinance Banks inducted on initiative, Modalities of financial support discussed; Training held and selected women working to develop business proposals.
- Gender Equality Policy for private sector organizations drafted; feedback being incorporated.

Component 4

- “Training Needs Assessment” carried out in four provinces to identify training needs of women trade union leaders for Advanced Leadership Programme. Report printed and disseminated.

- Baseline Survey “State of women in Trade Unions” (total 500 Interviews in North and South Punjab). Report printed and disseminated.
- Gender Sensitization Seminars aimed to raise awareness on women workers rights and Laws (228 women and men trained in six regions against the target of 150). Reports of each seminar drafted. Consolidated Report under compilation.
- Advanced Leadership Programme for Women TU leaders/ Office Bearers: six Resource persons contracted, training modules developed on identified core subjects, training on leadership skills completed in six regions. Remaining 24 trainings scheduled during Jan-April, 2008.
- Booklet on “Gender Sensitization” printed and disseminated during training programme.
- Poster developed and disseminated on International Women’s Day, highlighting the significance of women’s participation in trade unions for the protection of workers’ rights
- Gender Equality Policy for Trade Unions scheduled to be drafted during Jan 2008.

5. Key Findings

One of the design elements of the WEC-PK project, is the independent nature of each of its four components. In order to ascertain the overall effectiveness of the project, each component was evaluated independently, keeping in mind the four required evaluation concerns before arriving at any conclusions.

5.1. Component I

Capacity enhancement of the Ministry of Labor, Manpower and Overseas Pakistanis and the Ministry of Women Development to promote decent employment and women workers’ rights.

Component at a Glance

Objectives	Key Partners	Main Activities
Capacity building of key stakeholders in the public sector	<ul style="list-style-type: none"> • Ministry of Labour • National Commission for Status of Women • NIPAs, CSAs and STIs • GRAP Punjab • Parliamentarians • Commission for Human Rights 	<ul style="list-style-type: none"> • Trainings and sensitization seminars for public sector officials • Gender Audit Training • Establishment of Career Counseling centres in five Universities of Punjab • Developing supplementary modules for capacity building of women councilors
Policy advocacy, analysis and	<ul style="list-style-type: none"> • Workers Welfare Fund • Capital Development 	<ul style="list-style-type: none"> • Gender Assessment study of WWF

development	Authority	<ul style="list-style-type: none"> • Establishing Daycare Centres in ICT • Documentaries on National Crèche Fund and mobility concerns of working women
Research and Documentation	<ul style="list-style-type: none"> • Seven Universities • Six International Fellowship Candidates 	<ul style="list-style-type: none"> • Research grants for 35 students in seven universities on issues of women's employment • Fellowships to five participants (govt., employers and workers) for ILO sponsored course in Turin
Additional Activities	<ul style="list-style-type: none"> • ActionAid Pakistan • HomeNet • Miscellaneous 	<ul style="list-style-type: none"> • Research, advocacy on Home-based Workers • Celebrating International Women's Day through seminars and media • Contribution to Joint UN Agencies Proposal on Gender Parity in Pakistan

5.1.1. Capacity Building and Sensitization

The primary aim of this component was to target public sector organizations through capacity building and sensitization on employment concerns of working women. This is perhaps the only component that has a direct linkage with the projects' key partners in Government, i.e. the Ministry of Labour (MoL) and the Ministry of Women Development (MoWD). The intended outcomes of this component according to the WEC-PK project document, were:

- Institutional strengthening of the MoL and MoWD
- Training and sensitization of staff of the above Ministries and relevant public sector training organizations on the current policy and legal framework on women and employment in Pakistan
- Development of a set of training resources in women's employment concerns

This objective was met through a variety of ways by the project. The most prominent of these were:

- a) Training of government officers across the country in issues related to women's employment concerns, including on International Labour Standards, Bonded and Child Labour and relevant ILO Conventions. A total of 694 staff were sensitized across the country through inclusion of training modules in various government

training institutes across the country. This was well above the 500 staff that were originally targeted. The WEC-PK project provided material and resource persons for these modules which were included as part of regular programmes of institutes like NIPA. This also included four induction seminars for the Civil Service Academy (CSA) probationers at Walton Academy. ILO also assisted the CSA in providing specialist guest speakers for these topics, which included issues like *vanni* and *swarra* and providing documentation for the probationers. As a result, the syllabus of the CSA Common programme approved by the CSA Board of Governors, now has gender as part of the curriculum.

- b) WEC-PK contributed to the UNDP-funded and managed Women's Political School project, through the development of a supplementary module for Master Trainers and Manual for Councilors that focused on women employment concerns. The module was used by the Women's Political School project to train 100 master trainers who in turn, trained 24,000 women councilors in all four provinces. This intervention was included after the approval of the project. Since female councilors form a major nexus between the local government and community, WEC-PK chose to piggyback on this project rather than work separately with local government, in order to maximize outreach. ILO support was limited to developing a module on working women's concerns and relevant ILO conventions for incorporation into the overall training program of the project. Subsequently, an illustrated training module in Urdu was designed and developed with technical assistance from the WEC-PK project through a consultant and incorporated into the overall training package.
- c) The Parliamentary Commission for Human Rights (PCHR) has been assisted by WEC-PK in conducting sensitization workshops in all four provinces for over 220 male and female parliamentarians, belonging to all the major political parties. Two bills were prepared as an outcome of these workshops that have been submitted to Parliament and referred to the Standing Committees: the Home-based Women Workers Protection Act and the Working Women's Protection Act. This initiative was an interesting one in the sense that it brought together parliamentarians and politicians belonging to opposing parties who sat together during these workshops and debated on issues of women's employment. Such interventions can have direct positive impact on policy, as they target actual policy-makers, rather than implementers.
- d) The main form of engagement with the MoWD has been through the National Commission for the Status of Women (NCSW). The NCSW Chairperson is also a part of the WEC-PK National Steering Committee. The main initiative for partnership with NCSW, was originally a Women in Private Sector Education project. This project had been envisioned much earlier by ILO and NCSW and an MoU was signed between the two organizations in April 2007. However the project remained stalled for almost eight months in the Economic Affairs Division which needed to give its approval. During the initial design of the education project, WEC-PK organized a Gender Audit Training for NCSW staff, which was

designed and conducted by senior members of ILO's Gender Bureau in Geneva. The education project has now been approved and has paved the way for a firmer collaboration between ILO and NCSW.

