



Independent Final Evaluation

Promoting the Fundamental Principles and Rights at Work and Social Dialogue in EGYPT



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ACRONYMS AND TERMS

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers Activities
AHRA	Alexandria Human Resources Association
CTA	Chief Technical Advisor
EDLC	Egyptian Democratic Labor Congress
EFITU	Egyptian Federation of Independent Trade Unions
ETUF	Egyptian Trade Unions Federation
FEI	Federation of Egyptian Industries
FOA	Freedom of Association
FPRW	Fundamental Principles and Rights at Work
HQ	Headquarters Office
ILO	International Labor Organization
IO	Immediate Objective
M&E	Monitoring and Evaluation
MEPI	US-Middle East Partnership Initiative
MOC	Memorandum of Cooperation
MOMM	Ministry of Manpower and Migration
MOU	Memorandum of Understanding
NGO	Non-governmental Organization
PAC	Project Advisory Committee
PARDEV	ILO Partnerships and Field Support Department
PMP	Project Monitoring Plan
RETA	Real Estate Tax Authority
TOR	Terms of Reference
TPR	Technical Progress Report
TU	Trade Union
UNDAF	United Nations Development Assistance Framework
UNDSS	United Nations Department of Safety and Security
USDOL	United States Department of Labor
USDOS	United States Department of State

EXECUTIVE SUMMARY

In January 2008, the International Labour Organization (ILO) received a four year Cooperative Agreement from the United States Department of Labor (USDOL) to implement a project entitled *Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt*. As per ILO evaluation policy and USDOL Management Procedure Guidelines, an independent, external final evaluation was carried out for the project in June 2014. This is the report of the findings of the final evaluation.

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was designed as a policy project aimed at supporting Egypt to conform to its international obligations under ILO Conventions 87 and 98. The goal of the project was to address the specific challenges of government, employers, and workers in Egypt with a particular focus on realizing the Fundamental Principles and Rights at Work as embodied in the ILO Declaration of 1998. The project was implemented over two distinct Phases. Phase 1 covers the period of April 2008 when the project officially started until November 2010 when it stopped, as will be discussed later in this report. Phase 2 covers the period from October 2011 until June 2014. Findings of this final evaluation are based on an analysis of both implementation phases of the project, however with greater emphasis on Phase 2.

The main purpose of the evaluation is to ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target groups and stakeholders; whether it has achieved expected results; the appropriateness of the project design; and the effectiveness of the project's management structure. In addition, the evaluation aims to describe practices that can and should be replicated and identify those factors that enable the sustainability of the interventions undertaken during the project. The intended audience for this evaluation comprises USDOL, ILO, the Government of Egypt and the constituents in Egypt, who would use, as appropriate, the evaluation findings and lessons learned. The evaluation findings, conclusions and recommendations will also serve to inform other stakeholders in the design and implementation of subsequent projects in Egypt and elsewhere as appropriate.

The evaluation fieldwork was qualitative and participatory in nature. Qualitative information was obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders supported and clarified the use of quantitative analysis. Quantitative data was drawn from project documents including the Technical Progress Reports (TPRs) and other reports to the extent available.

Relevance

The project was timely and responded to the needs of its stakeholders during both phases of implementation. Interventions took place at a time characterized by major political uncertainty. Project implementation faced serious challenges from both the political context as well as the internal weaknesses of some stakeholders throughout its life cycle. The project adapted implementation strategies to respond to emerging new stakeholders such as the independent trade unions and workers federations in Egypt post-2011.

In Phase 1 the project developed realistic and time bound implementation strategies that were coherent and clearly linked to expected outputs. The project had clear and gradual implementation strategies that were appropriate and relevant albeit rather ambitious. Following the eruption of the January 25th Revolution, the context changed quickly and drastically. During Phase 2, the project did not reconsider the new context in which it was operating in order to develop a concrete plan for meeting its targets and objectives. This has somewhat negatively affected the appropriateness of the project design. Nonetheless, it is important to note that the project has continuously tried to adapt its approach to the Government and employers organizations.

Two factors have affected the appropriateness of the project design and activities to the context in Egypt. The first one was the difficulties experienced in by the project during Phase 1 in ensuring the buy-in of the Federation of Egyptian Industries (FEI) and other employers' organizations, largely due to FEI's hostile position toward the formation of independent trade unions. This has proved problematic as the project was unable to develop the required delicate balance between its main goal of promoting freedom of association and ensuring inclusion of all stakeholders to develop sound social dialogue amongst them. Following the changes in the leadership of FEI, the project has successfully built a level of confidence and rapprochement with FEI, though they are still whole heartedly opposed to independent unions.

The second factor was the decision of the ILO to cease coordination and cooperation with the Egyptian Trade Unions Federation (ETUF) following the revolution in Egypt. The ILO was placed in a difficult position of political conflict and a decision to halt activities with ETUF was made after the Egyptian government asked the project's Chief Technical Advisor (CTA) to leave the country in October 2010, followed by open accusations from ETUF that the ILO was working towards fragmenting the labor movement in Egypt and affecting productivity. Still, halting communication with ETUF resulted in a lost opportunity for the ILO to serve as an independent mediator and broker relations between the old and new trade unions, where there is a lot of mistrust and personality conflicts.

Effectiveness

The project invested a lot of time and resources into providing a wide range of awareness raising and capacity building activities to all social partners. Despite the immense efforts by the project in delivering trainings and awareness raising activities since its inception in 2008, it is very difficult to assess whether the project has achieved its objectives in light of the fact that the project did not develop adequate measurement systems to periodically measure progress towards objectives. The project indicators neither reflect the incredible amount of effort put in the project nor do they necessarily measure the achievement of objectives. There was no budget allocated for M&E processes or for an M&E staff person.

The biggest achievement of the project despite all the challenges is its ability to bring labor issues and labor grievances to the forefront of the political discourse in Egypt. It could be said that the biggest achievement of the project is that it has made Freedom of Association (FOA) a reality on the ground.

It is evident from the experience of the project that fostering dialogue amongst the social partners and working simultaneously with employers' and workers' organizations yields

greater results than working with each social partner alone without establishing the necessary linkages and building confidence to promote social dialogue. In Port Said and Cairo, the project strategy of working at the governorates level and on sector-specific issues was perhaps the most successful implementation strategy. Another key highlight of the project was the strategy to reengage the FEI following the changes in the organization's leadership.

One key factor that affected the effectiveness of the project was the sharp distinction between the two phases of implementation. The project during Phase 2 made little or no linkages to what was achieved during its first phase. Ultimately this was one project that was extended, not two separate projects, and at times the project reinvented the wheel thus reducing effectiveness and efficiency.

The second key factor that could have increased the project's effectiveness is a higher attention to the quality of interventions. Since 2011 the project has moved from being a policy-focused project to a mix of policy and capacity building. The project should have developed the necessary tools to ensure the effectiveness and value-added of its training and capacity building activities, including the development of action plans. This would have supported the sustainability efforts of the project. The project could have also increased the effectiveness of the trainings by bringing together the social partners and including both employers and workers for at least some of the trainings in order to establish relations and foster dialogue. Project success in Port Said and potential success in Minya and other governorates in Upper Egypt indicates the necessity of working with all social partners and bringing them together.

Efficiency

The project had sufficient and adequate financial resources to implement its activities. At the end of the project, the project expenditure is close to 100% indicating the successful delivery of all project activities despite the various delays which prompted the extension of the project twice (from December 2011 to December 2012 and then to June 2014). The project could be considered cost effective: close to 45% of project funds were allocated to project activities, mainly seminars, workshops and the production of awareness raising materials and publications. The results could be said to justify the cost.

The project's effectiveness and efficiency could have benefited from two additional staff members, namely a specialist in government relations to work directly with the Ministry of Manpower and Migration (MOMM) and a Monitoring and Evaluation (M&E) Officer. The M&E function should be considered as a 'core function' that USDOL should require in order to ensure the effectiveness and efficiency of project interventions.

The project could have also increased its efficiency, effectiveness and sustainability by developing the skills and capacities of a group of trainers focused on labor issues, as was originally envisaged and carried out during Phase 1 of implementation. Trainers prepared during Phase 1 were not used during Phase 2 and there are no lists or information available from Phase 1, which reduces the efficiency of resource use.

Sustainability and Focus on Impact

The project has supported an increase in awareness regarding fundamental principles and rights at work and the importance of social dialogue in Egypt. Although the project was not

particularly geared towards sustainability, the level of involvement of the social partners, their desire for the continuation of project activities, their new perceptions and approaches (particularly among employers), and the political context in Egypt at the moment indicate that some of the outcomes of the project are likely to be sustainable.

The project has succeeded in reaching some key development milestones, namely supporting the establishment of the first ever independent trade union in Egypt in 2010; engaging FEI and other employers' organizations and supporting them to become more effective; and prompting the Egyptian government to establish the National Council for Social Dialogue at the national level with expert committees at the governorate levels. The project also supported the establishment of bilateral committees in 10th of Ramadan and in Port Said which are more than likely to continue functioning after the life of the project.

The project enriched the discourse around labor issues and social dialogue in Egypt through many activities with the media and the translation and dissemination of a wide range of key publications. Currently, there is a common ground on which social partners can build.

Promoting Fundamental Principles and Rights at work and Social Dialogue in Egypt did not develop a sustainability plan and/or an exit strategy. The project focused on providing a wide range of awareness raising activities to a wide audience to ensure that international labor standards and principles of freedom of association become part of labor discourse in Egypt.

Key Recommendations

To USDOL and ILO

- A logical framework, which causally links activities to outputs and their contribution to expected outcomes, should be developed as an integral part of a comprehensive monitoring and evaluation system and plan for each project. This helps project teams focus their efforts on developing the necessary tools to ensure successful accomplishment of objectives.
- Projects should develop a plan to respond to recommendations made in midterm evaluations to increase effectiveness, impact and sustainability. Midterm evaluations (especially when external) are a key opportunity for the project to reexamine its approaches and strategies.
- Encouraging bilateral and trilateral committees in an inclusive way would support the sustainability of this project and the objectives of UNDAF, ILO and USDOL in Egypt.

To USDOL

- Other USDOL projects in Egypt should build on the success of this project by continuing to promote social dialogue as a means to solve labor disputes.

To the ILO

- The ILO should develop a new and unified approach in working with all trade unions. This is imperative to maintain an objective stand with all social partners in Egypt.
- Future projects in Egypt should consider a context analysis when reengaging with ETUF.

I. PROJECT DESCRIPTION

In January 2008, the International Labour Organization (ILO) received a four year Cooperative Agreement from the United States Department of Labor (USDOL) worth US\$2.4 million¹ to implement a project entitled *Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt*. The ILO Country Office in Cairo was responsible for implementing the project and the ILO Fundamental Principles and Rights at Work (FPRW) Branch Staff served as the technical unit backstopping the project.

The goal of the project was to address the specific challenges of government, employers, and workers in Egypt with a particular focus on realizing the Fundamental Principles and Rights at Work as embodied in the ILO Declaration of 1998. Accordingly, the project targeted the leadership and decision makers in the Ministry of Manpower and Migration (MOMM) and the leadership, senior members and staff of employers' and workers' organizations at national, provincial and/or district levels. The project also worked with members of parliament, other Ministries as deemed necessary and civil society organizations. In addition, it reached out to the public at large through direct information and advocacy campaigns.

In support of the overall goal, the project identified the following four Immediate Objectives (IOs):

Immediate Objective 1: *Workers and employers are more knowledgeable of their rights and obligations and are increasingly engaging in constructive dialogue and negotiations*

Immediate Objective 2: *Independent, competent and representative employers' and workers' organizations which are able to better represent and defend the interests of their members*

Immediate Objective 3: *The Ministry of Manpower has a strengthened capacity to prevent and settle labor disputes*

Immediate Objective 4: *Reform labor legislation in order to bring it into conformity with ratified ILO Conventions and the principles of the Declaration*

The project strategy adopted a gradual and flexible approach so as to change long-established attitudes, traditions and practices.

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was implemented over two distinct phases referred to in this report as Phase 1 and Phase 2. Phase 1 covers the period of April 2008 when the project officially started, until November 2010 when it stopped, as will be discussed later in this report. Phase 2 covers the period from October 2011 until June 2014. A midterm assesment was conducted for this project in October 2010. Findings for this final evaluation are based on analysis of both implementation phases of the project, however with greater emphasis on Phase 2.

¹ This amount of money was not provided all at once. Initially, \$800,000 was provided. The funds were provided to USDOL by the State Department as part of the Middle East Partnership Initiative with the goal of supporting democracy in the MENA region. Another \$1.6 million of MEPI funds was provided in April 2009. An additional \$500,000 of USDOL funds was provided in September 2011.

II. EVALUATION OBJECTIVES AND METHODOLOGY

The main purpose of the evaluation is to provide an independent assessment of the appropriateness of the project design as it relates to the strategic and policy framework, to ascertain what the project achieved, identify constraints and successes, and determine to what extent the project impacted (negatively or positively) the tripartite partners in the country.

More specifically, the stated purpose of the evaluation is to:

- Evaluate the quality of project design;
- Evaluate the effectiveness and efficiency of project implementation;
- Assess the effectiveness of the project management structure;
- Determine whether the project achieved its stated objectives and explain why or why not;
- Evaluate the benefits/impact accrued to target groups, likelihood of sustainability, project management and performance monitoring;
- Assess effects of project activities and outputs on target groups;
- Provide recommendations to USDOL and ILO regarding lessons learned and how they can be applied specifically to the USDOL Factory Monitoring Project currently being implemented by the ILO in Egypt, as well as generally to other countries;
- Provide recommendations to the project stakeholders regarding actions they may need to take in order to implement and/or sustain elements of the project; and
- Assess the project's potential sustainability and orientation towards impact.

The scope of the evaluation includes a review and assessment of all outcomes and activities carried out under the USDOL Cooperative Agreement with the ILO. The evaluation focused data collection primarily on selected project documents and reports as well as interviews with key project personnel, partners, and stakeholders in Egypt. The project was evaluated through the lens of a diverse range of stakeholders that participated in and were intended to benefit from the project's interventions. The evaluation is focused on the areas of project relevance, effectiveness, efficiency, impact and sustainability.

The intended audience for this evaluation comprises USDOL, ILO, the Government of Egypt and the constituents in Egypt, who would use, as appropriate, the evaluation findings and lessons learned. The evaluation findings, conclusions and recommendations will also serve to inform stakeholders in the design and implementation of subsequent projects in the country and elsewhere as appropriate.

2.1 Approach

This evaluation is intended to increase learning from the past and study how efforts can be further improved in the ongoing implementation of the project or in similar projects in the future. Specifically, this means that the evaluation determines what should be avoided, what can be improved, and what can be added so that protection of workers' and employers' rights can be more effectively achieved according to international law.

The evaluation fieldwork was qualitative and participatory in nature. Qualitative information was obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders supported and clarified the use of quantitative analysis. The participatory nature of the evaluation contributed to the sense of ownership among stakeholders. Quantitative data was drawn from project documents including the Technical Progress Reports (TPRs) and other reports to the extent that it was available. For those indicators where the project is experiencing challenges, a brief analysis is included in the results.

The following principles were applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives were triangulated for as many of the evaluation questions as possible.
2. Gender and cultural sensitivity was integrated in the evaluation approach.
3. Although a consistent approach was followed in each project site to ensure grounds for a good qualitative analysis, the evaluation was flexible to maintain a sense of ownership among the stakeholders. Additional questions were posed by the evaluator, while ensuring that key information requirements were met.

The evaluation mission observed utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression for the implementing partners, stakeholders and communities, the project staff was generally not present during interviews.

The evaluation Terms of Reference (TOR) listed specific questions that the evaluation sought to answer, according to seven key areas. These questions are found below and the full TOR is included in **Annex A**.

Relevance and Strategic Fit

1. Were the project objectives consistent with the beneficiaries' needs, requirements, the country needs, global priorities and partners at the outset of the project?
2. How did the needs of these stakeholders change since the beginning of the project? In what ways / to what extent did these changes affect the relevance of the program?
3. Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
4. Were the activities and outputs of the project consistent with the intended effects?
5. How has the project aligned with and supported UN (UNDAF), ILO and USDOL strategies and priorities in Egypt?

Validity of Project Design

1. Was the project design logical and coherent? What internal and external factors have influenced the ability of the ILO to meet project targets?
2. Do outputs causally link to the intended outcomes that in turn link to the broader objectives?