- e) The WEC-PK partnership with the Gender Reform Action Plan (GRAP) of the Punjab Government materialized after the Federal GRAP (funded through ADB), was not implemented. GRAP Punjab however, through a Rs.600 million grant by the Government of Punjab, was the only province to implement the GRAP independently. WEC-PK's contribution which was not part of the original project document, involved support to GRAP Punjab for setting up Career Development Centres (CDCs) in five Universities of Punjab to support women's employment. The aim of these CDCs, is to provide business support services and conduct job fairs for students to create linkages with the corporate sector, especially to support women's employment. In addition and due to the success of the Gender Audit Training conducted for NCSW, a similar training was also conducted for GRAP staff.
- f) Other activities include partnership with HomeNet for support to a regional conference on home-based workers scheduled for March 2008 and a partnership with ActionAid Pakistan through a Letter of Intent to piggyback on a \$350,000 CIDA funded home-based workers project. WEC-PK has also provided support to the Punjab Public Resource Management Program (PRMP) to devise a Communication Strategy with a focus on labour standards as a whole and women's work issues as part of that. This will be implemented through a series of workshops covering four major themes hosted by respective Chamber of Commerce in eight cities of Punjab province, focusing on key business areas.
- g) The WEC-PK project has also been involved in several one-off activities since its inception such as celebrating International Women's Day through a televised programme on Pakistan Television. Seminars on sexual harassment in the workplace were collaboratively arranged with NGOs such as AASHA (Alliance Against Sexual Harassment) and WEBCOP, a bilateral council of workers and employers. WEC-PK project staff were also heavily involved in a five-month long process to develop a Joint UN Agencies Proposal on Gender Parity in Pakistan to access the UNDP-Spain MDG Achievement Fund. This collaboration was important in several aspects, including the fact that Pakistan is one of the eight countries where One UN is being piloted to ensure faster and more effective development operations by establishing a consolidated UN presence. Secondly, ILO was able to influence the design of the joint proposal by incorporating issues pertaining to women employment concerns and in political, legal, and economic components of the proposal. Thus, ILO will contribute to gender parity in Pakistan by working with key stakeholders to support the implementation of Home Based Worker Policy, and advocating for implementation of Declaration on Fundamental Principles and Rights of Work in the context of Decent Work Country Programme and women specific ILO Conventions.

5.1.2. Policy Advocacy

a) WEC-PK interventions with the Workers Welfare Fund (WWF), - a major public endowment created to carry out improvement for the welfare of workers and their families – involved carrying out a Gender Audit of the Fund’s development portfolio. The study looked at whether the activities supported by the Fund and provincial Boards were specifically targeting women as well as men. Findings of this study claim that this is not so and management and utility of the fund is primarily gender blind. The report has substantial recommendations to bring changes in the WWF, such as an amendment in the WWF Ordinance for representation of women in the general body so that it becomes a gender sensitive organization⁴. The report, which has brought to light the valuable contribution which the WWF can actually make for women workers, is to be published shortly, and will be used to lobby with the government for greater welfare services for women workers.

b) The project was initially meant to provide assistance to all four provinces in developing PC-1s for establishing crèches. It was also supposed to have lobbied for the announcement of a National Crèche Fund in the Federal Budget 2007-08. However, this did not occur and ultimately led to WEC-PK broaching an innovative supplementary initiative with the Capital Development Authority (CDA). This involved providing CDA with technical support to establish 11 Daycare Centres in Islamabad. The concept of daycare is new in Pakistan, but extremely relevant to the plight of working mothers. At the moment, only a handful of multinational companies have proper daycare facilities on their premises for their female employees (e.g. Unilever in Karachi). When CDA was keen to take on this concept for the capital and provided 11 sites for the purpose, ILO offered to support them by providing consultants who specialize in designing daycare centres both structurally and conceptually. This initiative was not part of the original WEC-PK design.

c) WEC-PK has supported the development of two documentaries: one on the importance of the National Crèche Fund and another on the issues surrounding the mobility of working women in Pakistan. Both documentaries were commissioned under WEC-PK to an independent filmmaker and have been completed. ILO plans to launch these documentaries at a public forum and disseminate them widely among stakeholders to be able to raise awareness about such issues. Plans are also to perhaps air these documentaries on a satellite television channel as well, for greater coverage.

5.1.3. Research and Documentation

a) The University Grants program was the main feature of this objective. Seven Universities were selected across the country to participate in this program⁵. According to the second WEC-PK Progress Report, a number of the major universities were

⁴ *Confidential*, 2008, 19

⁵ *Confidential*, 2008, 19

NCSW which is an autonomous body, there has been limited interaction with this Ministry other than their involvement in events such as International Women's Day. Since both Ministry's are stipulated partners of the WEC-PK project, increased interaction, particularly in decision-making and project implementation, will ensure greater ownership of the project.

ii) There are issues in terms of the sustainability of the activities undertaken within this component. For example, in the UNDP supported Women's Political School Project, while inclusion of the module on women's employment concerns was a success, the UNDP project itself was a one-off training initiative. According to the former National Project Manager of the Women's Political School, the project has come to a close and there is no apparent follow-up planned to these trainings, even though 100 Master trainers have been developed across the country⁷. However, the four Rural Development Academies who were key partners in conducting this training, have included this module into their curriculum. It was also decided in a meeting of the NSC, to sensitize male councilors as well. The National Reconstruction Bureau (NRB) was to be contacted for this purpose. However, this has not materialized so far. Similarly, the target audience of PCHR are MNAs and MPAs. While the current batch of Parliamentarians have been sensitized through workshops, sensitizing future elected Parliamentarians, such as after the upcoming elections, will have to be the responsibility of PCHR, who according to its Chief Coordinator, does not have a clear plan for continuing these workshops, at present, due to resource constraints⁸.

iii) The University Research Grants activity is an encouraging initiative for students from the public sector. However, once they are completed, apart from publication of the compendium of research papers produced, the universities do not have any current plans of taking this further. Although the students have benefited greatly from the exposure provided to them through this facility, the Departments themselves cannot offer such financial grants due to their limited resources. This was illustrated by a request from the universities visited for further financial assistance for research. While students have several opportunities to obtain funding from other sources, including scholarships and grants available on the internet, since this activity will not be repeated in the next academic year, it has left a void of sorts within the host departments, as they subsequently cannot offer this facility to new students.

iv) The project had developed an action programme to collaborate with the Directorate of Workers Education (DWE) in two of their projects in 2006. However, before this collaboration could materialize, the DWE received funding from the ADB's Decentralization Support Programme (DSP) to carry out similar activities. As a result, they no longer were required to collaborate with ILO, with what could have been a key partner for the project, even though it has been extending technical support to the DWE through ILO's regular training programmes.

⁷ WFP, IDN 2007

⁸ WFP, IDN 2008

v) There are several supplementary activities that have been carried out within this component that were not part of the original workplan, thus diluting from its main objective of capacity building (particularly of government institutions) and policy advocacy. This included involvement on the Joint UN Proposal which took almost five months of the WEC-PK project staff time, and took a considerable amount of time away from planned activities. It also included the partnerships with HomeNet and ActionAid Pakistan for technical support to issues of informal labour. While there is a great need to include informal labour within the purview of this project, and while such partnerships were commendable in their inclusion, they perhaps required more in-depth and longer-term interventions.

vi) One of the objectives of this component, was to try and influence policy. However, very few interventions have been carried out to operationalize this. The project was supposed to have worked with PCHR and NCSW in the review of the draft Equal Employment Opportunities Act. While the shortcomings in the draft act have already been identified, the process of deliberations remains to be initiated. Similarly, advocacy activities were to have been conducted in relation to the policy on Sexual Harassment at Work Place. However, only one seminar has been organized in collaboration with AASHA, a local NGO for this purpose.

5.2. Component 2

Direct assistance to both the women and the key social actors to improve the quantity and quality of employment for women with the view to promoting their empowerment whilst improving the welfare of the families.

Component at a Glance

Objectives	Key Partners	Main Activities
Skill development training of 6000 women in vulnerable groups in getting decent employment	<ul style="list-style-type: none"> • First MicroFinance Bank • LEAD Pakistan • Taraqee Foundation • National Rural Support Programme • Sarhad Rural Support Programme • Bunyad Development Foundation • Hawwa Foundation • Hashoo Foundation • Meirman • BEFARe • Semiotics/Women Welfare 	<ul style="list-style-type: none"> • Contracts signed with 11 partner NGOs • Training programs developed and conducted for 6,000 women

	Organization Poonch	
Development of Knowledge Base		<ul style="list-style-type: none"> • Training Needs Assessment of women and training disciplines • Development of training modules by partner NGOs

5.2.1. Skill Development Training

This component of the project was meant to target “direct” beneficiaries, i.e. assisting 6,000 women in getting access to decent employment through skills training and business development. Since skills training and supporting women in income generating activities was already being undertaken by a number of NGOs, ILO sought to implement this component through them, thus also ensuring participation of civil society within the project purview. A total of 87 organizations underwent a competitive bidding process for the training grants which ranged between approximately 20,000 to 100,000 US dollars each. Ultimately, 11 organizations were selected from all four provinces.

The profile of these organizations ranged from large national organizations such as the National Rural Support Programme and LEAD Pakistan, to consulting firms such as Semiotics, private sector not-for profits like Hashoo Foundation and small NGOs such as Meirman and the Women Welfare Organization Poonch (see complete list of partner NGOs in Table above). Some partners such as the Hashoo Foundation, choose to tie in this project with their existing program of training women from low-income areas in hotel management. Others such as the First MicroFinance Bank and the Sarhad Rural Support Programme, targeted their existing female clients as beneficiary trainees. Yet others, such as BEFAre in NWFP, selected new women beneficiaries altogether. The skills targeted in these trainings were selected after a process of needs assessment and research by the partner organizations, who then designed a 2-3 month training program for the beneficiaries. These trainings have only just begun and are intended to be completed by March 2008.

There have been a number of innovations within this component, by way of selection of partners. The case of Semiotics is a unique one. A large consulting firm who would not ordinarily undertake such a small contractual obligation, Semiotics on ILO’s initiative partnered with the Women’s Welfare Organization Poonch (WWOP), the largest women’s NGO in AJK. The idea was to help build WWOP’s capacity, who although keen on concept and outreach, were weak on implementation. Problems were encountered initially as Semiotics sub-contracted WWOP rather than co-partnered with them. The earthquake had also changed the situation in AJK. Relief and rehabilitation had changed the mindset of the people to receive charity. Changing this mindset and getting deserving trainees proved to be a challenge. This was also WWOP’s first time working with an external Islamabad-based partner. Semiotics had already done a case study on WWOP so were familiar with the organization. However, it still took time to build trust within WWOP with whom at one point the contract was almost terminated by Semiotics. Now

however, the feeling is that they will be able to take these trainings forward themselves once the project ends.

The First MicroFinance Bank is another large and unusual partner for this component. It is different from other banks in that its objective is more to impact on poverty, rather than simply provide credit. Set up by the AKDN, FMFB had already decided to set up business development units within its structure. Almost all of its 900 women trainees are FMFB clients, 80% of who FMFB defines as “chronic” poor. These women have not been accessed by any other institution for income generation or training. Between 100 and 150 women out of the trainees will be taken forward as part of a mentoring “role model” program. They will receive multiple level training and financial capital monitoring. These women will be mentored for one year to set up their businesses and manage on their own.

5.2.2. Emerging Issues

i) This component had to go through the competitive bidding process as per ILO regulations, as the budget exceeded US\$20,000. This was a very lengthy process which ultimately also restricted the type of organizations who could be selected, as smaller NGOs did not have the technical capacity to meet many of ILO Headquarters requirements. It also slowed down the process which led to a late take-off for the component i.e. July 2007 as opposed to April 2007. The project size was further cut down in order to accommodate more organizations and the time frame was also reduced from 18 months to 10 months which impacted on the training timeline and activities for most of the partners, who had to squeeze needs assessments, training design, participant selection and an 8-week training into a very short span of time.

ii) While skills training for women is a crucial part of access to decent, especially home-based employment, the selection of large rural support programs like SRSP and NRSP do not seem to be practical for the few number of women they target e.g. 300 and 500 women beneficiaries respectively. For SRSP for example, this is a miniscule part of their mainstream program that works on credit and infrastructure in 12 districts of NWFP. Organizations such as LEAD Pakistan and the First MicroFinance Bank have a higher number of target beneficiaries at 1,000 and 900 women respectively, but these too are distributed among different provinces. Smaller NGOs such as Mierman and Hawwa Associates are also part of the component, however, as also mentioned above, limited technical capacity perhaps also limited the number of beneficiaries they could target. It is, therefore, imperative that the learning from this exercise synthesized and used to develop a model of intervention, otherwise it will be of little consequence for the overall impact on women’s skill development.

iii) Once the project ends in March 2008 (with an extension to June 2008), none of the partner NGOs visited by the evaluation team, had a confirmed plan of action as to the post-project period. Similarly, the utility of these trainings will only create some impact if the women are able to access options for employment. For instance, the Hashoo Foundation has been training women in hotel management since 1999, but cannot

guarantee them employment either within the Hashoo chain of hotels or elsewhere. The component design did however include options for marketing to partners and some like Hawwa Associates and BEFARe have signed MoUs with commercial outlets for their crafts, Others like the First MicroFinance Bank (FMFB), spent a large chunk of the project of conducting research into the financial viability of businesses for their beneficiaries.

iv) One of the elements of this component which was added after the project took off, was providing employment support to women in the earthquake affected areas. The project undertook a scoping study of the affected areas to identify areas where women could be employed, which was also incorporated into the objectives of Component 2. However, once Component 2 actually got off the ground, only approximately 600 of the 6,000 women to be trained, belonged to these areas, which reduced the outreach to this target group within WEC-PK. These women were trained by Semiotics and their Muzaffarabad based partner WWOP.

v) The quantitative target – raised from 3,000 in the original project document to 6,000 – is still a fairly small number to help meet one of the project’s goals to provide direct assistance to women to secure decent employment. Moreover, the absence of any synthesis mechanism to refine “models” piloted by partner organizations, is another missing element.

vi) Since one of the project’s strategic features was to create practical linkages with other programmes and activities of ILO, it would have been prudent to build on the learning of the recently concluded Training for Rural Economic Empowerment (TREE) project which provided vocational training to more than 3,000 men and women through intensive handholding and mentoring. While the TREE model is quite scalable and adaptable elsewhere, it would have especially helped BEFARe, WEC-PK’s NGO partner in Mardan which was one of the two districts in which the TREE project was implemented.