3. Considering the results that were achieved so far, were the objectives, targets, and timing realistically set?
4. How appropriate and useful were the indicators described in the project document in assessing project progress?
5. Was the project's performance monitoring plan (PMP) practical, useful, and sufficient for measuring progress toward achievement of project objectives? How was the gathered data used? How could it have been used better?

Progress and Effectiveness

1. To what extent did the project achieve its objectives? Were outputs produced and delivered as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them?
2. In which area (objective/component, issue) does the project have the greatest achievements? Why and what have been the supporting factors?
3. What were the major factors influencing the achievement or non-achievement of the objectives?
4. Are there any additional achievements of the project over and above what was foreseen in the project document? Were any unintended results of the project observed?

Efficiency of Resource Use

A measure of how economically resources/inputs (fund, expertise, time, etc.) are converted into results:

1. To what extent were the management, monitoring, and governance arrangements for the project adequate?
2. In general, do the results achieved justify the costs?
3. Could the same results be attained with fewer resources?
4. Have project funds and activities been delivered in a timely manner?

Effectiveness of Management

The extent to which management capacities and arrangements were put in place to support the achievement of results:

1. Did the project receive adequate political, technical and administrative support from its national partners/implementing partners?
2. How effective was the communication between the project team, the field office, the regional office, the responsible backstopping and technical department at headquarters, the ILO Partnerships and Field Support Department (PARDEV) and the USDOL? How effective was the communication between the project team and the national implementing partners?
3. How effectively the project management monitored project performance and results? Was a monitoring and evaluation system in place and how effective was it? How appropriate and useful are the indicators described in the project document in assessing

the project's progress? Is the project monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? Was relevant information and data systematically collected and collated? How is the gathered data used? How could it be used better?

4. Has the project made strategic use of coordination and collaboration with other ILO and USDOL projects in the country/region to increase its effectiveness and impact?
5. To what extent have the recommendations of the midterm assessment been implemented?
6. How effective was the backstopping support provided so far by ILO throughout the project implementation?

Sustainability and Orientation toward Impact

1. What has happened as a result of the program or project?
2. Can observed changes (in attitudes, capacities, systems, institutions, etc.) be causally linked to the project's interventions?
3. Are national partners able to continue the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?
4. Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?

2.2 Data Collection Methodology

The evaluation was carried out through a desk review and field visits to Alexandria and Port Said for consultations with relevant officials of the ILO Cairo Office, the project team, constituents, the US Embassy as well as other key stakeholders. The evaluator used a variety of evaluation techniques including desk review, meetings with stakeholders, focus group discussions, and informed judgments.

Before beginning fieldwork, the evaluator developed a methodology matrix which outlined the data source from which the evaluator planned to collect information for each question in the TOR. This helped in decision making about time allocation during field visits. This matrix is included in **Annex B**.

Document review was an ongoing process throughout the course of this evaluation. The evaluator continued to collect and review various project documents including project budgets, training materials and project publications during field work. For a comprehensive list of documents consulted please see **Annex C**.

The evaluator visited two project sites, namely Alexandria and Port Said. Every effort was made to include some sites where the project experienced successes and others that encountered challenges. Meetings were scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with the TOR. The evaluator also had a chance to meet with stakeholders from Upper Egypt.

Interviews were held with as many project stakeholders as possible. Meetings were one-on-one or group interviews. For the purpose of this evaluation, stakeholders included but were not limited to the following groups:

- USDOL Project Manager in Washington, DC (by phone)
- ILO/FPRW staff and other relevant headquarters (HQ) staff
- ILO Project Staff based in Egypt
- Director and relevant officials of the ILO Cairo Office
- Selected individuals from the following project's beneficiaries or partners group in Egypt:
 - Relevant staff from the Government
 - Relevant representatives from employers and workers' organizations
 - Employers and workers trained or assisted by the project.
 - US Embassy

For a comprehensive list of individuals and groups met in Cairo, Alexandria and Port Said please see **Annex D**.

A stakeholder workshop took place on the 2nd of July, 2014. It brought together a wide range of stakeholders, including the implementing partners and other interested parties. The stakeholder workshop was used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The presentation focused on good practices identified at the time of the evaluation, lessons learned and remaining gaps as identified by all the stakeholders. The role of the evaluator was to analyze and represent the viewpoints of the various individuals and documents consulted. The list of attendees that participated in this meeting is included in **Annex E**.

2.3 Limitations

The evaluator did not have enough time to visit all project sites. As a result, the evaluator cannot take all sites into consideration when formulating findings. All efforts were made to ensure that the evaluator visited a representative sample, including some that have performed well and some that have experienced challenges.

Findings for the evaluation are based on information collected from background documents and interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings is determined by the integrity of information provided to the evaluator from these sources and the ability of the latter to triangulate this information. Furthermore, the ability of the evaluator to determine efficiency is limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

III. EVALUATION FINDINGS

This section provides a detailed discussion of the findings of the evaluation. The section is divided into five sub-sections directly responding to evaluation's questions as specified in the TOR.

3.1. RELEVANCE

This sub-section considers the relevance of the project in terms of the appropriateness of project design, implementation strategies and assumptions, as well as strategic fit and the extent to which it fits with the priorities and needs of beneficiaries, USDOL and ILO in Egypt.

3.1.1 Appropriateness of Project Design & Implementation Strategies

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was designed as a policy project to support Egypt in conforming to its international obligations under ILO Conventions 87 and 98. The project was designed and began operation in 2008, aiming predominantly at promoting freedom of association in Egypt. At the time of its inception, the project was well thought out and carefully designed. It could be said to have been logical and coherent. The political climate and situation of labor laws and labor-employer relations in Egypt at that time required a gradual and delicate approach to issues pertaining to social dialogue and labor law reform in Egypt.

The project faced many challenges between 2008 and 2010 and it eventually came to a standstill until October 2011 when it resumed its activities. According to the midterm evaluation conducted toward the end of 2010:

The project has proved to be a timely intervention and is responding to a real need identified by the national constituents to promote fundamental principles and rights at work and social dialogue. However, the objectives represent a set of significant challenges within a national labor setting that is influenced by the entrenched attitudes and traditions of labor relations and poor relationships between social partners.²

The project was aligned with the needs of the national constituents and workers in particular. Employers seem to be gradually grasping the value-added of the project and rearticulating their needs in light of new information they were accessing. The Minister of MOMM admitted that the project should be extended and it is much needed today.

In addition to the political turmoil in Egypt and the labor-employer relations entrenched in the political system, the project faced an additional key challenge at the time. This was the unwillingness of the Federation of Egyptian Industries (FEI), the main employers' partner, to cooperate or coordinate with the project. It is important to emphasize that prior to October 2013 the FEI was not a willing partner to the ILO in general and not just the project.

Accordingly, most of the project activities at the time focused on working with the Egyptian Trade Union Federation (ETUF) for all workers' activities, and with MOMM. According to the

² Independent Midterm Evaluation of Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt, International Labor Organization Project Number EGY/07/03/USA

project document, an advisory committee encompassing representatives from MOMM, ETUF and FEI should have been established to coordinate and facilitate the work of the project. The Project Advisory Committee (PAC) was formed, however, according to stakeholders interviewed during the course of the final evaluation, the PAC never met and the coordination mechanism envisaged in the project document was never institutionalized. This reduced the effectiveness of project activities and interventions as will be discussed in **Section 3.2** of this report. The reason for this are discussed further in **Section 3.2.2** of this report.

Following serious allegations by the Egyptian government that were supported by ETUF at the time and a vigorous campaign to defame the project and the ILO as a whole, which culminated in the project's Chief Technical Advisor (CTA) being asked to leave the country, the project came to a complete stop in November 2010. The reason given by the ILO is that the ILO, supported by DOL, did not agree with the Egyptian government's accusations against the CTA.

Two months after, on January 25th, 2011 the Egyptian Revolution erupted. A decision was taken by the ILO to maintain a freeze on all project activities to avoid further allegations against the ILO in Egypt. The project resumed its activities in October 2011 with the appointment of a new CTA. The second phase of the project started in October 2011 and continued until June 30th, 2014 when the project ended. However, the ILO's decision to cease activities with ETUF continued until the end of the project. It is important to reiterate that the rhetoric and the level of accusations by ETUF and the mistrust between the partners, as well as the total rejection of the independent trade unions by ETUF, made it very challenging for the ILO to maintain a positive relationship with ETUF. Furthermore, according to the ILO, there were strong international voices that were not supportive of lending assistance to ETUF after January 2011.

Phase 2 of the project started in October 2011 without a thorough analysis of the context in Egypt at the time. The project did not reconsider the project design and as far as the evaluator could tell, no rethinking concerning the project's implementation strategy was ever carried out. Yet the project has managed overall to navigate these periods of tension and volatility. The project has continuously adapted its approach to the government and employers' organizations, not only to the unions. Its decision to broaden support beyond FEI to other employers' associations was made at a time of considerable political tensions in Egypt, with repercussions on employer/worker and tripartite relations. Between 2011 and 2013 FEI had shown very little interest in working with ILO. The situation has dramatically improved since. It is also important to recognize the fact that the political timeline in Egypt is not as simple as the pre- and post-January 25th eras. Intimate collaboration with FEI could only be resumed by the end of 2013. The project also witnessed eight cabinet reshuffles; some ministers considered themselves more as temporary caretakers while others had great if short-lived ambitions. On the workers' side the environment has been in continuous, profound change. According to the ILO, there has not been one "ideal" time for a fundamental, comprehensive revision of the project.

It is important to note however, that project's objectives are broadly formulated. This enabled the project to continue to carry out its activities as well as adopt new ones while still being considered relevant. However, in terms of the project's ability to meet its objectives, and in light of the major changes that occurred in the country particularly with regard to the labor movement, it could have proved very useful to the project if the design was revisited and new implementation strategies were developed instead of continuously changing and adapting

according to the circumstances and environment. For example, in what concerns MOMM, the project worked with eight successive ministers since 2008 and according to the ILO there was very little concern for continuity among the various incumbents (to say the least). Each brought a new set of priorities along with his/her team of advisors, selected mostly outside of the Ministry. Detailed discussions and plans of action were prepared with virtually each one of these. ILO has been advocating continuously about the need for continuity, but the political space to achieve this has often not been there.

Furthermore, the project should have developed a new set of assumptions and risks and conceptualized means to address them. Last but not least, it would have proven beneficial had the project used the freeze period to rethink its implementation strategies and create concrete linkages between planned activities and actual expected outputs based on realistic and time-bound implementation strategies. According to the ILO, the period between January 25th 2011 and June 30th 2013 was highly volatile with rapidly changing, divergent and contradicting political positions that made revisiting the strategy a rather difficult exercise.

Phase 1 of the project developed realistic and time bound implementation strategies that were coherent and clearly linked to expected outputs. The same, however, cannot be said for Phase 2. It is recognized that the level of uncertainty was very different after January 2011. Nonetheless, internally the project witnessed a change in management which has hindered its ability to build on what was achieved during Phase 1. Both the CTA and the backstopping of the ILO in Geneva were changed and as such the institutional history of the project was affected. Externally, the changes in the political map in Egypt continued to be volatile and relatively unpredictable. This has proved to be both an opportunity and a challenge for the project. On the one hand, the mushrooming of independent trade unions and trade union federations enabled the project to correctly expand its base of beneficiaries. In addition, the changes in the leadership of FEI have enabled the project to develop a working relation with the biggest representative of employers' associations in the country. On the other hand, the constant changes in political leadership, especially within MOMM, have proved to be a challenge. Each of the eight cabinet changes brought a new minister and advisors along with new official visions and approaches to working with the project. These factors, coupled with the absence of a new project strategy and a thorough analysis of the implications of the country's evolving context, have ultimately affected the project's ability to meet its targets. Last but not least, the decision by the ILO to cease activities with ETUF and work solely with newly established trade unions (TU) decreased the relevance of the project and affected its possible impact.

To sum up, the design of the project during Phase 1 of implementation could be said to have been appropriate and relevant albeit rather ambitious due to the nature of the political system in Egypt at the time. The project had clear and gradual implementation strategies and project activities were linked to expected outputs. The inability of the project to re-consider the new context in which it was operating during Phase 2 and to develop a concrete plan for meeting its targets and objectives has somewhat negatively affected the subsequent appropriateness of the project design. The situation was further hindered by the inability of the project to mitigate the negative effects of the volatile political environment in which it was operating, including changes in labor authorities and opposition from ETUF toward the creation of new, independent unions.

3.1.2 Accuracy of Project Assumptions

The project was built on the assumption that the Egyptian government, employer's and worker's organizations would render all possible support to the project politically and administratively. The project's second assumption was that the social partners would support legislation reform and deliver it for adoption by the relevant authorities in the country. Last but not least, the project assumed that all efforts would be exerted by the social partners to facilitate the development of the awareness raising campaign.

Assessing the accuracy of project assumptions is a complex process and adds a second layer of challenge to the project's ability to meet its objectives. During Phase 1, the first assumption (support at the highest level of project interventions) could be said to have been somewhat accurate. The project enjoyed a level of support from MOMM and ETUF. However, this support was only for the provision of capacity building activities regarding collective bargaining to both entities and not as much for promoting freedom of association per se, despite the fact that Egypt had ratified C87. In fact, concerning freedom of association, the project received little or no support to the extent that the project's first CTA and the ILO came under direct attack from ETUF and MOMM after the declaration of the first independent trade union in Egypt in 2010. In addition, during Phase 1 the project received no support or commitment from the FEI. Phase 1 never completed its second level of work regarding policy reform so the accuracy of the second assumption cannot be established for this period (2008-2010). Based on feedback received from stakeholders during the course of the final evaluation and the project's technical progress reports (TPRs) the third assumption could be said to have been accurate.

During Phase 2 of the project, the entire context in which the project operated totally shifted. Because the project did not develop a new set of assumptions and risks for Phase 2, the evaluator is considering the same assumptions as stipulated in the project document for the second phase of implementation (2011-2014). The first and second assumptions proved to be more accurate during Phase 2 than Phase 1. Between 2011 and 2014, the landscape of workers' organizations changed massively and both workers and government provided the highest level of support to the project. However, the project ceased its work with the 'official' trade union (ETUF) in the country. Thus, the first assumption could be said to have been somewhat accurate. Concerning support for legislation reform, this assumption proved accurate between 2012 and until June 2013. The project succeeded in working with government and social partners in developing a new bill for labor reform in the country. Government representatives between 2011 and 2012 tried repeatedly to push for the adoption and formal ratification of the new bill, however the political environment with its volatility and instability made it very difficult for the bill to be adopted. Furthermore, the changes in the leadership of FEI during 2013 made it possible for the project to develop a solid working relationship with the employer's associations.

3.1.3 Appropriateness of Project Interventions to the Country Context

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was a timely and much needed project at the time of its inception. It continued to be even timelier during its second phase of implementation. The main goal of the project was to enhance employer-worker relations and promote freedom of association in Egypt. It was an over ambitious project at the time of its inception in light of the political situation in Egypt prior to January 2011. Excessive government control of both labor and employer's associations in the

country at the time made the project's objectives consistent with government needs as a capacity building project and not as a political-policy reform project. These ambitions were in alignment with the US-Middle East Partnership Initiative (MEPI) goals, which include promoting political, economic, and social reform in the Middle East and North Africa.

According to the Cooperative Agreement, it is noted that this project was requested by the Egyptian government. In addition, there was a formal letter from the Minister of MOMM at the time requesting this technical assistance. The project was formulated to render support to the Egyptian government as a first step toward democratizing Egypt's labor relations and supporting labor reform in order for Egypt to be in line with its international obligations. Accordingly, the project could be said to have been consistent with the needs and requirements of the Egyptian government and the needs of Egypt in 2008. However, the perception of 'consistency' and approval by the Egyptian government was based on tight government control of all labor and employers' structures in the country.

The promotion of freedom of association and support for increased collective bargaining and social dialogue were not viewed as a priority by the Egyptian government prior to the January 25th Revolution, although they were consistent with international labor standards as well as Egypt's international obligations and global priorities. However, it is important to note that respect for general rights and freedoms, including freedom of association, was greatly restricted by the application of the emergency law in Egypt prior to January 2011. As such, the project had an additional layer of complexity. On the one hand it rightly addressed the Egyptian government's immediate needs (as articulated at the time) while carefully trying to push the bar for greater respect for freedoms and rights in a strongly controlled political environment. Adding another layer of complexity and challenges was the refusal of the FEI to work with the project during Phase 1.