5.3. Component 3

Promoting Gender Equality in Private Sector Organizations in Pakistan

Component at a Glance

Objectives	Key Partners	Main Activities
Development of Knowledge Base	<ul style="list-style-type: none"> • Employers Federation of Pakistan • Diversity in Action (DIA) 	<ul style="list-style-type: none"> • Research on best practices in gender equality and state of women employment issues in private sector in Pakistan
Institutional policy measures to promote gender equality in the private sector		<ul style="list-style-type: none"> • Development of a gender policy for endorsement by EFP member organizations
Sensitization of		<ul style="list-style-type: none"> • 350+ female executives

employers to gender equality and decent employment for women		trained on “How to break the Glass Ceiling”
Capacity enhancement of young female professionals		<ul style="list-style-type: none"> • Five women selected to be developed as entrepreneur’s/mentoring

5.3.1. Knowledge Base and Institutional Policy

The Employers Federation of Pakistan (EFP) was established in 1950 as the sole representative of employers in Pakistan. It works with private companies registered in Pakistan, including multinational companies incorporated locally. It has a direct membership of 550 entities that includes Chambers of Commerce and Industries. National companies are the largest among the profile. EFP is one of ILO’s constituent members and its President is on the global governing body of the ILO.

Developing a Gender Equality Policy for private sector companies in Pakistan, has been the main thrust of this component. In order to support this, two research studies -- a survey of 1,000 women on the status of women’s employment and a study of Best Practices in the private sector which surveyed 50 companies -- were conducted by EFP in the first phase of this project. These two studies were meant to feed into the development of the Gender Policy and are now at the publication stage. The Gender Policy itself is linked to the MDGs, Global Compact, Vision 2030 and CIDA policies and input was taken from HR staff of EFP member companies through four provincial workshops. A number of private companies still do not have exclusive gender policies, as some of the subcomponents are supposed to be inbuilt into their HR mechanisms. However, a stand alone gender policy which has system-wide implications is much more effective to address gender issues. Since signing the gender policy is voluntary for EFP members, the main concern is whether private companies will adopt such policies and practices for women’s employment.

The project also collaborated with Diversity in Action (DIA), a consortium of human resource professionals of four multinational companies in Pakistan, to increase the project’s outreach primarily using a US study on corporate performance and gender diversity⁹. Using publicly available data of 353 Fortune 500 companies, this groundbreaking study demonstrates that companies that develop and advance women benefit financially. It would be quite useful to carry out a similar study to, at least, develop a baseline of gender diversity in large Pakistani public-listed companies.

5.3.2. Training and Mentoring

⁹ <http://www.diaaction.org/>

The glass ceiling workshops conducted for female executives were very successful in terms of participation and outreach. Numbers far exceeded the targets for enrollment in these workshops that were held in all four provinces, i.e. a planned 150 as opposed to over 400 participants.

There was not much receptivity by leading business schools (e.g. Karachi-based IBA) to the entrepreneurship component of the programme. Therefore, EFP had to change its strategy to target smaller vocational and technical schools in cities such as Sialkot and Gujrat which gave a greater response. The selection of the final five female candidates is currently in process. However, since the number of beneficiaries for this initiative is quite low in terms of creating any impact, it would be difficult to distil any lessons learned.

5.3.3. Emerging Issues

i) EFP is a legal constituent of ILO therefore it was technically the only choice as a partner for working with the private sector, as ILO is not mandated to work with private companies independently. However, EFP is not entirely representational as a body within the sector either, which led to WEC-PK's collaboration with DIA, which was more focused towards large multi-nationals. EFP is also located in Karachi which is the commercial centre of the country. However, Punjab is equally populous in terms of industry, but EFP membership is limited there as compared to Karachi.

ii) This has been the largest project that EFP has undertaken in terms of scope and finances. A professional team was hired to manage the component in EFP but staff turnover has been high which led to a shaky start. Capacity issues are still a matter of concern, as EFP is not structured to work as a non-profit body that implement projects, rather it is a representational and advocacy oriented association. Therefore, this raises questions as to the how EFP could effectively take these initiatives forward, particularly advocating implementation of the Gender Equality Policy among its members. EFP representatives have themselves iterated in a meeting with the evaluation team, that although they will try to convince as many of their member companies to adopt the Gender Policy, they have limited influence over them for the final decision¹⁰.

iii) There were many one-off initiatives under this component as well e.g. representation by ILO in various private sector events. Clients have included National Bank, Total and School of Leadership, where ILO has presented sessions on introducing the project, ILO Labour Standards and issues related to women's work. While these interventions have proved useful for both ILO and WEC-PK in terms of raising awareness to women's issues among organizations who have a rising number of female employees, they have yet to materialize into any tangible form of technical assistance or partnership, especially since follow-up activities have not been planned.

¹⁰ WEC-PK, 2007

iv) There seems to be no independent continuation of the component by EFP after the projects completes its targets, although they are pending projects with ILO in the pipeline on bonded labour. However, none of these new proposals have any connection with the WEC-PK initiative per se.

5.4. Component 4

Promoting women’s participation and leadership in trade unions in Pakistan

Component at a Glance

Objectives	Key Partners	Main Activities
Development of Knowledge Base on involvement of women in Trade Unions in Pakistan	<ul style="list-style-type: none"> • Pakistan Workers Federation • Pakistan National Textile Leather Garments and General Workers Federation 	<ul style="list-style-type: none"> • Baseline Survey and Training Needs Assessment on state of women in trade unions in Pakistan
Institutional policy measures to promote gender equality in trade unions		<ul style="list-style-type: none"> • Development of a gender policy for endorsement by PWF member organizations
Capacity development of PWF to integrate gender concerns		<ul style="list-style-type: none"> • 150+ women trade union leaders trained leadership skills • 150 male and female trade union leaders/councilors sensitized in gender mainstreaming
Increasing the role of women in trade unions		<ul style="list-style-type: none"> • Sensitization workshops

5.4.1. Knowledge Base and Institutional Policy

The key intervention with Pakistan Workers Federation (PWF), revolved around a multi-module, two-year spread training design for female trade union leaders. This was preceded by firstly, a baseline survey on the status of women’s participation in trade unions in Pakistan and then by a Training Needs Assessment study on advanced leadership skills for women trade union leaders. Some of the findings from the research carried out by PWF are far reaching, and will be useful in increasing our understanding of women workers in trade unions, such as reasons for women to join trade unions, and how

long they think that they should hold an office¹¹. The Training Needs Assessment study was immediately put to use for the project to design appropriate trainings for women trade union leaders and office bearers. This study could also prove helpful in the monitoring and evaluation of this project and also to assess the state of trade unions in Pakistan. On the other hand, the baseline survey on the State of Women Workers in Trade Unions is limited in its scope, as it only focuses on five districts of Punjab. Moreover, the extent of analysis is also limited to tabulation which does not present a qualitative picture of the state of women in trade unions that actually identifies core issues of concern for the sector.

Similar to EFP, the development of a Gender Equality Policy for trade union associations in Pakistan is also mandated under this component, with a particular focus on women trade union leaders. However, work on the gender policy has been delayed by a year because of referendums in major trade unions and an inability to find a consultant to undertake the work. Work on this is only starting now.

As the part of this project, ILO also collaborated with the Pakistan National Textile Leather Garments and General Workers Federation, (PNTLGGWF) based in Multan, to organize four seminars in Multan highlighting the International Labour Standards and concerns of working women. Additionally, the Federation translated three ILO publications into Urdu, in view of inability of many workers to read and understand ILO's publications in English.¹²

5.4.2. Capacity Development and Women's Participation

As a result of the two research studies that have now been published, a concept note on core training areas was designed and consultants hired to develop six training modules on labour rights and laws, role of a Trade Union member, occupational safety and health, work ethics, leadership skills and communication skills. Four of these modules are now complete. And the series of six regional workshops are now in progress. Each module will be imparted to the same group of participants (approximately 25-30 per region) over the six month training spread. PWF has, with ILO assistance, identified, hired and managed these trainers. PWF also plans to eventually use the trained women as master trainers and resource persons in the next round of trainings, after the completion of the project.

5.4.3. Emerging Issues

i) PWF, a constituent of the ILO, came into being after the merger of three separate trade union bodies recently and has become the only national-level representational body for trade unions in Pakistan. Therefore the choice of working with a partner in this area has been limited. This is connected to the issues of capacity within PWF to manage such

¹¹ **ہم نے اس کے لئے ایک دفتر بنانا چاہتا تھا۔**

¹² **انہوں نے ان کے لئے ایک کتاب لکھی، جو ان کے لئے ایک نیا قدم تھا۔**

projects. Although PWF is an established organization, it has mostly been involved in lobbying activities, rather than project implementation and management.

ii) Although WEC-PK's interaction on this issue with PWF is a valuable one in terms of trying to build awareness within PWF itself, it is unclear how these interventions can impact on specific issues like increasing the number of women in trade unions, let alone providing them positions of leadership. While the groundwork for this major transformation has been laid by WEC-PK, once again, it is not clear as to how PWF intends to crystallize it into demonstrable outcomes.

6. Lessons Learned

6.1. Strengths, Innovations and Achievements

The WEC-PK project has several aspects that merit recognition in terms of sound project design and replication.

- i. Organizational Partnership:** This has been the first partnership between CIDA and ILO. Vis-à-vis CIDA, the WEC-PK project has earned ILO a valued position in CIDA's gender programme and has created a model of partnership between a bilateral and multilateral international agency that both can build upon further.
- ii. Diverse Partner Base and Outreach:** The outreach of this project has been splendid as a wide variety of stakeholders ranging from students to trade union activists to employers to NGOs to government functionaries were approached. By and large, the geographical coverage was also even as all four provinces and AJK were targeted. The project has also successfully garnered a tripartite partnership between government, NGOs, and the private sector, including academia. It is normally rare for a pilot project of this nature to include such a diverse array of partners. The project has also been able to reach a vast number of private sector organizations as well including multinationals and foreign think tanks (e.g. Catalyst in the USA) and use their platform to increase for sensitization on women's employment issues.
- iii. Broad Media Coverage:** The project has been very active in obtaining good media coverage. Press releases of all events and activities have been adequately covered in the English and Urdu language national and regional press. Some television coverage of seminars and events have also been featured on the mainstream private satellite television channels such as GEO and ARY. This has helped to increase the visibility of the project.
- iv. Use of International Expertise:** The ILO is well regarded for its international expertise on labour laws and standards. The WEC-PK project has tried to use this expertise as comprehensively as possible within the various components. For instance, the Gender expert in Delhi provided the main inputs in

Component 2. The Trade Union expert provided key inputs in Component 4. The Gender Bureau in Geneva was very effective in putting together the Gender Audit Training for both NCSW and GRAP Punjab. The learnings from the project are conversely meant to feed into the Gender Bureau and among the regional gender experts globally.

- v. **Innovative Partner Linkages:** The linkage of small and large organizations, such as that of Semiotics and WWOP, has been very innovative and can be built upon, both for capacity enhancement of smaller NGOs, as well as for fostering partnership among different types of organizations to maximize outreach and resources. The project has been successful in working also with smaller organizations and entities (albeit on a very small level) such as AASHA, the School of Leadership, etc. which is encouraging for their own work. As some of these were not planned when the project started, the flexible operational space given to the project team is worth noting.
- vi. **Valuable Resource Development:** The project has developed a valuable local resource base for working women’s concerns in the form of training modules, resource persons and promotional material, via the project partners, that would, quite expectedly, contribute to the project’s impact beyond the project life. These resources have also been very valuable for target audiences, especially from the government sector, who normally would not have access to material. Several of the training inputs in Component 1 have been put to good use for the future, by being incorporated in existing regular programmes as permanent modules. This includes the Civil Services Academy, Secretariat Training Institutes (STIs) and NIPAs. A consolidated report of the feedback of these trainings carried out by WEC-PK, illustrates that majority of the participants were very satisfied with both the content and methodology of the training, as well as by the quality of the resource persons¹³.
- vii. **Efficient Resource Utilization:** In most of the collaborations where WEC-PK piggybacked on existing initiatives, the project only picked up the cost of technical inputs. This has maximized outreach, minimized resources and created multiple partnerships.

6.2 Gaps and Issues of Concern

While the WEC-PK project has had many successes in terms of outreach and resources developed, there have also been some gaps that have perhaps created some hindrances in terms of achieving results as envisioned in the project document.

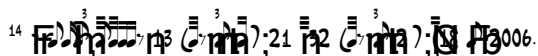
- i. **Cohesion among Project Components:** Although each of the projects’ four components merit independent activities, it is not clear where they will

¹³ R. D. B. K. M. H. G. (2007)

eventually meet, if at all. For example, Component 1 targets public sector institutions for capacity building, while Component 2 is a service-delivery oriented component designed purely for NGOs. Components 3 and 4 are designed around one single organization, both of whom deal with very specific target groups i.e. employers and trade unions. This is not to say that these are not important or relevant stakeholders, or the components are not important in their own. However a lack of cohesion as to how all these stakeholders will come together to create a visible policy impact, is the main question to address.

- ii. Unplanned Activities:** There are several unplanned activities within the project which do not have a direct link with project outcomes. Several activities are also one-off such as presentations in seminars, the inputs into the Joint UN proposal or the Diversity in Action initiative. Although these activities which were never part of the project design, have been able to highlight important issues across a wide spectrum of stakeholders, they have perhaps created a disconnect within the overall objective of the project, as they compete with existing priorities of the various components clearly laid out in the project document.
- iii. Absence of Counterpart Capacity:** There is an absence of a complementary thrust on the part of the Ministry of Labour to support the project. This point has also been brought up by several stakeholders met by the evaluation team. The key stakeholder in this initiative, it is the MoL's responsibility to institutionalize the learnings of this project so that it may be able to take forward these activities itself. The MoL, however, has had a minimal role to play in the entire project, despite the fact that an ILO sponsored Secretariat and focal person has been designated within it to work alongside and their presence in both NSC meetings.
- iv. Locating Strategic Focus:** Many major issues within the women's employment sector have not been addressed within the project, which could have provided it a more focused direction. If one of many other areas, such as women in agriculture, accurate inclusion of women in the labour force statistics, women's wages and legal and social protection, had been selected to design activities around, it could have given the project more direction.
- v. Alignment with Relevant Ministries:** Within the public sector, the project was designed to build the capacity of the MoL and the MoWD. In addition, the project has developed linkages with the Ministry of Textiles. Other Ministries such as Commerce, Trade, Agriculture, Rural Development, etc. are also instrumental in working on women employment concerns. Linkages with these Ministries could have been valuable in creating coherent partnerships and drawing attention to more pertinent issues such as recognizing women's role in informal labour, etc.