Following the eruption of the January 25th Revolution, the context changed quickly and drastically. Independent trade unions and federations of labor unions mushroomed over the course of one year - estimated at over 1,200 independent trade unions. Added to this is the excessive number of labor strikes and sit-ins that erupted in Egypt between 2011 and 2014. The changes in the context increased the relevance of the project. There was a clear and immediate need to work with the new TUs on a plethora of topics including the introduction of negotiation skills and abilities for collective bargaining. On the side of the government, it was imperative to upgrade its abilities to settle labor disputes effectively and efficiently in order to support the economy.

Buy-in for project activities among employers' organizations and associations was supported by the disruption in productivity that came as a direct result of unsettled labor grievances along with the project's ability to reach out to these associations. It was evident through discussions with employers' organizations during the course of this evaluation that the project responded to their needs in a timely fashion. The change in the country's context made it a win-win situation for the project and the employers. Despite the fact that FEI, for example, did not feel that the project was relevant to their needs in 2008, by 2013 it was more evident that there was a higher need for the project to support all constituents/social partners.

Two factors have negatively affected the appropriateness of the project design and activities to the context in Egypt. The first one was the difficulties experienced by the project in ensuring the

buy-in of FEI and other employers' organizations during Phase 1, largely due to FEI's hostile position toward the formation of independent trade unions. This has proven to be problematic as the project was unable to develop the required delicate balance between its main goal of promoting freedom of association and ensuring inclusion of all stakeholders to develop sound social dialogue amongst them. This was a missed opportunity. Given the fact that the Egyptian government tightly controlled the various institutions, the support that the project had from the Egyptian government at the beginning could have been used to increase relations with FEI and other employers' organizations in order to effectively build confidence and initiate social dialogue amongst the social partners. However, according to the ILO, before 2011 the President of the FEI refused to sit and meet with the Minister of Manpower let alone sit with the unions.

The second issue that affected the project's appropriateness to the local context and culture is the ILO's decision to cease coordination and cooperation with ETUF following the revolution in Egypt. It is important to mention that the ILO was placed in a difficult position and was brought into the midst of a political conflict that it should have worked hard to avoid in order to maintain an objective approach. The decision by the Egyptian government to ask the Chief Technical Advisor (CTA) to leave the country in October 2010, followed by open accusations by the Egyptian government at the time (pre-2011), which was supported by ETUF, that the ILO was working towards fragmenting the labor movement in Egypt and affecting productivity, prompted the project's decision to halt activities with ETUF. It is worth mentioning that these events were taking place in the midst of the turmoil that followed the eruption of the January 25th Revolution in Egypt. In order to diminish not only workers' movements but all other civil movements in the country, accusations were being propagated that they were affiliated to foreign agents and adopting foreign agendas. The evaluator recognizes that rebuilding the relationship would have been a difficult but not impossible process particularly in light of the changes in regimes in Egypt between 2011 and 2014. Still, the project could have conducted a vigorous media campaign propagating its true role and objectives. Ceasing communication with ETUF resulted in a lost opportunity for the ILO to serve as an independent mediator and broker relations between the old and new trade unions, where there is a lot of mistrust and personality conflicts. The omission of ETUF from project activities was discussed at length with the ILO management in Egypt during the course of this evaluation. It was noted that ETUF refuses to recognize that freedom of association is a right that should be preserved and as such, working with them in the current situation was rather difficult.

The project replaced ETUF by working with the independent unions and workers federations. However, this cannot be said to be sufficient and it certainly impacted the project's effectiveness and sustainability. The delicate nature of the issue and the politicization of the labor movement in Egypt following 2011 should have been approached with caution. As a project promoting social dialogue, the ILO could have gradually worked on building consensus around uncontentious issues until it would have been possible to bring all partners to the same table. It is recognized that this would have been a long and strenuous endeavor. However, this would have ensured the objectivity and credibility of the project and its intentions.

At the moment it is perceived by both ETUF and MOMM that the project has supported independent trade unions at the expense of existing structures. It is recognized that ETUF as an organization was not without its own issues and problems. Nonetheless, during Phase 1 the project worked on building its capacity and improving its performance. The efforts of the

project during Phase 1 were a lost opportunity for Phase 2 as the project moved further away from a powerful structure with many standing relations and involvement in several aspects of the labor movement in the country. Furthermore, other initiatives by the ILO in Cairo are engaging ETUF which indicates that the trade union could have been engaged in different forms to ensure the continued relevance and effectiveness of project interventions. The fact that the project ceased work with ETUF rather antagonized MOMM who repeatedly insisted on the presence of ETUF in trilateral events, making the latter a challenging endeavor for the project and delaying the delivery of project activities.

The project is directly aligned with United Nations Development Assistance Framework (UNDAF) and ILO priorities and strategies in Egypt. This is particularly the case with regard to issues pertaining to poverty reduction and good governance objectives for Egypt. In addition, the project is aligned with ILO's strategies of pushing social dialogue as a mechanism for all labor-related interventions, including social protection, employment and other sectors. The project was also aligned with USDOL objectives to promote worker rights. .

Although the project did not develop a comprehensive needs assessment of its key stakeholders, discussions with the social partners during the course of this evaluation indicate that the project during Phase 2 in particular was aligned with some of the needs and priorities of the workers' employer's organizations.

3.2 EFFECTIVENESS

This sub-section focuses on the achievements of the project as reported through the TPRs and verified through meetings with stakeholders during the course of this evaluation. This section aims to highlight the project's key achievements and challenges in implementation. In addition, it discusses the effectiveness of the project's monitoring systems to present successes and challenges in terms of system design.

3.2.1 Progress toward Objectives

The project invested a lot of time and resources in providing a wide range of awareness raising and capacity building activities to all social partners. During Phase 1 of implementation, the project delivered 83 training workshops, 40 of which targeted ETUF and focused on delivering training of trainers for the staff of the workers' university. Phase 1 of implementation also saw the training of 119 media personnel, 75 human resource managers and 183 labor court representatives.³

During Phase 2, a total of 45 awareness raising and training workshops were conducted for 1,486 MOMM employees; 34 training workshops were held for workers' federations and independent trade unions benefiting 994 individuals; 17 awareness raising and training workshops were held for employers' organizations; seven training seminars were conducted for experts and trainers which benefited 200 persons; three training workshops were held for 83 individuals working in the NGOs; three workshops were held for 68 media personnel; one training workshop was held for 28 human resource managers in Alexandria; and six bilateral and trilateral meetings were sponsored by the project. In addition, the project organized three

³ This information is derived from the project's midterm evaluation report.

study tours for employers' and workers' organizations.⁴ Despite this immense effort in delivering trainings and awareness raising activities carried out by the project since its inception in 2008, it is very difficult to assess whether the project has achieved its objectives in light of the fact that the project did not develop adequate measurement systems to periodically measure progress towards objectives.

The following section presents a discussion of each of the four immediate objectives (IO) and the indicators selected for measurement. It aims to determine the extent to which the selected objectives can be deemed 'achieved' according to the selected indicators.

Immediate Objective 1: Workers and employers are more knowledgeable of their rights and are increasingly engaged in constructive dialogue and negotiations.

This objective has two layers. The first component focuses on increasing the knowledge of both employers and workers. The selected indicators for this objective solely focus on measuring this component. The second component of the objective focuses on increasing the level of dialogue and negotiations among employers and workers. However, no indicators were selected to measure the 'increase' in dialogue.

According to the project's PMP, ten key ILO documents promoting fundamental principles and rights at work were translated, printed and widely distributed. For a comprehensive list of these publications please see **Annex F**. The project's activities with the media have also resulted in the publication of a number of news articles and a number of TV shows which featured the principles of the project. In the absence of a baseline regarding the number and level of interest of the media in these issues prior to the project, it is difficult to determine whether there has been an increase in reporting or not. Furthermore, it is difficult to establish a causal link between the project's activities with the media and the number of articles published in light of the overall number of strikes and labor grievances that engulfed the country since January 2011. For a list of published articles and media activities please see **Annex G**.

The third indicator intended to measure this IO, "random sample survey of workers and employer' knowledge of their rights and obligations," cannot be said to have been achieved. The benchmark for this objective was supposed to be an initial survey of workers and employers. The project conducted needs assessment meetings and not surveys. At the moment of writing this evaluation, the project has commissioned an independent consultant to conduct what is referred to as an 'impact study' in order to determine the level of knowledge of workers and employers. However, the results of this 'impact study' should be approached with caution for a number of reasons, most notably the absence of baseline data as well as the activities of other organizations and NGOs that aimed to promote the same principles as the project. A causal relationship cannot be easily established in this regard.

Immediate Objective 2: Independent, competent and representative employers' and workers' organizations which are able to better represent and defend the interests of their members

⁴ This data was provided to the evaluator by the Project's Program Coordinator.

There are five indicators selected by the project to measure the achievement of this IO. However, data for these indicators were not systematically collected making it difficult to objectively measure the level of achievement. The evaluator here relies on information collected from meetings with stakeholders to assess the achievement of this objective. It is important to make distinction between the workers' and employers' organizations in assessing this objective.

For the workers' organizations, the achievement of this objective could have been helped by paying closer attention to their needs. According to project trainers interviewed, the trainings should have focused on two levels: the first on raising awareness and the second on building skills of the newly established structures regarding internal governance, the role of unions and the expected responsibilities. During Phase 1 the project worked with ETUF and the Real Estate Tax Authority (RETA), the first independent union in Egypt. During Phase 2 the project worked with the executive boards of both the Egyptian Federation of Independent Trade Unions (EFITU) and the Egyptian Democratic Labor Congress (EDLC). However, the project was unable to address the internal governance of the trade unions, hence making it difficult to ensure effective functioning of these federations. The reasons given for this is the internal conflict over leadership and approaches within these federations. Nonetheless, the project worked well with the newly established civil aviation federation and the ready-made garments and textile union in Port Said. Meetings with members of these two trade unions and discussions with project staff indicate that these two structures could be said to be independent, competent and representative of workers' interests. Furthermore, the project developed a guide for workers' organization that is intended to serve as a tool to strengthen their internal structures and improve their services.

With regard to employers' associations, the project faced many difficulties in working at the central level until the beginning of 2013. In the middle of 2013, the project made a breakthrough with the employers' organizations. The project held 21 meetings and workshops for 611 representatives from FEI, businessmen and businesswomen associations, investors associations and chambers of commerce. In addition, the project printed three guides to support FEI and other employers' representatives in developing their structure and services. The outcome of these training workshops and publications should be captured through the impact assessment carried out by the project at the time of writing this report.

Following the changes in the leadership of FEI, the project has made strides in establishing a working relationship with this federation. The project succeeded in engaging the leaders of FEI by conducting a needs assessment of the organization and providing technical assistance to support FEI's attempts to become more independent and representative of its members. An action plan was developed based on the needs assessment and the project subsequently carried out six capacity building workshops for FEI members:

- Two workshops on democratic employers' organizations
- Two workshops on persuasive communication
- Two on labor dispute prevention and settlement

Discussions with FEI leadership during the course of this evaluation show that the project has made progress in changing the views and perceptions of the organization in what concerns the role of the ILO and FPRW in general. Although there has been a dramatic shift in the relations

with FEI, the position of FEI towards freedom of association for unions has not changed. They are still whole heartedly opposed to independent unions.

It became evident during the course of this evaluation that the project has successfully introduced a culture of social dialogue within other employers' organizations and associations that the project has worked with in several governorates. It is important to note however, that the employers' organizations that the project has worked with in the governorates are predominantly registered as non-governmental organizations (NGOs) due to a lack of legal framework to facilitate the formation of employers' or workers' unions. Accordingly, these organizations are governed by different laws than the one governing FEI. In both cases, the project did not work on internal governance of employers' organizations, but groundwork was laid for approaching this issue with FEI. The project printed three guides on internal governance of employers' organizations which will be used in other ILO projects targeting FEI. It is mentioned in the project's quarterly reports that these guides will be used in the other project (EGY11) activities, which are continuation of this project's achievements.

Considering the case of Port Said free-zone area, this IO can be said to have been achieved. The project supported the formation of a bi-partite committee in Port Said free-zone, bringing together employers and workers organizations. Meetings with members of the committee in Port Said show that both workers' and employers' organizations are independent and represent the interests of their members. It is also evident that, although they do not meet regularly in a formal manner, they keep in good contact and communication which enables them to effectively address issues and concerns.

In addition to all the awareness raising, publication, dissemination, and training activities carried out by the project, study tours were organized for workers' organizations to Tunisia and Morocco and employers' organizations to France and Germany. These study tours helped workers' and employers' organizations build linkages with similar structures in other countries. It also facilitated the exchange of experiences and exploration of the means to address challenges they face in their operations.

In addition to the separate events and activities held for each group, the project attempted to hold bipartite and tripartite events to promote dialogue and coordination among the social partners. The project organized seven such events as follows:

- In February 2012, a round table meeting to discuss freedom of association law and social dialogue mechanisms bringing together trade unions, MPs, employers, scholars and journalists
- In May 2012, a National Seminar on Social Dialogue brought together MOMM, social partners, NGOs, media, and academics
- In September 2012, a three day workshop on the reconciliation/mediation of labor disputes bringing together MOMM, employers' and workers' organizations
- In June 2013 a tripartite workshop for the social partners in the Minya governorate
- In 2012-2013 the project, in cooperation with the Bureau for Workers' Activities (ACTRAV) supported MOMM in organizing a number of social dialogue sessions to discuss freedom of association act

- In December 2013 a seminar was conducted on the "role of social partners in development during the transition" bringing together MOMM, employers & workers representatives
- In March 2014 the first social dialogue bipartite committee for the textile and ready-made garment sector was established in Port Said investment zone; this activity was implemented in close collaboration with Promoting Workers' Rights and Competitiveness in Egypt Export Industries project and with the support of specialists from ACTRAV and the Bureau for Employers' Activities (ACT/EMP)

It is also important to point out that during Phase 1, the project supported the establishment of a tripartite committee in 10th of Ramadan City and supported a tripartite workshop in Minya in 2009.

Last but not least, the project provided support through training to the fishermen and farmers independent unions. A comprehensive list of workers activities is in **Annex H**.

Immediate Objective 3: The Ministry of Manpower has strengthened capacity to prevent and settle labor disputes

No data was systematically collected by the project to assess the level of implementation of this IO. However, discussions with trainees indicate that this objective can be said to have been at least partially achieved.

What is evident from project records is that the project focused on raising awareness of MOMM staff concerning FPRW and social dialogue. It was noted that the workshops were not focused on skills training and capacity building per se. The project held a total of 44 awareness raising workshops for a total of 1,567 MOMM staff members across Egypt. Thirty seven of these workshops focused on raising awareness on FPRW, four focused on dispute settlement (165 participants), two on effective communication (40 participants) and one workshop focused on the draft law on freedom of association.

Concerning the second indicator for this IO, "*increase in the number of disputes prevented,*" the PMP reports it as "completed". The activities listed against this indicator are the conclusion of two workshops. These activities cannot be said to reflect the necessary measurement of the indicator. To start with, the project did not have a mechanism in place to measure this indicator. According to the project's PMP, data for this indicator should have been collected from MOMM's records prior to the final evaluation of the project. This IO in general requires the establishment of a database managed initially by the project and then handed over to the ministry. This database could have focused on documenting the number of disputes prevented as a result of the project. The absence of a clear M&E system and plans are a key shortcoming of the project in general.

During the course of this evaluation, a total of 24 trainees from MOMM were met (four in Cairo, six in Alexandria and ten in Port Said). Most trainees explained that the training was useful in increasing their capacity regarding negotiations and settling labor disputes. Trainees expressed some concerns regarding the quality of the training, as will be discussed in **Section 3.2.2** below.

Immediate Objective 4: Reform labor legislation in order to bring it into conformity with ratified ILO Conventions and the principles of the Declaration

The project worked with two MOMM ministers and supported social dialogue to promote labor legislation reforms. The efforts by the project lead to concrete proposals for reform. However, the volatile situation and the constant changes in MOMM leadership made it impossible for the project to ensure the adoption of the new legislation. According to the project's PMP, legal drafts produced by the Egyptian government were not in compliance with FPRW. However, the evaluator is of the opinion that the project could not have done more to ensure the achievement of this IO. Legislation reforms require a strong political will and support for change. Despite the fact that during the life of the project two of the seven MOMM ministers were proactively supporting freedom of association, both ministers were unable to pass the required legislation to institutionalize it. Discussions with former Minister during the course of this evaluation show that there was no serious political will to see this law adopted.

3.2.2 Effectiveness of Implementation Strategies

The project adopted two interlinked strategies in order to attain its objectives, namely awareness raising and capacity building. However, the distinction between both strategies was not always clear to project beneficiaries. The approach adopted by the project in implementing these two strategies was also at times blurred since both strategies were implemented through the same means. The main reason for this confusion is due to the absence of training manuals for the capacity building activities. Awareness raising and most capacity building activities took the form of lectures and were not interactive; as such the participants could not tell the difference.

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt started in 2008 as a predominantly policy oriented project and focused its activities on building the capacities of both MOMM and ETUF regarding social dialogue and FPRW. As previously discussed, following the eruption of the January 25th Revolution, the project shifted its focus from a policy-related project to an awareness raising and capacity building project. At first the project tried to work at the central level and then shifted to governorates. In the end it worked with specific sectors at the governorate levels, namely the civil aviation in Cairo and the ready-made garments and textile sectors in Port Said.

The project strategy of working at the governorates level and on sector-specific issues was perhaps the most successful implementation strategy. The project worked on both the civil aviation sector and the ready-made garments and textile sectors in Cairo and Port Said. In Port Said the project worked simultaneously with both employers' and workers' organizations. This inclusion has proven successful in forging common understanding. This resulted in the establishment of the bilateral committee in Port Said. In Minya, the ground work was laid for the establishment of a tripartite committee; however, the events of June 30th, 2013 halted the process.

It is evident from the experience of the project that fostering dialogue among the social partners and working simultaneously with employers' and workers' organizations to establish the necessary linkages and build confidence to promote social dialogue yields greater results than working with each social partner alone. The project could have increased the effectiveness of

the trainings by bringing together the social partners. Awareness raising and trainings were conducted for each of the social partners alone. Stakeholders interviewed during the course of this evaluation have explained that since the project was focusing on social dialogue, it would have been better to champion interaction amongst the social partners. This was discussed with project staff who explained that this would have caused friction between the social partners due to the level of knowledge that each had at the beginning of the project. Nonetheless, the project could have attempted to bring together employers and workers, at least in some of the trainings, to establish relations and foster dialogue. The ILO maintained that after the revolution the project worked on spreading a general culture regarding trade unions and that not all activities would have been successful if the social partners were brought together. Freedom of association (FOA) is a new concept for social partners and in a context where tension exists between new and old employers' associations, it would have been counterproductive to bring them together for certain activities. It is also noted that in order to establish social dialogue, it was important to institutionalize the structures capable of holding constructive dialogue. However, the project activities did not focus on building the capacities of these structures. Rather, it could be considered as laying the ground work for eventual capacity building. This is applicable to workers' and employers' organizations alike. Project success in Port Said and potential success in Minya and other governorates in Upper Egypt indicates the necessity of working with all social partners and bringing them together.

The strategy developed by the project to engage the FEI following the changes in the organization's leadership is one of the key highlights of the project. The project successfully built a level of confidence and rapprochement with FEI by developing adequate training sessions based on sound needs assessment. This has increased the effectiveness of project activities with this organization. In the case of employers in particular, the project worked with large entities such as the FEI and the Mergem and Borg El-Arab investors' associations as well as smaller entities such as the Alexandria businessmen and businesswomen associations. It was noted that although the trainings were beneficial to smaller associations, the effectiveness of the project could have increased if it adopted a focus on the necessary tools for smaller businesses. Using the same tools and training materials for all audiences reduced the effectiveness of project interventions. Trainees from businessmen and businesswomen associations have explained that the problems faced by small businesses, particularly of businesswomen and informal sector enterprises, were not addressed through training or through published materials.

In the case of MOMM, the project attempted to carefully choose trainees to increase benefit. However, selection criteria for MOMM trainees were not always observed. The project attempted to develop training criteria for MOMM staff. However, these criteria were not always adhered to. This was discussed during the course of the evaluation with MOMM who explained that some administrative personnel had to attend these sessions because MOMM believed that Phase 2 of the project was mainly focused on awareness raising and not so much on capacity building. It is important here to reiterate that the project witnessed eight ministers, each time with new advisors and priorities. As such every time the project started a training program it was never concluded.

Employers and workers interviewed during the course of this evaluation expressed satisfaction with the level of knowledge they have acquired through awareness raising and trainings

sessions received. However, it is evident that the project could have increased its effectiveness had it developed the necessary tools for capacity building. Most workers and MOMM trainees explained that the design of the sessions was theoretical and did not focus on skills training. Some MOMM trainees specifically stated that the workshops were 'lectures' and not 'trainings' per se. In addition, the project did not produce training manuals to support the sustainability of project activities. No training of trainers manuals were produced, which opened the door for each trainer to present rather personalized views of the training material. This has caused problems at times in some of the trainings. For example, some trainers providing training to MOMM or employers were biased unionists who antagonized trainees by their views. In other cases, the trainers interpreted labor law in a way that was not in conformity with MOMM's interpretation. In one case, the trainer presented opinions that were not even in line with the views of the ILO itself or the conventions.

The project could have also increased its effectiveness by designing the awareness and training workshops to focus on producing action plans for trainees. This was not done. Many of the stakeholders interviewed during the course of this evaluation have explained that the duration between activities was too long and there was no follow-up on these activities by the project. Employers, workers and MOMM staff in the governorates have explained that they needed further technical support to help them implement some of the components of the trainings. They explained that the project should have supported the drafting of work plans and supported their implementation to increase the value added of the trainings. It was also pointed out by stakeholders that the trainings/awareness sessions were general and did not take in consideration the various level of knowledge and expertise of trainees. A more focused approach to trainee selection and their needs would have made the trainings more effective.

Another key factor that could have increased the effectiveness of project interventions is building on the work that was accomplished during Phase 1 of the project. During the course of this evaluation it became clear that a clear distinction amongst staff and stakeholders alike exist between the two phases of project implementation. According to the project's midterm evaluation for example, major efforts were exerted to form bilateral committees and support workers and employers in both greater Cairo and Upper Egypt. The lost institutional history of the project is a serious issue. Ultimately this was one project that was extended and at times the project re-invented the wheel thus limiting effectiveness and efficiency. In addition, the project did not make use of trained trainers supported during Phase 1 of the project. At the time of the final evaluation, the project had no records of who was trained during Phase 1 or the type of training material used. According to the ILO this information is available. However, this information was not made available to the evaluator when requested. This is a lost opportunity for the project as instead of building on what was achieved, Phase 2 started from the beginning.

For example, the midterm evaluation highly commends the project as follows:

- *As a result of the project's work in 10th of Ramadan City, a protocol of cooperation was signed between the local branch of the Investors' Association and the local ETUF branch, in the presence of the Minister, to bring greater cooperation between workers federations and employers in the industrial zone. This agreement included direct commitments from employers that they would not retrench workers because of the crisis; a tripartite committee was also formed to help companies find solutions to difficulties stemming from*

the crisis. The zone contains 2,000 industrial enterprises, whose businesses and workers can be expected to benefit from the agreement for years to come.

- *In July 2009, a tripartite-plus workshop on social dialogue held in El Minya Governorate led the governor to hold a tripartite meeting and adopt all recommendations from the workshop. These included the announcement of new regulations for the mining industries in the governorate, a fund dedicated to the eradication of child labor in the industry, and regulations to allow workers to benefit from social security funds. The workshop also resulted in the cancellation of tax increase paid by quarry employers and a commitment to establish a quarry hospital.*

The project during Phase 2 did not build on these activities, nor did it follow-up on it to continue to monitor progress and impact. According to the ILO, the project could not build on the protocol of cooperation in the second phase as it was unable to collaborate with ETUF. Additionally, the project did not use these models and attempt to replicate or roll them out in other locations. Instead the project tried to work in other locations without creating linkages between successful models for replication and exchanging lessons learned. It is recognized that the project prior to 2011 was working in a different context; nonetheless successful models could have been showcased to promote bilateral and trilateral dialogue amongst the social partners. For example the project prior to 2011 had a success story in 10th of Ramadan City, however during Phase 2, no follow-up or monitoring or further support was provided. Even the success was not showcased to other locations.

3.2.3 Key Achievements and Implementation Challenges

The above discussion should not deter from the fact that the project has managed to conduct many activities and reach some important milestones throughout the course of its implementation from 2008 and until June 2014. However, due to the way in which the project indicators are formulated, many of the project's achievements are unrecorded and not highlighted. A detailed discussion of the project's M&E systems is below in **Section 3.2.4**. In addition, the project faced a series of implementation challenges that has limited its effectiveness and its performance.

The biggest achievement of the project despite all the challenges is the ability of the project to bring labor issues and labor grievance to the forefront of the political discourse in Egypt. It could be said that the biggest achievement of the project is that it has made freedom of association a reality on the ground.

Stakeholders interviewed during the course of this evaluation believed the project to be very effective and responsive to the need in the country since the rate of labor disputes has increased since 2011. Based on the available evidence, the evaluator is of the opinion that the widespread activities of the project in all governorates, coupled with the intense labor environment in the country, have prompted the Egyptian government to declare the establishment of the Social Dialogue Council in June 2014. The presence of this council, albeit newly established, could be considered a positive step towards ensuring higher participation of all social partners in constructive dialogue around labor issues in Egypt.

The project started in 2008 when freedom of association was a delicate issue that required a great deal of diplomacy and caution. Despite the difficult context in which it was operating during Phase 1, in 2010 the project succeeded in supporting the establishment of the first independent trade union in Egypt, the Real Estate Tax Collectors Union. The project also rendered support for the independent teachers' union, enabling them to become the second independent union in Egypt.

Following the eruption of the January 25th Revolution in Egypt, the project faced many challenges. For starters the project witnessed eight cabinet changes each time bringing a new minister of manpower and migration. This proved very difficult for the project as each political leadership brought with it a different set of priorities for the ministry, making it difficult for the project to continue implementing its planned activities. According to the ILO, the organization doesn't usually sign a memorandum for understanding (MOU) for each project. The project document is developed in consultations with the constituents and is then sent as a final version for the minister to agree on it. This exchange of letters with the government is considered to be their approval of the document. Whereas this is well noted, the level of uncertainty and political instability between January 2011 and until the end of the project necessitated an MOU with the ministry so the project would not be left to the priorities of each minister. The absence of an MOU reduced the ability of the project to develop a sound partnership with the ministry as an institution, as opposed to working with individuals within the ministry according to new priorities every time.

Another key management challenge was the inability of the project to activate the PAC. The committee should have served as a facilitating medium for all project activities. The PAC was established by a Ministerial decree prior to 2011. According to the ILO, it was never activated as the President of the FEI refused to meet with the Minister of Manpower and refused to sit at the same table with the unions. After 2011, the PAC was not active because of the disruption in relations between the ILO and ETUF and the relations between ETUF and the independent unions.

The absence of the MOU and the lack of a functioning PAC made it difficult for the project at times to secure the required political, technical and administrative support from its national partners. For example, an agreement with MOMM to conduct a detailed and multi-level capacity building program halted when a change in ministers occurred. The process of implementation of training activities with MOMM was also a time consuming process, at times taking over a quarter to plan and organize, which has affected the rate of implementation and caused delays in the delivery of project activities.

Another layer of complexity following 2011 was the rapidly increasing number of independent trade unions and workers' federations. The project estimates the number of independent trade unions to be close to 1,200 and there are at least six workers' federations in Egypt at the moment. The three biggest are ETUF, EFITU and EDLC. The project has successfully worked with all three over the course of both implementation phases. However, the internal weaknesses of these structures posed a challenge for the project. In addition, during Phase 2 the project did not work with ETUF due to the latter's allegations against the ILO. This has proven challenging as ETUF is a powerful and well-established structure within the Egyptian labor relations environment and is represented on many government committees. The project's

strategy to focus its work on sector-specific unions/federations is highly commendable as it allowed the project to develop best practices that can be replicated with other structures in the future.

Between 2012 and 2013, the project worked very hard on building a good relationship with MOMM, resulting in the implementation of activities according to the work plan. In addition, the project supported MOMM in holding dialogue and consultation sessions regarding the reform of the labor code. These meetings were very beneficial to building societal consensus around the various issues. During this period, the project also reached out to governors and social partners in Upper Egypt. In Minya, the project succeeded in initiating the first steps toward the establishment of a tripartite committee. However, the events of June 30th, 2013 and the ousting of the then President Mohamed Morsi proved challenging. The political leadership in both MOMM and at the governorate levels changed, which meant that the project had to start from scratch with the government for the third time. In addition, due to the security situation, the project had to stop its activities between June 30th and end of August, 2013.

The rotational nature of the work of the project – work with employers then MOMM then employers, etc. - cannot be said to have been an effective implementation strategy because it broke the continuity required to build sound relations and greatly slowed any potential outcomes from these activities. Furthermore, although the governor in Minya changed after June 2013, the social partners sought out the support of the project to establish the committee. However, the project team did not have sufficient time to provide the necessary support. This was a major lost opportunity for the project. Many, if not all, of those interviewed (except MOMM officials) were surprised to find out that the project started in 2008 and not in 2012 as they believed.

Despite all the challenges in implementation, in 2013 the project succeeded in establishing a good working relationship with FEI. This has paved the way for the ILO and other relevant USDOL funded projects to promote relationships with FEI and other employers' organizations.

3.2.4 Cross Cutting Themes and Issues

The project paid special attention to cross-cutting issues, like empowering women unionists in particular, and engaging NGOs in promoting labor rights and freedom of association. The project held five awareness and training workshops targeting female trade unionists. The first two workshops benefited 44 women members of EFITU. The remaining three workshops were three-leveled, focusing on FPRW as well as social dialogue. In addition to the standard awareness raising activities, the workshops targeting female trade unionists focused on promoting the role of women in trade unions organizations and women's fundamental rights at work. During the course of this evaluation, female unionists spoke highly about the specialized training they received. The evaluator had a chance to discuss the value added of the training with seven trainees. They expressed satisfaction with the training, explaining that the focused workshops afforded them the necessary knowledge and confidence to be able to present their demands and work well with others. They also explained that the training material was comprehensive and gender sensitive and that the trainers were well informed about the challenges that female unionists faced in particular. They expressed their desire to increase the level of trainings targeting women and to pay special attention to female unionists in Upper Egypt governorates. Some female unionists interviewed also explained that the duration

between the various training activities was too long and that the project could have supported them by providing technical assistance in addition to training and awareness raising.

The project also paid special attention to NGOs. The project held three workshops targeting NGOs in Cairo and Upper Egypt (one in Cairo and two in Luxor). The purpose of the workshops was to introduce NGO representatives working in the field of labor rights, women's rights & human rights to FPRW and social dialogue.

Attention to cross-cutting themes like gender and civil society could have been enhanced had the project developed a sound strategy and created the necessary linkages between the various stakeholders. Although these activities are commendable as they helped raise awareness concerning FPRW and social dialogue to a wide base of Egyptian stakeholders, the effectiveness of the interventions could have been enhanced if these activities were directly linked to the project's objectives. However, like the work implemented with the social partners, activities targeting women or civil society were also not followed-up. Recommendations made during training and ideas for further cooperation were not supported by the project. This was due to lack of time and staff for follow up.

3.2.5 Effectiveness of Management & Coordination Systems

Between 2008 and 2012, the communication and management systems of the project proved to be effective and sufficient. A review of the TPRs from this period and discussions with project staff indicates that the team in Cairo enjoyed a good working relationship with the backstopping in Geneva, which enabled the project to continue to carry out its activities and effectively respond to challenges. In addition, based on information available in the TPRs it is evident that the project enjoyed a high level of support from the ILO regional office in Cairo. The regional director chaired several high level meetings with government as well as workers' and employers' organizations, and was involved in discussions related to improving project performance. According to the project's first CTA, communication with the backstopping in Geneva occurred almost on a daily basis and regular visits to project sites and meetings with various stakeholders took place in a timely fashion. It became evident during the course of the evaluation that the backstopping in Geneva between 2008 and 2012 had a sound and thorough experience of the Egyptian context and the required language skills to ensure the smoothness of project implementation.

Changes in project management at both levels, Cairo and Geneva, have proven to be a challenge for the project. In October 2011 a new CTA was appointed for the project. The new CTA worked on building strong relationships with the social partners and is highly respected by all stakeholders. Shortly after the arrival of the new CTA, a new backstopping team was appointed in Geneva. Communication with USDOL is carried out by the backstopping team in Geneva. The delicate nature of the project required a relatively senior level of support from Geneva which cannot be said to have been available after 2013. The technical support provided to the project following 2013 could have been more effective had the backstopping team possessed the necessary skills, expertise, and knowledge including language skills to navigate the delicate political environment in Egypt.