- vi. **Delays in Start-up:** The project itself had a very slow start-up which created delays, primarily related to the October 2005 earthquake. Activities mainly related to project inception and planned for October-December 2005, were carried out in the first quarter of 2006 causing a three-month lag. In Component 2 in particular, long and bureaucratic approval procedures led to a late start-up of the fieldwork and a reduction in the actual project time.
- vii. **Absence of Linkages between Partners:** There is also the missed opportunity of creating linkages and experience sharing between the Component 2's eleven organizations that could have led to the development of a strong skill development network. An initial orientation workshop was held in which all 11 NGOs were present. However, since then, they have been working in isolation from each other. The idea here is not to necessarily create formal linkages between partners, but simply to even share knowledge of other project components amongst each other.
- viii. **Representation-based Associations:** Working with associations such as EFP and PWF also have had their share of issues. Weak management capacity within EFP and PWF are a matter of concern, as this was one of the primary aims of these partnerships. It is fairly vague as to how either of these organizations intend to, if at all, take forward their learnings from this project for future courses of action within their respective areas of work. Additionally, resource mobilization is an issue in both organizations. EFP for instance, clearly indicated that because of resource constraints it would not pursue the project further once it closed.
- ix. **Coordination and follow-up mechanisms:** Follow-up of several activities has been limited, especially with one-off initiatives and piggybacked partners, as these were not obliged to report back with any progress. It is often also very difficult to measure impact of presentations at seminars and forums. Similarly, the coordination mechanisms prescribed in the project document have not been used to their full utility. The National Tripartite Stakeholders Consultation (NTSC) has met only once on 3 Oct 2005. While most of the National Steering Committee's recommendations and decisions were adopted by the project team, it was observed that a few recommendations and decisions were not upheld.¹⁴ It is recommended that a mid-course (and end of project) NTSC be held to increase synergy by sharing the WEC-PK implementation experience.
- x. **Modifications in the Project Design:** A number of project elements from the original project document were, apparently, omitted during implementation. These include capacity building of at least 300 key staff of the Ministry of Labour and 250 officials from the Ministry of Women Development; and

¹⁴ 

assistance to MOL and MoWD to review their institutional structures and arrangements to determine how they can promote more effective mainstreaming of gender and employment concerns.

6.3. Overall Assessment


The evaluation team was asked to address the four overall ILO evaluation concerns of effectiveness, efficiency, relevance and sustainability as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects*. In attempting to respond to these four main evaluation concerns, it is important to look at the strategic features adopted in the project document¹⁵. These were:

- i. An integrated approach for implementation of the four components
- ii. Balance between direct assistance for promoting decent employment and institution building through capacity enhancement and policy development
- iii. Two-pronged strategy of gender mainstreaming and women-specific action
- iv. Coordination mechanisms within the programme
- v. Creation of linkages within other programs of ILO and multilateral and bilateral initiatives
- vi. Coordination for research, documentation and advocacy

Overall, the WEC-PK project has succeeded in achieving its objectives to build institutional capacity, create awareness, develop a resource base, both knowledge and skill based, and provide direct assistance to women. It has achieved this through collaborating with partners, providing technical assistance and financial resources. However, if looked at in the light of the strategic features outlined above, the project has had its share of design and implementation related issues that could be improved for the future:

The four project components do not come across as integrated as the strategy envisioned. By and large all partners – government, employers, trade unions, NGOs, and academia, etc. – are unaware of the existence of components (or activities carried out therein) beyond their own. This has undermined the intention to create coordination mechanisms within the project, as well as to integrate the components together to maximize learning and exchange resources.

The project components have focused more on capacity building of organizations such as the MoL, EFP and PWF. The inputs for this have been more direct with government partners in Component 1 (institutional strengthening) and more indirect in interventions with EFP and PWF (organizational capacity through project development). In such a scenario, the role of direct assistance has not been so much of a balancing factor in the project design, as was originally envisioned. Furthermore, direct intervention can prove less effective when there is such a limited time span (10 months). In the case of

¹⁵ 

Component 2, this is evident in the fact that it has not been possible to develop any model of sorts in skill-building interventions, since each partner has implemented the project through different frameworks.

The ILO has a wealth of technical and human resources globally, which could play a very important role in deriving models and opportunities for intervention for local organizations. Many of these resources lie within ILO's existing country programmes. However, there has not been a visible effort made to link the WEC-PK project with any of these programmes within the ILO Office for Pakistan. For instance, the Labour Market Information Systems Project (LMIS) could provide a good statistical linkage for the project on which to also women's employment interventions by collating data. According to the project document, LMIS was to be reviewed at national and provincial levels, but there has been no progress on it.

This ties in to the advocacy and research element of the project strategy. While several partners in all four components have developed knowledge resources which include baseline surveys and industry-wide surveys, and awareness materials in Urdu and English, the element of targeted qualitative issue-based research has been missing overall. The initiative to fund student research within Universities has been a successful initiative of the project. However, this has been very basic, student research and lacks the serious intellectual or policy input required to highlight important issues in the area.

The project has produced a sizeable body of copious documentation that focuses mainly on the activities and outcomes, rather than an analysis of issues and policy concerns. Process documentation that focuses on, for example, why a partnership or collaboration did not work, is wanting. The project has indeed a proper logframe, which has been annexed in both annual progress reports. However, it seems that it was not used as a monitoring format which could have provided valuable information on the project's progress.

Regardless of these challenges, the project has been very successful in engaging partners at different levels, spreading knowledge on the decent work agenda and rights and needs of working women. It has developed very good working relations with several non-traditional partners such as academic institutions, the corporate sector, semi-autonomous institutions, etc. Strategic partnership outside existing and intended social partners has been a difficult task for a technical agency such as the ILO and such associations have created valuable lessons in how they can be brought together.

Combining the findings of the evaluation, feedback from stakeholders and an analysis of key emerging issues and questions, the WEC-PK project has been successful in targeting the relevant stakeholders such as government, employers, activists and NGOs. It has been fairly efficient in its approach of piggybacking on existing initiatives such as the UNDP Women's Political School Project or building on its pool of fellowship awardees as a technical resource for partners. In the long-run however, sporadic and minimal involvement in activities of other programmes such as PRMP or GRAP are good to provide a platform for sensitization, but not efficient in creating any lasting impact. This

also leads to compromising the effectiveness of the project being able to target the main issues surrounding women's employment concerns, such as equal opportunities, competitive wages, etc. by having multiple activities which remain disconnected from the bulk of the project. This resultantly impacts on the sustainability of the project, as several planned initiatives or outcomes of the project will close with the project itself, and may not be internalized by partner organizations.