Last but not least, it is noted that communication with USDOL was slow for much of the project life, including many requests for clarification in some TPRs which remained unanswered or at

best required a long time until a satisfactory answer was received. However both USDOL and ILO reported that communication has improved significantly in recent quarters. Since mid-2013 the written reports provided to the donor on project's activities and results have doubled per quarter. In addition to the quarterly progress reports, the project is also sending a second document to reply to donor's comments and requests for additional information. Likewise, the backstopping unit has two or more calls per month with the donor to discuss the project. The above challenge seemed to be partly due to the complex reporting systems of the project. TPRs are drafted in Cairo and submitted to Geneva. They are then forwarded to the donor. There is no direct communication channel between the project implementation team in Cairo and the donor. This has slowed down the process of effective communication between the two sides. Whereas the evaluator recognizes that backstopping as a concept is a good approach to provide technical support to project implementation, there is a need to open channels of communication between the donor and the project team in the field in order to ensure that the donor is kept informed of successes and challenges in a timely manner.

In 2012, the project hired two national coordinators: one focusing on workers and NGO relations and the second on government and employers relations. This has proved to be an effective step. Both officers possessed the required skills to develop sound and effective communication mechanisms with relevant stakeholders. However the effectiveness of the management systems could have been enhanced had two more officers been appointed. First, a specialist in government relations could have supported the work of the project with MOMM. This would have ensured a smoother implementation process and allowed work with employers' organizations and MOMM to run simultaneously instead of interchangeably. The second position that would have ensured a higher quality of project interventions is a monitoring and evaluation (M&E) officer. An M&E Officer could have reviewed the PMP and formulated appropriate indicators to monitor progress and quality of the project's interventions. An M&E position is a key position in any project to ensure consolidation of information, timely data collection and identification of data gaps. It is also an important position to document best practices and lessons learned.

The project also made strategic use and developed increased coordination mechanisms with other projects funded by the US Department of State (USDOS) and implemented by the ILO in Egypt. The project coordinated with *Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work*. In addition, the project coordinated some activities with a second USDOL project called *Promoting Worker Rights and Competitiveness in Egyptian Export Industries*. This process of coordination could support the sustainability of project activities due to the fact that all three projects include components focusing on FPRW and promoting social dialogue. These projects could be considered complementary.

The project management system called for the establishment of a PAC to support project activities. The PAC was formed but never activated as previously explained in **Section 3.2.3** of this report, and no MOU was signed with MOMM. This has affected communication with the ministry and hence minimized the level of cooperation and coordination with MOMM, causing delays in implementation. MOMM officials interviewed during the course of this evaluation explained that they have no recollection of the project's activities with other social partners. The

project could have increased its effectiveness by building a sound partnership with MOMM especially after June 2013.

Finally, the project could have increased its effectiveness in general and the effectiveness of its management and coordination systems in particular by paying closer attention to the recommendations of the midterm evaluation. This was discussed with the project's CTA and former backstopping officer in Geneva. It was noted that the project post-2011 did not develop any plans to address the midterm evaluation recommendations. It was believed that due to the changes in the nature of the context these recommendations would no longer be relevant to the project. This is a major missed opportunity for the project. The midterm evaluation recommendations predominantly focused on improving the monitoring and evaluation systems of the project, which the project could have made ample use of during its second phase of implementation.

The main recommendations of the midterm evaluation were:

- 1. Development of a logframe or improved Performance Monitoring Plan to reduce the focus on outputs and make the links between outputs/activities and impacts more explicit.*
- 2. Increased focus on establishing functioning models of tripartite and bipartite social dialogue and providing joint experiences and exposures around themes that are not so politically charged.*
- 3. Focus on sustainability, including reducing the CTA's direct role in training delivery.*
- 4. Urgent consideration (because of the short time remaining) of launching the emerging trade union leaders training.*
- 5. Development of a gender-mainstreaming policy and gender indicators.*

The first, second and fifth recommendations could have greatly improved the performance and effectiveness of the project. It is worth noting that the recommendation regarding gender-mainstreaming was adopted by another ILO project.

3.2.5 Effectiveness of Monitoring & Evaluation Systems

The project developed a PMP along with indicators to measure achievements of objectives. The PMP focuses on monitoring the implementation of project activities and attempts to link them to the project's immediate objectives. However, the evaluator is of the opinion that although the PMP could be a practical tool to follow-up on project activities and ensure implementation, it is not a monitoring tool and does not possess the required elements and distinctions to be an effective tool for ensuring achievement of objectives and targets. It lacks the necessary logic and coherence to render it a sufficient tool to measure progress toward the achievement of project objectives. Data is not systematically collected. Because the PMP is focused on performance and execution of activities, the only data collected is whether an activity is completed or not completed. The project does not have a monitoring and evaluation system or a database of project beneficiaries. This evidently affects the monitoring of the project and certainly the quality of its interventions.

There is an evident need for increased clarity in the project's logical framework where intended outcomes and results are clearly stated and the corresponding sequence of implementation is

determined. This will allow for increased quality and effectiveness of project interventions and facilitate defining clear indicators for project monitoring. Sound development and project management practices over the course of the last ten years have focused on the development of logical frameworks (logframes) for all projects irrespective of their nature or focus. One of the main recommendations of the midterm evaluation for this project was to develop a logical framework or an improved project monitoring plan to reduce the focus on outputs and make the links between outputs/activities and impacts more explicit. However, this recommendation – along with others – was not adopted by the project. As previously stated in this report, both the CTA and the backstopping in Geneva at the time were of the opinion that due to the changes in the nature of the context these recommendations would no longer be relevant to the project.

The project during Phase 1 and 2 developed indicators for measuring achievement of objectives. However, these indicators neither reflect the incredible amount of effort put in the project nor do they necessarily measure the achievement of objectives. In addition, some of these indicators (like MOMM records) are not readily accessible to the project. The outputs of the project could be said to be consistent with the intended effects or impacts. The activities of the project could be said to be geared towards the attainment of the project objectives. However, the indicators are not formulated in a way that allows measurement. The project could have increased the effectiveness of its M&E system and hence its reporting and quality of interventions by selecting more relevant and measurable indicators. For example, for IO 1, there should have been an indicator measuring ‘increase in constructive dialogue.’ An example of relevant indicator would have been: “workers’ and employers’ committees meet at least 4 times a year.” Furthermore, some project activities do not correspond to the stated indicators. For example for indicator 3 of IO 3, “*Increase number of disputes settled before going to court,*” the activities corresponding to this indicator focus on workshops and meetings. It would have been more effective to focus activities on developing or updating appropriate databases at MOMM to be able to monitor this indicator and report on it. According to the ILO, MOMM keeps track of the number of disputes settled. In the last three years, there has been a significant increase in the number of disputes and in the percentage of those settled. The evaluator did not have access to this information and accordingly cannot validate it.

In what concerns indicator 2, “*increase in the number of disputes prevented,*” the means of verification are the ministry’s records as well. MOMM identified a need for upgrading its data systems, however none of the activities were geared toward improving or upgrading the systems of the ministry, making these indicators and means of verification ineffective in measuring progress toward objectives.

A second and more pressing issue with the measurement of progress towards objectives is the focus on ‘surveys’ and assessment of trainees’ knowledge. On the one hand, the project did not conduct baseline surveys to assess their starting level of knowledge in order to make these indicators effective and relevant. This is due to the absence of an M&E system or a staff person dedicated to this function. Second, assessing the outcome of awareness raising activities is a complex process and requires years in order to yield results. In this case, the indicators cannot be deemed as sufficient or useful in assessing performance. Furthermore, data for measuring the indicators related to ‘increased’ knowledge were not systematically collected. Toward the end of 2013, the project started to develop pre- and post-training surveys. However, the recommendations made by participants in these surveys were not collated and addressed. The

project addressed some of the 'procedural' comments like changing the trainer or venue, however request for follow-up action and technical support were not rendered systematically.

The 'impact assessment' currently being carried out by the project to provide data for the three indicators focusing on knowledge attainment (TOR for this study is attached in **Annex I**) is not timely. In addition to the fact that there is no baseline data for comparison purposes, the study aims to assess impact when some of the project activities took place during May-June 2014.

The evaluator was given the opportunity to examine the PMP of a second USDOL project focusing on labor issues being implemented in Egypt. It is evident that focusing on 'surveys' as a means for measuring progress is a trait of FPRW-related projects. Surveys, if conducted accurately, could be a great source of information and could serve as a good tool for comparison. However they require a lot of resources, time and accuracy to render them useful. Findings from surveys could help articulate indicators but they cannot be *the* indicator.

It is important to select indicators that are relevant to the desired change from project activities. In the case of the promoting workers' rights and competitiveness in Egyptian export industries, it is important for the indicators to focus on measuring change or in acquiring skills and not knowledge. This cannot be measured by information on 'increased knowledge' gained through surveys. Indicators could include "percent of increased productivity of workers" or "number of new policies adopted to improve working conditions in factories."

In the case of Promoting Fundamental Principles and Rights of Work and Social Dialogue in Egypt, the indicators selected are 'process indicators' focusing on the performance of activities. It is important for other projects to develop both process as well as results indicators at the outcome level.

3.3 EFFICIENCY OF RESOURCE USE

This section provides an overview of how economic resources and inputs (funds, expertise, time, etc.) are converted into results. The section examines the project budget as well as the human resources and management structures of the project.

3.3.1 Cost Effectiveness of the Project

Like other components of the project, the security situation in Egypt following 2011 has caused some delays in the implementation of project activities. The project came to a stand-still from November 2010 until October 2011 then again from June 2013 until September 2013. This has caused delays in project implementation.

The project had a budget of US\$2.5 million which was increased to US\$2.9 million. The project had sufficient and adequate financial resources to implement its activities. At the end of the project, the project expenditure is close to 100% indicating the successful delivery of all project activities despite the various delays which has prompted the extension of the project twice (from December 2011 to December 2012 and then to June 2014). The project could be considered cost effective: close to 45% of project funds were allocated to project activities, mainly seminars, workshops and production of awareness raising materials and publications. The results could be said to justify the cost. However, there was no budget allocated for M&E

processes or for an M&E staff person. In general, M&E should constitute 5-10% of the overall budget and in some cases as much as 15% is needed.

A random review of budgets for specific activities shows that sound financial procedures were adopted in choosing venues and other direct costs. In some cases not the cheapest offers were selected. According to project staff, a justification was always made when such selection was done and most expensive venues were chosen when security or equipment was not available at the cheapest locations. Out of the large number of trainings and seminars held, one of them seemed rather expensive, costing close to 1 million Egyptian Pounds in total (US\$142,857). The evaluator examined the expenses for this particular workshop after several stakeholders expressed their surprise that the project would use the project's funds in 'expensive' venues. However, it should be said that given the security situation in Egypt between 2011 and until the completion of the project, the ILO as other UN agencies were required to use venues approved by the United Nations Department of Safety and Security (UNDSS). The list of recommended venues included almost exclusively five-star hotels. Thus, although some funds could have been used differently, the cost of the workshop can be said to have been justifiable.

One key issue that came out during the evaluation, however, was the amount of transportation and meal allowances provided by the project. MOMM officials stated that the project changed the amount provided to trainees in the midst of the trainings without clearly explaining the reasons for this. Moreover, MOMM officials stated that projects by the same donors provide different rates for transportation and meals allowance. It is important for the implementing organization to maintain the same amount for all projects to avoid confusion and/or selective participation based on the amount of incentive offered.

The project has increased effectiveness by cost-sharing many training activities with another project focused on creating conducive environments, especially when the target beneficiaries were the same. This is considered a sound and efficient use of resources.

Although the meetings and trainings were the backbone of the project, recommendations made during these meetings were hardly followed up. This reduces the efficiency and effectiveness of the interventions. Two experts' meetings were organized in order to prepare training materials and manuals and to increase the available Arabic knowledge base concerning labor laws and international standards. The outcomes of these two meetings are however weak. No unified training manual was produced. Rather, these meetings produced background papers that are not of high standards or quality, making these particular meetings less efficient. The project could have diverted these funds toward building the capacity of existing trainers and upgrading their knowledge and training skills in order to form a pool of trainers that are capable of delivering trainings to a wide audience. The project could have also tapped into the resources of the ILO training center in Turin and if necessary translated and adapted existing material to suit the Egyptian context.

Lastly, the materials and manuals produced and used in trainings during Phase 1 of the project were not reused during Phase 2. The trainers prepared during Phase 1 were also not reengaged during the second phase. This also reduces the efficiency of resource use of the project.

3.3.2 Human Resource Management

The project went through two phases of governance and management systems. During Phase 1 the project was made up of the CTA, a national project assistant, administrative and finance officer and the backstopping officer in Geneva. This put a lot of strain on the CTA at times, and prompted a recommendation by the midterm evaluation for the project to reduce the need for the CTA to manage day-to-day project activities.

During Phase 2 the project was better staffed. The project had qualified and committed officers focusing on the various components of the project. The project had five national staff and one international staff in addition to the backstopping in Geneva. The project's CTA and some officers were cost shared with the USDOS-funded project "*Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work.*" This increased the efficiency of the use of human resources available to the project.

Nonetheless, the project's effectiveness and efficiency could have benefited from two additional staff members, namely a specialist in government relations to work directly with MOMM, which would have freed the time of the National Project Coordinator for Employers to follow up on activities and ensure timeliness of implementing this project component. The second position should have been an M&E Officer focusing on ensuring the coherence, logic and quality of the project's interventions. The M&E function should be considered as a 'core function' that USDOL should require in order to ensure the effectiveness and efficiency of project interventions. Alternatively, the National Program Officer's TOR should have included a higher level of involvement in M&E and not only a focus on program coordination and management.

3.4 SUSTAINABILITY AND ORIENTATION TOWARD IMPACT

This section examines the potential sustainability of project interventions. It starts by an overall examination of the change that has occurred as a result of project interventions, as recounted by the stakeholders interviewed during the course of this evaluation. The section then moves on to discuss the potential for sustainability.

3.4.1 Change as a Function of Project Interventions

As previously discussed throughout this report, the project did not pay special attention to documenting observable changes that can be causally linked to project's interventions. At the moment, the project is conducting an 'impact study' which could highlight some of the changes or results that the stakeholders causally linked to the project.

During the course of this evaluation, stakeholders provided the evaluator with a number of 'results' that they felt were a direct outcome of the project. The head of the labor directorate in Port Said attested to the project's benefit in increasing knowledge regarding collective bargaining and negotiations, which led to the resolution of several labor disputes. According to MOMM officials interviewed at the central level, the project provided a good forum for exchanging expertise among MOMM staff and unifying concepts and knowledge among the ministry's employees across the country. It is worth mentioning that the main beneficiary of project interventions, MOMM, is unable to collectively articulate an increase in capacity and/or knowledge. Rather, MOMM was relatively skeptical of the results of project interventions.

The project activities had a significant impact on the newly established trade unions and workers' federations. The project invested a lot of time and resources in providing training as well as technical support to these structures. Workers' organizations interviewed during the course of the evaluation expressed satisfaction with the project's interventions and activities. The exchange of experiences and provision of international experiences have helped TUs develop their internal systems and structures. It is recognized that these structures continue to require additional support; however, the project paved the way for other interventions to continue working on freedom of association in Egypt. A concrete outcome from the project was recounted by the Federation of Civil Aviation who explained that the training and technical support provided by the project helped them end a strike by air-hosts through the application of negotiating and collective bargaining skills. The establishment of a bilateral committee in Port Said has also helped the free-zone area in resolving many labor issues such as working hours and daycare for children of workers.

A major outcome of the project's interventions could perhaps be observed within the employers' organizations. The project has successfully improved the image and knowledge regarding the role of the ILO. Several employers' organizations interviewed during the course of this evaluation have reported a change in perception regarding the ILO as well as attitudes in approaching labor and settling labor grievances. Some of the human resource managers targeted by the project have explained that the project helped them understand the value of TUs and helped change their perceptions regarding the most appropriate way to work with TUs within their companies.

The project has supported the increase in awareness regarding FPRW and the importance of social dialogue in Egypt. Despite implementation challenges and issues pertaining to quality of interventions discussed in this report, it is evident that the various stakeholders of the project have benefited from participation in project activities to the extent that almost all of them (including MOMM) have expressed their desire for the project's activities to continue.

3.4.2 Potential Sustainability of Interventions and Activities

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt did not develop a sustainability plan and/or an exit strategy. The project focused on providing a wide range of awareness raising activities to a wide audience to ensure that international labor standards and principles of FOA become part of labor discourse in Egypt. The benefits of the awareness raising and capacity building of various structures cannot be deemed durable without the necessary legal and institutional frameworks, which at the moment are not in place.

The declaration by the Egyptian government to establish the National Council for Social Dialogue is a strong indication that the government recognizes the importance of social dialogue. However, it is important to be prudent with its usefulness and benefits and time will tell how this council will function. The actual composition of the council along with its purpose and modality of functioning remains to be seen. It is recognized that the Council established by the government will require additional capacity building with a focus on governance structures to ensure its effectiveness.

The project supported the establishment of bilateral committees in 10th of Ramadan and in Port Said, which are more than likely to continue to function after the life of the project. USDOL

projects currently being implemented in Egypt have components focusing on social dialogue. This also could be considered as a potential for sustainability especially if these projects chose to support this Council or its local chapters to support the project's objectives. Special attention could be afforded to establishing and institutionalizing bilateral committees at the governorate levels, particularly in Upper Egypt.

The project focused less on building the internal systems of the social partners to ensure effective social dialogue amongst them. Sustainability could have been supported by the presence of a plan to build the internal systems of nascent independent TUs and by reviewing the internal systems of employers' organizations. This would have required a change in some of the project strategies to focus on internal governance and rigorous capacity building for a selected number of these organizations. This would have been more effective. As the experience of the project shows, working on sector specific or area specific basis rigorously yields greater results.

Nonetheless, the changes in attitudes and practices of employers' organizations, coupled by the political context and the presence at the moment of a political will to institutionalize social dialogue as an effective tool for settling labor disputes and addressing workers' grievances, is a positive step along the way. Discussions with FEI and other investors' associations in Port Said and Alexandria indicate that these organizations are likely to continue seeking the support of the ILO to upgrade their organizations.

In sum, although the project was not particularly geared towards sustainability, the level of involvement of the social partners, their desire for the continuation of project activities, their new perceptions and approaches (particularly among employers), and the political context in Egypt at the moment indicate that some of the outcomes of the project are likely to be sustainable. The sustainability of the interventions could be greatly supported through a special focus on policy reform and upgrading of MOMM systems and policies regarding labor administration.

IV. CONCLUSIONS

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was a timely and needed project during both its phases of implementation. The project has succeeded in reaching some key development milestones, namely the support in establishing the first ever independent trade unions in Egypt in 2010; engaging FEI and other employers' organizations and supporting them to become more effective; and prompting the Egyptian government to establish the National Council for Social Dialogue at the national level with experts committees at the governorate levels. Although it is too early to assess the value-added of this council, it could be a positive step.

The project could be said to have somewhat met its objectives as they were articulated in the project document. The project has successfully identified its beneficiaries and adapted implementation strategies to respond to emerging new stakeholders, such as the independent trade unions and workers federations in Egypt post-2011. The project interventions took place at a time characterized by major political volatility and instability. Project implementation faced serious challenges from both the political context as well as the internal weaknesses of some stakeholders throughout its life cycle. It is worth noting, nonetheless, that the project's main goal was to promote FPRW and social dialogue which necessitates a change in the environment of freedom of association in Egypt. This was to a very large extent achieved as a result of project interventions on the one hand, and by the changes in the political environment in Egypt on the other.

The relevance and effectiveness of the project could have been supported by two key factors. The first is a re-examination of project strategies and context analysis of the situation in Egypt following the revolution in 2011. Although work plans were revised following 2011, the revisions only took into consideration the changes in the workers' organizations. The project could have increased its relevance also by conducting the necessary needs assessment for its beneficiaries and developing formal mechanisms for cooperation with the three social partners to ensure commitment of all relevant stakeholders.⁵

The second key factor that could have increased the project's effectiveness is a higher attention to the quality of interventions. The project since 2011 has moved from being a policy-focused project to a mix of policy and capacity building program. The project should have developed the necessary tools to ensure the effectiveness and value-added of its training and capacity building activities. These could have included the production of training manuals and training of trainers' manuals in addition to the translation and dissemination of key ILO documents. This would have supported the sustainability of the project. The project could have also increased its effectiveness and sustainability by developing the skills and capacities of a group of trainers focused on labor issues, as was originally envisaged and carried out during Phase 1 of implementation. In addition, the project during Phase 2 made little or no linkages to what was achieved during its first phase. This sharp distinction between the two phases of implementation is a major shortcoming of the project.

⁵ The ILO stated that other needs assessments are available related to MOMM and the Independent Trade Unions, however did not provide them after repeated requests by the evaluator.

Nonetheless, the project enriched the discourse around labor issues and social dialogue in Egypt through many activities with the media and the translation and dissemination of a wide range of key publications. Currently, there is a common ground on which social partners can build. The establishment of the National Council for Social Dialogue is a positive step forward in ensuring the institutionalization of social dialogue and freedom of association in Egypt.

Current ILO implemented projects should make ample use of the ground work that was laid through Promoting Fundamental Principles and Rights at Work and Social Dialogue. There is a clear need for policy reform particularly focused on unions' freedoms and freedom of association in general. The project has several success stories and achievements, like the bipartite committees in Port Said and 10th of Ramadan. Other projects currently being implemented should build on the successes of these models in order to continue to promote social dialogue as a vehicle for improving worker-employer relations in Egypt during the coming years.

V. KEY RECOMMENDATIONS AND LESSONS LEARNED

The below list of recommendations should support other labor-related projects being implemented in the country. They could also serve as a guide for improved programming of similar projects in Egypt.

5.1 Recommendations

To USDOL and ILO

- A logical framework, which causally links activities to outputs and their contribution to expected outcomes, should be developed as an integral part of a comprehensive M&E system and plan for each project. This helps project teams focus their efforts on developing the necessary tools to ensure the successful accomplishment of objectives.
- Projects should develop a plan to respond to recommendations made in midterm evaluations in order to increase effectiveness, impact and sustainability. Midterm evaluations (especially when external) are a key opportunity for the project to reexamine its approaches and strategies.
- Encouraging bilateral and trilateral committees in an inclusive way would support the sustainability of this project and the objectives of UNDAF, ILO and USDOL in Egypt.

To USDOL

- Other USDOL projects in Egypt should build on the success of this project by continuing to promote social dialogue as a means to solve labor disputes.

To the ILO

- The ILO should develop a new and unified approach in working with all TUs. This is imperative in maintaining an objective stand with all social partners in Egypt.
- Future projects in Egypt should consider a context analysis when reengaging with ETUF. At the moment ETUF seems relatively weak, however, the fact that it is the oldest federation of trade unions in Egypt with representation in many governmental ministries and institutions requires a new approach.

5.2 Lessons Learned

- A well-developed M&E system should be developed in order to ensure quality and effectiveness of interventions.
- It is not sufficient to develop process indicators; the development of outcome indicators should be a fundamental part of planning and monitoring project objectives.
- The effectiveness of the management systems could have been enhanced had two more offices been appointed: a specialist in government relations and an M&E officer. The first would ensure a smoother implementation process and allow work with employers'

organizations and MOMM to run simultaneously instead of interchangeably. The second would ensure that project objectives were better measured.

- At times of political uncertainty and changes in the context, projects should reexamine project activities and develop plans for anticipating risks. This can greatly enhance the effectiveness of projects' interventions.

ANNEX A: EVALUATION TERMS OF REFERENCE

TERMS OF REFERENCE

for the
Independent Final Evaluation
of
**Promoting Fundamental Principles and Rights
at Work and Social Dialogue (EGY/07/03/USA)**
in
EGYPT

Cooperative Agreement Number: IL-16962-08-60-K

Financing Agency: U.S. Department of Labor

Grantee Organization: International Labour Organization

Dates of Project Implementation: January 2008 - June 2014

Type of Evaluation: Independent Final Evaluation

Evaluation Field Work Dates: June 15 - 28, 2014

Preparation Date of TOR: April 2014

**Total Project Funds from USDOL Based
on Cooperative Agreement:** US \$2,900,000

Vendor for the Evaluation Contract:



Sistemas, Familia y Sociedad
Consultores Asociados

ACRONYMS

Acronyms	Definitions
ETUF	Egyptian Trade Union Federation
FEI	Federation of Egyptian Industries
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
ILO/FPRW	ILO Fundamental Principles and Rights at Work
OTLA	Office of Trade and Labor Affairs
MOMM	Ministry of Manpower and Migration
PARDEV	ILO Partnerships and Field Support Department
PMP	Performance Monitoring Plan
SFS	Sistemas, Familias y Sociedad – Consultores Asociados
TAC	Technical Assistance and Cooperation Division
TOR	Terms of Reference
TPM	Team Planning Meeting
TPR	Technical Progress Report
USDOL	U.S. Department of Labor
USG	U.S. Government
UN	United Nations
UNDAF	United Nations Development Assistance Framework

I. BACKGROUND AND JUSTIFICATION

USDOL - OTLA

The Office of Trade and Labor Affairs (OTLA) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OTLA's mission is to implement trade-related labor policy and coordinate international technical cooperation in support of the labor provisions in free trade agreements; to develop and coordinate Department of Labor positions regarding international economic policy issues and to participate in the formulation and implementation of U.S. policy on such issues; and to provide services, information, expertise, and technical cooperation programs that effectively support the international responsibilities of the U.S. Department of Labor and U.S. foreign labor policy objectives.

Within OTLA, The Division of Technical Assistance and Cooperation (TAC) provides technical assistance to improve labor conditions and respect for workers' rights internationally. TAC works with other governments and international organizations to identify assistance that countries may require to improve the labor conditions of their workers. TAC currently funds over 20 active technical cooperation projects across the globe that provide technical assistance to improve worker rights, livelihoods and labor law compliance. Since 1995, TAC has funded programs in more than 72 countries addressing a wide range of labor issues.

Project Context

There is a growing realization on the part of the Egyptian government that the changing economic environment of globalization means that appropriate measures should be adopted to develop a globally competitive economy, notably through creating an environment conducive to consultation and introducing a policy of empowerment of individuals by providing them with the necessary means for their affirmation as economic, social and political actors. Awareness of one's rights and duties and the development of independent legal entities to represent and ensure the expression of those rights and duties are core elements that have to be nurtured to cement a climate of confidence for long-term stability and sustainable development.

Egypt has ratified the eight core International Labour Organization (ILO) Conventions including C. 87 on Freedom of Association and Protection of the Right to Organize and C. 98 on the Right to Organize and Collective Bargaining.

The Labour Code of 2003 contains articles which define procedures of collective bargaining, and proposes mechanisms for overcoming difficulties that may arise in the process. Employers tend to refrain from collective bargaining, and are often reluctant to engage in dialogue. This may be attributed to lack of awareness and trained personnel in negotiation and bargaining. In many cases, dialogue faces many difficulties because of rigid attitudes. The Labour Code calls for collective bargaining between employers and workers to settle certain disputes amicably, and defines the conciliation and dispute settlement procedures.

The project's lifetime was marked by political instability. Indeed the project witnessed two revolutions leading to the downfall of two different presidents. In 2011, mass demonstrations against the "old regime" forced former president Hosni Mubarak to step down. This historical event was followed by very unstable transitional ministerial cabinets being reshuffled on average every six months until the first democratic elections took place in the country. Mohamed Morsi, a former leader of the Muslim Brotherhood, became the first democratically elected president of Egypt following the 40 year reign of President Mubarak. Only one year after his appointment, nation-wide demonstrations started requesting president Morsi to step down. Following his first anniversary as a president, Mohamed Morsi was removed from power by military forces in an attempt to defend national security. A transitional cabinet was appointed to ensure national duties until the next elections, but the whole cabinet resigned in early 2014, yet constituting another complete cabinet reshuffle. The next presidential elections took place on May 26-28, 2014. Former military chief Abdel Fattah el-Sisi has been elected the next president.

Both revolutions impacted the country economically and socially. The political instability severely impacted the country as it led to many violent clashes between the supporters of different parties, causing important casualties on all sides. Consequently, foreign investment and tourism dropped drastically and the Egyptian Pound was severely devaluated. The socio-economical context combined with the absence of social dialogue resulted in many strikes that caused several companies to shut down.

In this context, employers became conscious that social dialogue is necessary to ensure the sustainability of their businesses. Consequently, the project witnessed a major change in the relations with employer organizations. Recently, the project has been collaborating smoothly with the Federation of Egyptian Industries (FEI), as they requested the ILO's support to review their structure, mandate and organization. FEI stated that it is ready to have open elections for its leadership.

During this period, workers understood that uniting strengthens their bargaining power. Subsequently, the first independent unions appeared in 2011. However, these organizations are not legally recognized and are not accepted by employers or by the Egyptian Trade Union Federation (ETUF). So far, these newly established organizations are criticized for their lack of coordination, representation and experience. Egypt now counts over 1,000 independent unions. Large employers (some textile factories have over 30,000 employees) fear that allowing independent unions will result in chaotic relations with their employees, as this could mean having to negotiate with dozens of unions.

Description of the Project

In January 2008, the International Labour Organization (ILO) received a four year Cooperative Agreement worth US\$2.4 million from USDOL to implement a project entitled "Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt." The project started in April 2008 and later received a cost extension of US\$0.5 million, resulting in a total budget of US\$2.9 million and an ending date of June 2014. An interim evaluation was conducted for this project in October 2010. The ILO Country Office in Cairo was responsible for implementing the project and the ILO FPRW technical unit served as a backstop for the project.

The goal of the project was to address the specific challenges of government, employers, and workers in Egypt, with a particular focus on realizing the Fundamental Principles and Rights at Work as established

in the ILO Declaration of 1998. Accordingly, the project targeted the leadership and decision makers in the Ministry of Manpower and Migration (MOMM), as well as the leadership, senior members and staff of employers' and workers' organizations at national, provincial and/or district levels. The project also worked with members of parliament, other Ministries and civil society organizations as deemed necessary. In addition, it reached out to the public at large through direct information and advocacy campaigns.

In support of the overall goal, the project identified the following four Immediate Objectives:

***Immediate Objective 1:** Workers and employers are more knowledgeable of their rights and obligations and are increasingly engaging in constructive dialogue and negotiations*

***Immediate Objective 2:** Independent, competent and representative employers' and workers' organizations which are able to better represent and defend the interests of their members*

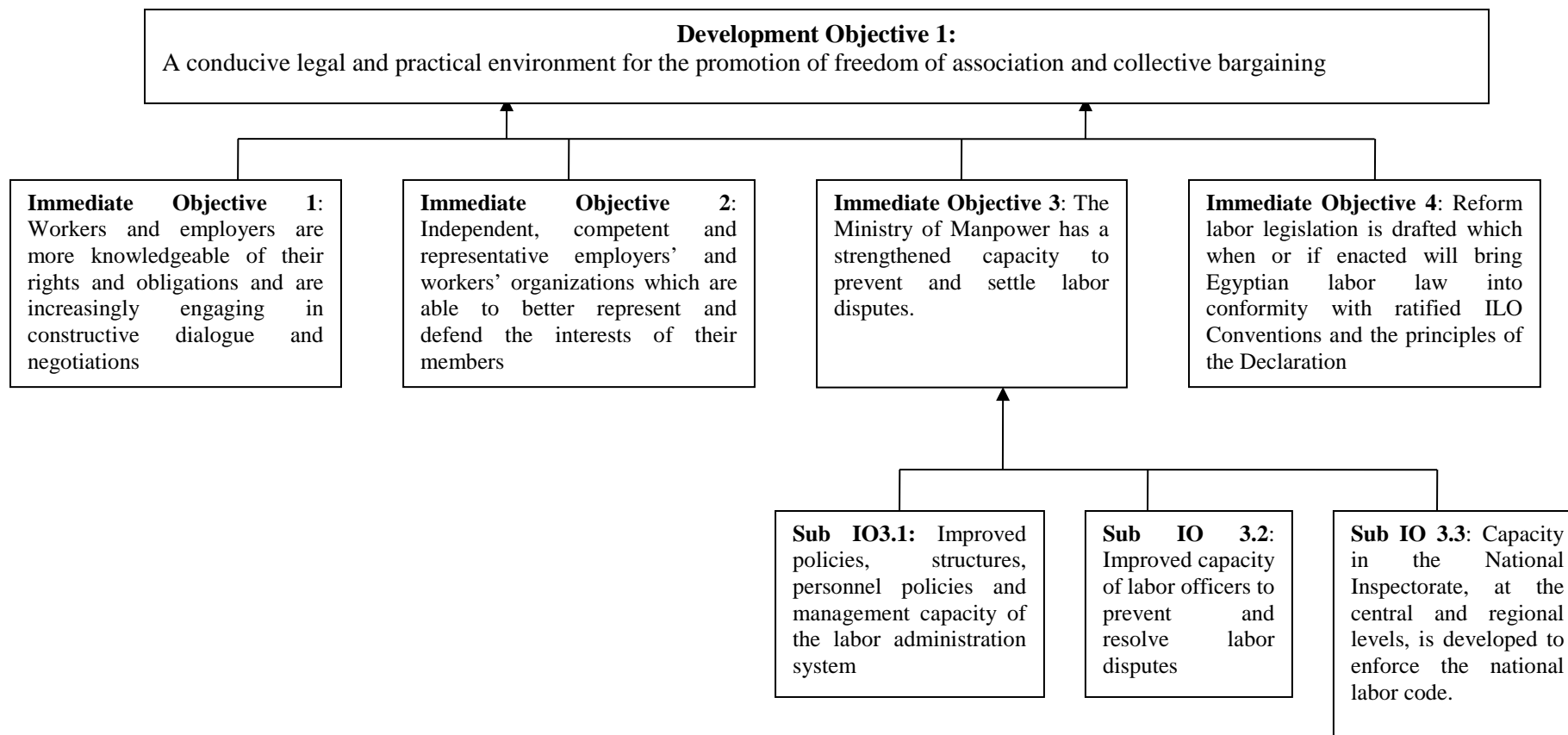
***Immediate Objective 3:** The Ministry of Manpower has a strengthened capacity to prevent and settle labor disputes*

***Immediate Objective 4:** Reform labor legislation in order to bring it into conformity with ratified ILO Conventions and the principles of the Declaration*

The project strategy adopted a gradual and flexible approach so as to be able to change long-established attitudes, traditions and practices. Following the Arab Spring and the resulting political instability and tense industrial relations, the project increased its activities with each of the tripartite constituents separately, in order to facilitate discussions on freedom of association rights and social dialogue in the country. It also looked at reorienting its awareness raising strategy in order to create multidisciplinary forums for information sharing and dialogue. The work with the MOMM was particularly affected due to the frequent changes of leadership. The project made efforts to maintain a certain degree of sustained cooperation by working with Ministerial advisers more closely and identifying urgent areas of work.