7. Recommendations and Way Forward

One of the main objectives of this mid-term evaluation, has been to develop a set of recommendations that could be used in developing a follow-on project, or a new project altogether. The project was earlier supposed to end in March 2008, but has now received a no-cost extension from CIDA, thus allowing it to take some activities further than their original timeframe and most importantly, to consolidate. CIDA and ILO are both particularly keen in taking this initiative forward and continuing to address the issues of women's employment concerns in Pakistan at both a practical and policy level. ILO is already a firm partner within CIDA Pakistan's new medium to long-term country strategy. Thus keeping in mind the lessons and issues emerging above, the evaluation team recommends the following actions for future replication or extension:

- There needs to be more active involvement by the lead Ministries in projects such as this, even if it means intensive handholding. A situation such as this invariably leads to a double-edged sword. Active involvement often means greater control over resources, especially in the case of government partners. On the other hand, limited involvement, as has been the case here, means little or no ownership, which defeats the purpose of creating institutional mechanisms. One of the ways of combating such a situation, is to increase the role of the NSC in decision-making and monitoring. The Ministry must also be made responsible for certain outputs itself such as briefings, progress reports and participation in monitoring missions to increase its ownership of the project's concept and processes. Until Ministries themselves have an implementation strategy that can be linked with policy, it will be difficult to assess the policy impact of project activities.
- ILO's primary contribution under projects such as WEC-PK, should be to influence policy and advocate for greater awareness on better working conditions for women, as opposed to providing hands-on opportunities for women to gain access to employment. Such "action" oriented (direct assistance) components must be avoided as part of pilot initiatives that also aim at policy level work, unless they form the bulk of the programme. Otherwise, the pilot should be linked with refinement/development of models, in addition to documenting learnings for future programming.
- The projects should avoid supplementary or one-off inputs that may dilute overall impact.
- For future intentions, it may be more relevant if the project is designed in a way

that there are sector specific initiatives such as the agricultural sector, women in the informal sector, or the industrial sector, etc. Each of these sectors have their own set of issues surrounding women in the workplace and activities could be geared to address these issues e.g. equal wages, welfare and benefits, sexual harassment policy, mobility, etc. This can create a replicable and scalable model for each sector. Such an approach could be more consolidated and focused and would be able to generate greater policy impact.

- The project has another 8-9 months left before its final completion. It is recommended that this time be spent in consolidating the key lessons emerging from each component, to be able to come to some sort of policy analysis of the interventions that are required in order to address the concerns of working women on a broader level. This could also perhaps be done by commissioning a set of research briefs, that highlight the major issues such as minimum wages, lack of appropriate gender dis-aggregated statistics, lack of welfare and benefit packages to women in the informal sector, etc.
- This time should also be used to bring together all the different partners and generate experience sharing so as to discern which could and has been the most valuable component for future expansion. The project must consolidate and derive lessons learned from its various components through experience sharing exercises and more refined documentation. Partners must be kept abreast of each other's developments so as to encourage internal linkages and partners such as government and NGOs must not be allowed to work in isolation with one another. This can be achieved through stronger and more integrated coordination mechanisms built into the project design.

Annex 1

Terms of Reference (TORs) for Independent Mid-Term Evaluation (December, 2007)

Background to the Mid-Term Evaluation

The project is half way through the current phase and would greatly benefit from the mid-term evaluation of progress made towards achieving its objectives. This evaluation needs to be conducted as agreed in the project document and its mandatory for ILO-WEC-PK project. The evaluation will be an opportunity to assess progress, and assess whether the project is still relevant, capitalizes on opportunities and moves in the right direction. Also, it offers an opportunity for learning from experiences and considering suggestions for improvements.

A final expanded evaluation/impact assessment exercise is planned to take place towards the end of project implementation, this evaluation will cover elements of the WEC-PK more broadly.

Scope and Purpose

Scope

This mid-term evaluation will focus on the ILO- WEC-PK project mentioned above, its achievements and its contribution to the overall national efforts to achieve the women's economic empowerment and gender mainstreaming and especially the National Policy and Plan of Action. The evaluation should focus on all the activities that have been implemented since the start of the project.

The scope of the present WEC-PK evaluation includes all project activities to date including Action Programs (AP). The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs design and any specific recommendations.

Given the key contribution of WEC-PK to the National process in the promotion of gender equality in the world of work and creating conducive environment for working women, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on role of WEC-PK project as towards highlighting women employment concerns in particular on the role of ILO and the project in ensuring that women employment concerns are reflected in other national policies and plans.

Purpose

The mid-term evaluation should serve as a learning tool for the project management team. The purpose of the mid-term evaluation is to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success. The mid-term evaluation should provide all stakeholders with the information on the possible need to revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on policy and strategies and suggest a possible way forward for the future.

It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing project to the National Labour and employment Policy and for other existing or planned ILO/WEC-PK activities. Finally the evaluation should aim to identify any emerging potential good practices.

Given that the WEC-PK approach is relatively recent, the innovative nature and the element of "learning by doing" of the approach should be taken into account. The WEC-PK concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the WEC-PK concept, as a whole, would be a particular supplementary feature of this evaluation.

The evaluation should address the overall ILO evaluation concerns such as effectiveness, efficiency, relevance and sustainability as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programs and Projects*. The evaluation will be conducted following UN evaluation standards and norms.

Expected Outputs of the Evaluation

The Evaluation team would complete a Draft of the entire report following the outline below, and share electronically with the ILO Evaluation Manager by given time frame. ILO will have 5 days to provide comments on the draft report. The evaluators will re-draft incorporating ILO comments wherever appropriate, and provide version within three days having received the final comments from ILO.

A desk review

- 1) An evaluation instrument prepared by the evaluation team prior to the visits to project stakeholders
- 2) Visits to as many of the project Stakeholders/ Implementing Partners as possible in given time frame.

- 3) Draft evaluation report including stakeholder visits, findings from visits by evaluation team, and all the annexes

Final Report

The final version will follow the following format (page length by section illustrative only) and be no more than 30 pages in length, excluding the annex:

- Cover Page including the proper project title and the project number
- Table of Contents
- Acronyms (All acronyms used for the first time in the report must be spelled out.)
- Executive Summary including recommendations
- Background and project description
- Objectives of the Evaluation
- Evaluation Methodology
- Project Status
- Clearly identified findings
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes
 - Project Document
 - Project Work plan
 - ToRs for Project Evaluation
 - List of places visited, people consulted, those who participated in meetings, discussions etc.
 - Standard evaluation instrument matrix
 - Other relevant documents

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/WEC-PK and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/WEC-PK. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders (those participants present during the meetings) for their review. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by ILO that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/WEC-PK has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project. Some further standard evaluation instruments related to the WEC-PK project will be proposed to the consultant to use.

The evaluation will be carried out using the following main methodological elements

- A desk review to establish the specific evaluation instrument;
- Visits to project sites for consultations with project staff, project partners, beneficiaries and other key stakeholders;
- Workshops/round tables with key stakeholders;
- Discussions with key stakeholders and other informants.

Qualifications and Responsibilities of the Evaluation Consultant

The evaluation team will consist of two evaluation consultants who previously have not been involved in the project. One of the consultants will be the team leader.

The background of the team leader) should include:

- Relevant background in social and/or economic development.
- Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- Experience in evaluations in the UN system or other international context as team leader
- Relevant regional experience preferably working experience in Pakistan.
- Considerable experience in the area of Gender Equality and Women employment concerns
- Experience at policy level and in the area of Gender and Labour laws would also be appreciated.
- Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF
- Familiarity with and knowledge of specific thematic areas.
- Fluency in English and knowledge of local language would be appreciated.

The background of the evaluation team member should include:

- Experience in evaluation of development projects, in particular with local development projects;
- Relevant background in social and/or economic development;
- Experience in the area of gender issues and working women concerns
- Fluency in speaking and writing in English and local languages;
- Experience facilitation workshops for evaluation findings.

The Evaluation Team will be responsible for undertaking a desk review of the project files and documents and undertake field visits to the project locations.