The following diagram illustrates the project’s strategic framework, including the Immediate Objectives, Sub-objectives and Outputs.

STRATEGIC FRAMEWORK – EGYPT DECLARATIONS PROJECT



IO I: Outputs

- A nation-wide awareness raising campaign
- Training worker and employer groups

IO 2: Outputs

- Review/develop constitutions and internal regulations of employer organizations and independent unions.

IO 3: Outputs

- Conduct an assessment of the labor administration, and
- Train ministry personnel

IO 4: Outputs

- Implement a tripartite process to draft legislative reforms.

II. PURPOSE AND SCOPE OF EVALUATION

As per ILO evaluation policy and USDOL Management Procedure Guidelines, OTLA-funded projects are subject to external interim and final evaluations. An independent interim evaluation of the Egypt Declarations project was conducted in October 2010. The final evaluation was due in autumn 2013 but postponed to June 2014 due to in-country security and stability issues.

Final Evaluation Purpose

The overall purpose of this final evaluation is to ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target groups and stakeholders; whether expected results are occurring (or have occurred) based on performance data; the appropriateness of the project design; and the effectiveness of the project's management structure. In addition, the evaluation aims to describe practices that can and should be replicated; and identify those factors that enable the sustainability of the interventions undertaken during the project. Finally, the evaluation will investigate how well the project team managed project activities and whether it had in place the tools necessary to ensure achievement of the outputs and objectives.

The evaluation should also identify effective models of intervention that will serve to inform future projects and policies in Egypt and similar environments elsewhere, as appropriate. The final evaluation serves as an important accountability function for USDOL and ILO. It should be written as a stand-alone document, providing the necessary background information for readers who are unfamiliar with the details of the project as the evaluation report will be published on the USDOL website.

Intended Users

The primary stakeholders of the evaluation are USDOL, ILO, the Government of Egypt and the constituents in Egypt. The ILO, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learned. The evaluation findings, conclusions and recommendations will also serve to inform stakeholders in the design and implementation of subsequent projects in the country and elsewhere as appropriate.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all outcomes and activities carried out under the USDOL Cooperative Agreement with the ILO. The evaluation will focus data collection primarily on selected project documents and reports and interviews with key project personnel, partners, and stakeholders in Egypt. The project will be evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the project's interventions.

The evaluation will focus on the areas of project relevance, effectiveness, efficiency, impact and sustainability. Specifically, the evaluator should examine:

- The validity of project design, objectives, strategy, and assumptions;
- Progress made in achieving project immediate objectives;

- Stakeholder buy-in, support, and participation in the project;
- Barriers and opportunities to successful implementation;
- Where activities have been particularly successful, the reasons for successful implementation;
- Intended and unintended effects accrued to the target groups;
- Efforts by local stakeholders to replicate/continue project activities;
- Incorporation of October 2010 evaluation feedback and recommendations into project strategy; and
- Risk analysis in project design and implementation, and the extent to which the project responded effectively to emerging risks and challenges.

The evaluation will assess the positive and negative changes produced by the project – intended and unintended, direct and indirect – as reported by respondents. The final report should provide recommendations for possible changes that could be made to the design, strategy and implementation arrangements of a similar project that may be implemented in the future.

The specific evaluation questions, listed below, may also be adjusted if needed as determined by the stakeholders and evaluator prior to the fieldwork. The evaluator may also identify further points of importance during the fieldwork that may be included in the analysis as appropriate.

Evaluation Questions

In general, the evaluator’s opinions on the following two questions should be woven throughout the observations, conclusions and recommendations:

- What good practices can be learned from the project that can be applied to the Factoring Monitoring Project and in similar future projects?
- What should have been different, and could have been avoided?

Specific questions that the evaluation should seek to answer are found below, according to seven key areas. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL. Report findings should be organized around these key areas.

Relevance and Strategic Fit

6. Were the project objectives consistent with the beneficiaries’ needs, requirements, the country needs, global priorities and partners at the outset of the project?
7. How did the needs of these stakeholders change since the beginning of the project? In what ways / to what extent did these changes affect the relevance of the program?
8. Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
9. Were the activities and outputs of the project consistent with the intended effects?
10. How has the project aligned with and supported UN (UNDAF), ILO and USDOL strategies and priorities in Egypt?

Validity of Project Design

6. Was the project design logical and coherent? What internal and external factors have influenced the ability of the ILO to meet project targets?
7. Do outputs causally link to the intended outcomes that in turn link to the broader objectives?
8. Considering the results that were achieved so far, were the objectives, targets, and timing realistically set?
9. How appropriate and useful were the indicators described in the project document in assessing project progress?
10. Was the project's performance monitoring plan (PMP) practical, useful, and sufficient for measuring progress toward achievement of project objectives? How was the gathered data used? How could it have been used better?

Progress and Effectiveness

5. To what extent did the project achieve its objectives? Were outputs produced and delivered as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them?
6. In which area (objective/component, issue) does the project have the greatest achievements? Why and what have been the supporting factors?
7. What were the major factors influencing the achievement or non-achievement of the objectives?
8. Are there any additional achievements of the project over and above what was foreseen in the project document? Were any unintended results of the project observed?

Efficiency of Resource Use

A measure of how economically resources/inputs (fund, expertise, time, etc.) are converted into results:

5. To what extent were the management, monitoring, and governance arrangements for the project adequate?
6. In general, do the results achieved justify the costs?
7. Could the same results be attained with fewer resources?
8. Have project funds and activities been delivered in a timely manner?

Effectiveness of Management

The extent to which management capacities and arrangements were put in place to support the achievement of results:

7. Did the project receive adequate political, technical and administrative support from its national partners/implementing partners?
8. How effective was the communication between the project team, the field office, the regional office, the responsible backstopping and technical department at headquarters, PARDEV and the

USDOL? How effective was the communication between the project team and the national implementing partners?

9. How effectively the project management monitored project performance and results? Was a monitoring and evaluation system in place and how effective was it? How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? Was relevant information and data systematically collected and collated? How is the gathered data used? How could it be used better?
10. Has the project made strategic use of coordination and collaboration with other ILO projects and with other USDOLs in the country/region to increase its effectiveness and impact?
11. To what extent have the recommendations of the midterm assessment been implemented?
12. How effective was the backstopping support provided so far by ILO throughout the project implementation?

Sustainability and Orientation toward Impact

5. What has happened as a result of the program or project?
6. Can observed changes (in attitudes, capacities, systems, institutions etc.) be causally linked to the project's interventions?
7. Are national partners able to continue the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?
8. Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?

III. EVALUATION METHODOLOGY AND TIMEFRAME

A. Approach

Performance shall be assessed in terms of six criteria: relevance and strategic fit; validity of project design; project progress and effectiveness; efficiency of resource use; impact orientation and sustainability of the project; and effectiveness of management arrangements.

The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders.

Quantitative data will be drawn from project documents including the Technical Progress Reports (TPRs) and other reports to the extent that it is available. For those indicators where the project is experiencing challenges, a brief analysis will be included in the results.

The following principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated to the greatest extent possible.
2. Gender and cultural sensitivity will be integrated in the evaluation approach.
3. Although a consistent approach will be followed in each project site to ensure grounds for a good qualitative analysis, the evaluation will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders. Additional questions may be posed that are not included in the TOR, while ensuring that key information requirements are met.

B. Final Evaluation Team

The evaluation team will consist of:

1. The international evaluator: Nahla Hassan
2. One member of the project staff may accompany the team to make introductions. This person will not be involved in the evaluation process and will not attend the evaluators' meetings or interviews with key informants.

Ms. Hassan will be responsible for: developing the methodology in consultation with SFS and the project staff; assigning field work-related tasks to interpreters; directly conducting interviews and facilitating other data collection processes; analyzing the information gathered from the evaluation process; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

C. Data Collection Methodology

The evaluation will be carried out through a desk review and visits to the country for consultations with relevant officials of the ILO Cairo Office, the project team, constituents, the USDOL Embassy as well as other key stakeholders.

The evaluation shall draw on six methods: 1) review of documents, 2) review of operating and financial data, 3) interviews with key informants, 4) field visits, including focus group discussions, 5) meetings with stakeholders, and 6) post-fieldwork conference calls.

1. Document Review

The Evaluator will review at least the following documents before conducting his/her mission to the field.

- Project Document
- Progress reports to the USDOL
- Interim Evaluation Report
- Reports from activities
- Mission Reports
- Strategic Framework and PMP
- Work plans

2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how he/she is going to allocate his/her time in the field. It will also help the evaluator to ensure that s/he is exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from. The question matrix shall be forwarded by the evaluator to SFS before start of field work.

3. Team Planning Meeting

The Evaluator will conduct by phone a team planning meeting (TPM) with the USDOL and ILO/FPRW. The objective of the TPM is to reach a common understanding among the Evaluator, the USDOL and ILO regarding the status of the project, the available data sources and data collection instruments and the program of meetings.

4. Interviews with stakeholders

Interviews will be held with as many project stakeholders as possible. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, employers' and workers' organization representatives, community leaders, donors, and government officials. For the Egypt project, this includes but is not limited to the following groups:

- USDOL Project Manager in Washington, DC (by phone)
- ILO/FPRW staff and other relevant HQ staff
- ILO Project Staff based in Egypt
- Director and relevant officials of the ILO Cairo Office
- Selected individuals from the following project's beneficiaries or partners group in Egypt:
 - Relevant staff from the Government
 - Relevant representatives from employers and workers' organizations
 - Employers and workers trained or assisted by the project.
 - US Embassy

Depending on the circumstances, these meetings will be one-on-one or group interviews. The exact itinerary will be determined based on scheduling and availability of interviewees. Meetings will be scheduled in advance of the field visit by the project staff, coordinated by the designated project staff, in accordance with the evaluator's requests and consistent with these terms of reference. The evaluator should conduct interviews with beneficiaries and stakeholders without the participation of any project staff.

5. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges. During the visits, the evaluator will observe the activities and outputs developed by the project. Meetings will be scheduled in advance of the field visits

by the ILO project staff, in accordance with the Evaluator's requests and consistent with these terms of reference.

6. Post-Field Meeting

Upon completion of his/her mission, the Evaluator will provide a debriefing by phone to USDOL and the ILO FPRW branch on the preliminary findings, as well as the evaluation process.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Stakeholders Meeting

The stakeholder workshop will take place on the 26th of June, 2014. This meeting will be conducted by the evaluator to provide feedback on initial evaluation results. It will bring together a wide range of stakeholders, including the implementing partners and other interested parties. The agenda of the meeting will be determined by the evaluator in consultation with project staff. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. The exact program for the workshop will be decided jointly with the senior project staff during the first week of the evaluation.

The stakeholder workshop will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The presentation will concentrate on good practices identified at the time of the evaluation, lessons learned and remaining gaps as identified by all the stakeholders. The role of the evaluator is to analyze and represent the viewpoints of the various individuals and documents consulted. The evaluator will use their experience from similar evaluations to share and enrich understanding of the information gathered during the evaluation. The presentation in the workshop will be constructive in format and will not dwell on personal or small project details.

F. Limitations

The evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment, therefore (lacking rigorous experimental methods) the evaluator should take care when describing links between the project's interventions and observed results to avoid

attribution without supporting evidence. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources and the ability of the latter to triangulate this information.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	2014 Date(s)
Logistics call to discuss logistics and field itinerary	May 12-15
Identify a list of stakeholders	May 25
Deadline for input from Grantee and DOL on TOR	May 25
Methodology for TOR due from Evaluator	June 9
Revised TOR submitted to USDOL	June 10
Finalize TOR with USDOL and submit to Grantee	June 11
Contract signed with evaluator	TBD
Document review	Apr 21 – June 17
Finalize field itinerary and stakeholder list for workshop	June 16
Inception report and question Matrix due from Evaluator	June 16
Fieldwork	June 15-27
Stakeholders Meeting	Sat, June 28
Post-fieldwork debrief call	Tues, July 8
Draft report to SFS for quality review	Mon, July 14
Draft report to USDOL and grantee for 48 hour review	Wed, July 16
Draft report sent to USDOL, ILO and stakeholders for comments	Fri, July 18
Comments due to SFS	Fri, Aug 1
Revised report sent by evaluator to SFS	Wed, Aug 6
Revised report to USDOL and ILO	Fri, Aug 8
Approval to finalize from USDOL	Wed, Aug 13
Final copy edited, 508-compliant Report send to USDOL, grantee and stakeholders	Mon, Aug 18

IV. EXPECTED OUTPUTS/DELIVERABLES

On Tues, July 8, a debrief call will be held to provide USDOL with preliminary findings and solicit feedback if necessary.

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to SFS. The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (5 pages)
- IV. Background and Project Description (1-2 pages)
- V. Purpose of Evaluation (2 pages)
- VI. Evaluation Methodology (1 page)
- VII. Findings, Conclusions and Recommendations (no more than 20 pages)
 - A. This section should be organized around the TOR key issues and include findings, conclusions and recommendations for each.
- VIII. Annexes
 - A. Terms of Reference
 - B. Strategic Framework
 - C. Project PMP and Data Table
 - D. Project Work Plan
 - E. List of Meetings and Interviews
 - F. Any other relevant documents

The first draft of the report will be circulated to OTLA for a 48 hour review, which serves to identify potentially sensitive information and/or inaccuracies in the report. Then a draft of the report will be sent to OTLA, the ILO, and key stakeholders individually for a full two week review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OTLA, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OTLA in terms of whether or not the report meets the conditions of the TOR. **All reports, including drafts, will be written in English.**

V. EVALUATION MANAGEMENT AND SUPPORT

SFS has contracted with Ms. Nahla Hassan to conduct this evaluation. Ms. Hassan has over 15 years of professional experience in relief, economic and social development both in research and programmatic interventions. She has excellent qualitative research experience including impact assessments, project evaluations and policy recommendations, including past evaluations for USDOL in Egypt. Her topical focus has been in education, HIV/AIDS, child rights and development communication. She is an Egyptian national.

Ms. Hassan will work with OCFT, SFS and relevant ILO staff to evaluate this project. She is responsible for conducting the evaluation according to the terms of reference (TOR). She shall:

- Review project background materials (e.g. project document, progress reports).
- In consultation with the USDOL, ILO/FPRW, the ILO Cairo Office, and SFS, review the evaluation scope and develop the evaluation methodology. Based on the above mentioned consultations, the Evaluator will submit an inception report describing the evaluation methodology.
- Conduct, by phone, a Team Planning Meeting (TPM) with SFS, USDOL and ILO/FPRW prior to the evaluation mission.
- Conduct, by phone, a Post-Field Meeting with SFS, USDOL and ILO/FPRW after completion of the in-country mission.
- Prepare an initial draft of the evaluation report
- Respond to comments from USDOL, ILO/FPRW and the ILO Cairo Office, and produce a revised draft.
- Provide any edits based on quality assessment conducted by SFS.