The Team Leader will be responsible for drafting the evaluation report with inputs from the team member. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report and incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of the WEC-PK section. The logistical support will be provided by the project office in Pakistan with the administrative support of the ILO offices in Pakistan.

It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

One of the team members must be a female.

Timetable and Workshop schedule:

The total duration of the evaluation process including submission of the final report should be within two months.

The team leader will be engaged for 30 persons days, including 14 days for field visits in the field and the workshops, and the second consultant will be engaged for 25 days of which 14 days for in-country field visits. It is expected that during the process the evaluation team will be in contact as appropriate.

Detailed Schedule and Duration:

Evaluation will be undertaken in December 2007-January 2008.

Final Report Submission Procedure:

For an independent evaluation, the following procedure is used:

- The team leader will submit a draft report directly to technical back-stoppers responsible for WEC-PK at ILO Islamabad, or any other focal person indicated by ILO Islamabad. And forward a copy to key stakeholders for comments on factual issues and for clarifications.
- WEC-PK will consolidate the comments and send these to the team leader by the date agreed the final report is submitted by the team leader directly to Evaluation Manager at SRO ILO and HQs as indicated by ILO Islamabad who

will then officially forward it to stakeholders, including the donor (CIDA).

Annex 2

Checklist/Guidelines

Project Design, Strategy and Methodology

- Relevance of project design to the interviewer's organization
- Shortcomings in project design and strategy

Project Implementation and Management

- Changes since implantation began
- Project on schedule according to its work plan?
- If there were delays, what were the reasons?
- Problems encountered in implementation
- Communication with WEC-PK team

Project Benefits, Impact and Sustainability

- Key achievements of project
- Selection of beneficiaries; impact of intervention
- How to take this ahead with and without WEC-PK

Lessons Learned and Recommendations

- What worked and what did not work?
- Most significant positive and negative lessons learned
- Recommendations to improve the project

Annex 3

List of Interviews

Government

Sr. No.	Person Met	Designation/Organization	Location	Date
1.	Mr. A.R.Abid	Joint Secretary, Ministry of Labour	Islamabad	14.12.2007
2.	Dr. Arefa Syeda Zehra	Chairperson, National Commission for Status of Women	Islamabad	17.12.2007
3.	General Sikandar Shami	Director General, Civil Services Academy	Lahore	7.01.2008
4.	Salman Mufti	Dty. Project Coordinator, PRMP	Lahore	7.01.2008
5.	Aftab Faheem Mirza	Provincial Project coordinator, GRAP	Lahore	8.01.2008

Non-Government

Sr. No.	Person Met	Designation/Organization	Location	Date
1.	Shagufta Bhatti	Prog. Manager, Hashoo Foundation	Islamabad	14.12.2007
2.	Dr. Inam Yar Baig	CEO Hashoo Foundation	Islamabad	14.12.2007
3.	Yasmeen	HR Manager, Hashoo Hotels	Islamabad	14.12.2007
4.	Raja Ahsan Aziz	Programme Advisor. Semiotics Consultants	Islamabad	24.12.2007
5.	Ayesha Baig	Head Non-Financial services and Development Initiative, First MicroFinance Bank	Islamabad	27.12.2007
6.	Abdur Rehman	Regional Programme Manager, SRSP	Peshawar	9.01.2008
7.	Shakir Ishaq	Manager Programme and Implementation, BEFAre	Peshawar	9.01.2008
8.	Fayyaz Ali Khan	Chief Executive, BEFAre	Peshawar	9.01.2008
9.	Shafiq Choudhry	Chief Coordinator, PCHR	Islamabad	16.01.2008

Academia

Sr. No.	Person Met	Designation/Organization	Location	Date
1.	Dr. Hafeez-ur-Rehman	Chairperson, Anthropology Department, QAU	Islamabad	13.12.2007
2.	Dr. Aliya Khan	Chairperson, Dept. of	Islamabad	27.12.2007

		Economics, QAU		
3.	Rubina Khilji	Chairperson, Dept. of Gender Studies, Peshawar University	Peshawar	9.01.2008

Employers & Trade Union Representatives

Sr. No.	Person Met	Designation/Organization	Location	Date
1.	Shahana Kaukab	V.P. Employers Federation of Pakistan	Karachi	19.12.2007
2.	K.M. Nauman	V.P. Employers federation of Pakistan	Karachi	19.12.2007
3.	Mohd. Nauman	Project Admin and Finance, EFP	Karachi	19.12.2007
4.	Malik Ayaz ul Haque	Secretary General, EFP	Karachi	19.12.2007
5.	Khursheed	Secretary General, PWF	Lahore	7.01.2008
6.	Osama Tariq	Dty. General Secretary	Lahore	7.01.2008
7.	Saima Kazmi	Program Manager, PWF	Lahore	7.01.2008

Donor

Sr. No.	Person Met	Designation/Organization	Location	Date
1.	Rukhsana Rashid	Gender Advisor, CIDA	Islamabad	11.12.2007
2.	Rehana Hashmi	Former Coordinator, UNDP Women's Political School Project	Islamabad	12.12.2007

ILO/Project Staff

Sr. No.	Person Met	Designation/Organization	Location	Date
1	Manzoor Khaliq	Programme Officer, ILO	Islamabad	Various Dates
2	Dr. Tauqir Shah	National Project Coordinator, ILO WEC-PK	Islamabad	Various dates
3	Aliya Nguyen	Project Officer, ILO WEC-PK	Islamabad	Various dates
4	Munawar Sultana	Project Officer, ILO WEC-PK	Islamabad	Various dates

Annex 4

Documents Reviewed

- ILO WEC-PK Project Document; 2005
- ILO WEC-PK Progress Report; April 2005 – March 2006
- ILO WEC-PK Progress Report; April 2006 – March 2007
- ILO WEC-PK Updated Progress Report; January 2008
- Minutes of the National Steering Committee Meeting; February 18, 2006
- Minutes of the National Steering Committee Meeting; January 23, 2007
- Report on Hands-on Capacity Building Workshop for Gender Audit Facilitators; May 22-24, 2006; ILO/NCSW
- Communication Strategy for Promotion of Core Labour, Environmental Standards; PRMP, Gov. of Punjab/ADB/ILO/UNIDO
- EFP Assorted Progress Reports; July 2006-June 2007
- Survey on Women Employment Concerns and Working Conditions; Employers Federation of Pakistan; October 2007; (Draft)
- PWF Assorted Progress Reports; July 2006-
- Contract Agreement between ILO and PWF
- Contract Agreement between ILO and EFP
- Training Needs Assessment of Women Trade Union Leaders/Office Bearers for Advanced Leadership Programme; PWF/ILO
- Baseline Survey Report. Status of Women Workers in Trade Unions; PWF/ILO
- International Labour Standards: Policies, Programmes and Practices (Draft Report; Jan 2007)
- Employers Federation of Pakistan; Gender Policy; December 2007
- Survey of Best Practices in Gender Equality; December 2007
- Assorted Progress Reports of Partner NGOs (Component 2)
- Assorted Concept Notes (Components 1, 2,3 and 4)
- Gender Audit of Workers Welfare Fund Development Portfolio; January 2008
- Crèche (Child Care Center) for the Children of Working Women; Dr. Amjad Saqib
- Towards Gender Parity; Joint UN Proposal; Final Draft; November 2007