ILO/FPRW is responsible for:

- Drafting the evaluation TOR;
- Providing project background materials;
- Participating in the TPM (by phone if necessary) prior to the evaluation mission;
- Reviewing and providing comments on the evaluation report.

The USDOL Desk Officer is responsible for:

- Reviewing the TOR and providing inputs, as necessary;
- Providing project background materials;
- Participating in the TPM (by phone) prior to the evaluation mission; and
- Reviewing and providing comments on the evaluation report.

ILO Office for Egypt is responsible for:

- Reviewing the TOR and providing inputs, as necessary;
- Providing project background materials;
- Scheduling all in country meetings; and
- Reviewing and providing comments on the evaluation report.

SFS is responsible for:

- Finalizing the TOR with input from USDOL, the ILO and the Evaluator.
- Circulating the report to USDOL, ILO/FPRW, and the ILO Cairo Office and collect their comments
- Providing quality assurance for the evaluation
- Providing logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables.
- Providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ANNEX B: EVALUATION METHODOLOGY MATRIX

Prepared June 2014

#	TOR Question	Methodology	Data Source(s)/ Means of Verification	Stakeholders to Interview	Relevant Desk Review Documents
Relevance and Strategic Fit					
1	Were the project objectives consistent with the beneficiaries' needs, requirements, the country needs, global priorities and partners at the outset of the project?	context analysis	ILO documents - Project document - stakeholders meeting	Project staff - government officials - DOL (also during stakeholders meeting)	Project document - request for extension - communication between DOL and project after January 2011 to review project activities
2	How did the needs of these stakeholders change since the beginning of the project? In what ways or to what extent did these changes affect the relevance of the program?	context analysis - meetings - interviews	Project Documents - public statements by stakeholders	Project staff - government partners - trainees - trade unions	TPRs
3	Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?	analysis		Project staff	project document - log frame - PME - project activities -
4	Were the activities and outputs of the project consistent with the intended effects?	analysis		Project staff	project document - log frame - PME - project activities -
5	How has the project aligned with and supported UN (UNDAF), ILO and USDOL strategies and priorities in Egypt?	interviews	UNDAF plans - ILO and USDOL strategies	project staff - DOL	UNDAF plan, published strategies if available
Validity of Project Design					
1	Was the project design logical and coherent? What internal and external factors have influenced the ability of the ILO to meet project targets?	context analysis		Project staff - government partners	project document - PME - Monitoring systems - PME - project assumptions
2	Do outputs causally link to the intended outcomes that in turn link to the broader objectives?	analysis	TPRs	Project staff - government partners -	log frame - TPRs - activity log

#	TOR Question	Methodology	Data Source(s)/ Means of Verification	Stakeholders to Interview	Relevant Desk Review Documents
3	Considering the results that were achieved so far, were the objectives, targets, and timing realistically set?	analysis		CTA - other project staff	project document - work plans
4	How appropriate and useful were the indicators described in the project document in assessing project progress?	analysis	Monitoring reports - monitoring system	CTA - M&E officer	PME - project document - monitoring plans
5	Was the project's performance monitoring plan (PMP) practical, useful, and sufficient for measuring progress toward achievement of project objectives? How was the gathered data used? How could it have been used better?	analysis	Monitoring system - monitoring reports - data base (if available)	CTA - M&E officer	PME - project document - monitoring plans
Progress and Effectiveness					
1	To what extent did the project achieve its objectives? Were outputs produced and delivered as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them?	document review and meetings	records of meetings - trainings - number and type of communication productions (brochures, manuals...etc.) - stakeholders meeting - reports on indicators - feedback from trainees on quality	CTA - M&E officer - project staff - implementing partners - communication consultant	TPRs - trainings documentation - communication outputs - results of surveys conducted to measure satisfaction with activities and monitor progress
2	In which area (objective/component, issue) does the project have the greatest achievements? Why and what have been the supporting factors?	meetings	assessment of several factors - stakeholders meeting	CTA and relevant project staff - implementing partners - beneficiaries	TPRs - monitoring plans
3	What were the major factors influencing the achievement or non-achievement of the objectives?	meetings		project staff - social partners (employers)	
4	Are there any additional achievements of the project over and above what was foreseen in the project document? Were any unintended results of the project observed?	meetings		project staff - MOMM - trade unions - trainees - Stakeholders meeting	

#	TOR Question	Methodology	Data Source(s)/ Means of Verification	Stakeholders to Interview	Relevant Desk Review Documents
Efficiency of Resource Use					
1	To what extent were the management, monitoring, and governance arrangements for the project adequate?	meetings	TPRs - Monitoring reports	M&E officer - DOL staff - ILO Geneva - CTA	Monitoring outcomes
2	In general, do the results achieved justify the costs?	meetings	Budget and financial reports	finance officer	Budgets, financial systems and costs of events
3	Could the same results be attained with fewer resources?	analysis	Budget and financial reports	finance officer	
4	Have project funds and activities been delivered in a timely manner?		TPRs	CTA - DOL staff	
Effectiveness of Management					
1	Did the project receive adequate political, technical and administrative support from its national partners/implementing partners?	document review and meetings	MOUs (if applicable) - minutes of meetings	CTA	TPRs and other relevant project documents
2	How effective was the communication between the project team, the field office, the regional office, the responsible backstopping and technical department at headquarters, PARDEV and the USDOL? How effective was the communication between the project team and the national implementing partners?	meetings/ interviews		CTA - DOL staff - ILO Geneva	
3	How effectively the project management monitored project performance and results? Was a monitoring and evaluation system in place and how effective was it? How appropriate and useful are the indicators described in the project document in assessing the project's progress? Is the project monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? Was relevant information and data systematically collected and collated? How is the gathered data used? How could it be used better?	meetings/ interviews - document review	Monitoring reports - monitoring system - meeting minutes - data on performance indicators	M&E officer and CTA - social partners (employers and employees)	PMP - project document - monitoring reports - database (if applicable)

#	TOR Question	Methodology	Data Source(s)/ Means of Verification	Stakeholders to Interview	Relevant Desk Review Documents
4	Has the project made strategic use of coordination and collaboration with other ILO projects and with other USDOLs in the country/region to increase its effectiveness and impact?	meetings/ interviews	records of meetings - meeting minutes – work plans	CTA - ILO Cairo officers - other DOL projects in Egypt	
5	To what extent have the recommendations of the midterm assessment been implemented?	meetings and document review	activity logs - strategies (if developed) - communication outputs (if any)	CTA - other relevant project staff	Midterm report - TPRs following the midterm evaluation - project response to midterm evaluation
6	How effective was the backstopping support provided so far by ILO throughout the project implementation?	meetings/ interviews		CTA - ILO Geneva - ILO Cairo	
Sustainability and Orientation Toward Impact					
1	What has happened as a result of the program or project?	meetings	All possible data sources (records of meetings - reports of advocacy efforts) any evidence of change in the way things are done as a result of trainings	CTA - MOMM - Social partners (employers and employees) - independent unions -	all possible documents
2	Can observed changes (in attitudes, capacities, systems, institutions etc.) be causally linked to the project's interventions?	meetings		project partners (MOMM - employers - employees - NGOs)	
3	Are national partners able to continue the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?	meetings	sustainability/exit plans - national partners plans (if any) - stakeholders meeting	CTA - MOMM - trade unions - employer's associations - employers NGOs	project sustainability plans - plans by national partners
4	Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?	meetings	sustainability/exit plans - national partners plans(if any) - stakeholders meeting	CTA - MOMM - trade unions - employer's associations - employers NGOs	project sustainability plans - plans by national partners

ANNEX C: DESK REVIEW DOCUMENTS

1	Project Document
2	Cooperative Agreement
3	Midterm Evaluation Report
4	Project Progress reports
5	Project Budget
6	Project Monitoring Plan
7	Updates of Project Monitoring Plan
8	List of Project activities
9	Sample of training material used
10	Sample of news clippings and articles
11	FEI Needs Assessment report
12	Sample of publications
13	Updated Work plan
14	Request for Extension
15	Strategic Framework
16	Selected Correspondence between Project and MOMM
17	TORs project staff

ANNEX D: EVALUATION SCHEDULE

June 2014

Date	Meeting	Location
Sunday, June 15 – Cairo		
9:00 – 12:00	Project staff	Project Premises
12:00 - 4:00	Project staff	Project Premises
Monday, June 16 – Cairo		
9:00- 11:00	National Coordinator Workers Association	Project Premises
11:00 – 12:00	Trainer	Project Premises
12:00 -13:00	Trainer	Project Premises
13:30 – 14:00	Workers	ILO office
14:30 – 15:30	Teachers Trade Union	Project Premises
15:30 – 16:30	Head of Civil Aviation Trade Union	Project Premises
Tuesday, June 17 – Cairo		
10:00 – 11:00	Vice Chairman – FEI	Giza office: 32 h, Radwan ibn el Tayeb street, 10 th floor, Giza
11:30 – 12:30	Undersecretary of State – MOMM	MOMM Premises – 3 rd floor – Youssef Abbas street – Nasr City
12:30 – 13:30	Focus group of trainees - MOMM	MOMM Premises
14:30 – 15:15	ILO	ILO office
15:30-16:30	Chairman of Minya investors association & syndicate of industrial investors in Minya & Chairman of Aswan Investors association & Vice Chairman of Federation of Investors Association	ILO office, meeting room 2 nd floor
16:30 – 17:30	Tourism Trade Union in Hurghada (tbc)	ILO office, meeting room 2 nd floor
Sunday, June 22 – Alexandria		
09:30 – 10:30	Egyptian Federation of Independent Trade Unions	Evaluator's hotel
11:00 – 12:30	Head of the Directorate & Focus Group of trainees - MOMM	Head of directorate office
14:00 – 15:30	Alexandria Businesswomen Association	ABWA premises 47 Victor Emanouel Street, 7 th floor, apart. 701, Semoha, in front of Zahran market
16:30-17:30	Secretary General -Alexandria Businessmen Association	ABA premises: 52 El Horreya Street Alexandria – 6 th floor
Monday, June 23 - Alexandria		
09:30 -11:30	Executive Director - Borg Al Arab Investors association Executive Director - Merghaim Investors Association	Evaluator's hotel
12:00 – 13:00	Chairman / Behaira Businessmen and Investors Association	Evaluator's hotel
15:30 – 16:30	Egyptian Democratic Labor Congress	Evaluator's hotel
17:00 – 18:30	Focus Group of trainees – Alexandria Human Resources Association (AHRA). Chairman of the AHRA	Delice (next to the hotel building)

Date	Meeting	Location
Tuesday, June 24 – Port Said		
10:00 – 11:00	Focus Group of trainees - MOMM	Head of directorate office
11:30 – 12:30	Executive director – Port Said Investors Association	Premises of the association
12:30 – 13:30	Independent trade union of investment zone	Premises of the association
13:30 – 14:30	Port Said Social Dialogue Committee	Premises of the association
15:00 – 16:00	The Regional Federation of Independent Trade Unions	Evaluator’s hotel
16:00 – 17:00	Secretary General - Real State Tax Trade Union	Evaluator’s hotel
18:00 – 19:00	Trainer	Evaluator’s hotel
Wednesday, June 25 – Cairo		
10:00 – 11:00	Project staff	
11:00 – 12:00	Programming officer	Project Premises
12:00 – 13:00	Conference Call	Project Premises
13:00 – 14:00	Conference Call	Project Premises
14:00 – 15:00	ILO	ILO office
15:30 – 16:30	Women unionists focus trainees group	ILO office, meeting room 2 nd floor
16:30 -18:00	Former Minister of Manpower and Migration	ILO Premises
Thursday, June 25 – Cairo		
08:45 – 09:30	GOV/EMP National Coordinator	Project Premises
09:30 – 10:30	Admin Finance	Project Premises
10:30 – 11:30	ACTEMP Senior Specialist	ILO office 2 nd floor
12:00 – 13:00	ETUF	1 Gaber Ibn Hyan St, Arab Petrol Institute
13:30 – 14:30	Vice Chairman - Assuit Investors Association	ILO office, meeting room 2 nd floor
14:30 – 15:30	ACTRAV Senior Specialist	ILO office, 2 nd floor
15:30 – 16:30	ILO Cairo office (tbc)	ILO office, 1 st floor
16:30 – 17:30	ILO	ILO office, meeting room 2 nd floor
Friday, June 26 – Cairo		
11:00 -12:00	Conference Call - US Embassy Cairo	
Monday, June 30 – Cairo		
11:00 -12:00	MOMM	MOMM Premises
Wednesday July 2nd – Cairo		
4:00 – 9:00	Stakeholders Meeting	

ANNEX E: LIST OF STAKEHOLDER MEETING ATTENDEES

Position	
1	Port Said Bipartite Committee
2	Port Said Bipartite Committee
3	Secretary General Tax Collectors Independent Union
4	Regional Federation of Independent Trade Unions
5	Secretary General Farmers Independent Union
6	Employers' Organization – Assiut
7	Employers' Organization – Sohag
8	FEI
9	ETUF
10	EDLC
11	Alexandria Businessmen Association
12	EFITU
13	Employers' Organization – Aswan
14	MOMM
15	MOMM
16	10 th Ramadan Workers Union - ETUF
17	Former Minister MOMM
18	Executive Director – Port Said Investors Association
19	Head of Civil Aviation Trade Union
20	Project Staff
21	Project Staff
22	Project Staff
23	ILO
24	Evaluator

ANNEX F: PROJECT PUBLICATIONS

Post-2011 Consolidated List:

1	ILO Declaration's Media Toolkits 'Put your message to work' for Government, employers and workers (three toolkits). 500 copies of each toolkit printed.
2	ILS book prepared on social dialogue (3650 copies)
3	Labor inspection book prepared by the social dialogue project in Jordan (550 copies).
4	ILO booklet on the Declaration on the FPRW (6650 copies).
5	ILO booklet on the Declaration of Social Justice for a Fair Globalization (7150 copies).
6	ILO booklet on the concept of social dialogue (6650 copies).
7	Booklet "ILO at Glance" (2000 copies)
8	ILO book titled "Fundamentals of labor administration" (3000 copies),
9	Completed the quality control of the ILO manual titled "National tripartite social dialogue".

ANNEX G: NEWS CLIPPINGS AND ARTICLES PUBLISHED (consolidated)

	Title of the Article	News Agency	Date	Description of Content
1	Tomorrow, Abu Eita is opening a seminar on the roles of trade unions in development.	El-Taharir http://tahrirnews.com/news/view.aspx?cdate=18122013&id=93c01761-b128-4ac2-812b-ea4ba07bfd69	18 December 2013	
2	The MOMM Minister is opening a seminar on the roles of trade unions in development.	ONA News Agency http://onaeg.com/?p=1347987	18 December 2013	
3	Tomorrow, transformation of trade unions movement	I News Arabia http://www.inewsarabia.com	18 December 2013	
4	Abu Eita is opening a round table discussion about the role of workers movement in development	Al Bawaba News http://www.albawabhnews.com/273745	18 December 2013	
5	Abu Eita discusses the roles of workers movements in building the future	Al-Gomhuria online http://www.gomhuriaonline.com/main.asp?v_article_id=129646	18 December 2013	
6	Unions and rights groups: freedom of association law is freeze	Al-Ahaly online http://www.al-ahaly.com/%D9%82%D9%88%D9%89-%D9%86%D9%82%D8%A7%D8%A8%D9%8A%D8%A9-%D9%88%D8%AD%D9%82%D9%88%D9%82%D9%8A%D8%A9-%D9%82%D8%A7%D9%86%D9%88%D9%86-%D8%A7%D9%84%D8%AD%D8%B1%D9%8A%D8%A7%D8%AA-%D8%A7%D9%84%D9%86%D9%82/#.Utr9txCEbIU	11 December 2013	Coverage of an event relevant to the unions' campaign to issue freedom of association law, where the project participated.
7	Abu Eita emphasizes the need for the state the trade unions to abandon the bureaucratic approach in dealing with workers issues	Maktoob http://maktoob.helwa.yahoo.com	19 December 2013	Coverage of the above event organized on 19 December 2013.
8	ILO is willing to provide support for new labor law draft	Al Mogaz online http://almogaz.com/news/politics/2013/12/28/1256994	28 December 2013	Coverage of the project meeting with MOMM Labor Code Committee

9	(Ahram Massai): Qaryouti: ILO has no role in the division of the Ministry of Manpower and Migration http://massai.ahram.org.eg/NewsQ/148103.aspx
10	(Ahram Massai): Nashwa Belal: 70% of world's population deprived of social protection http://massai.ahram.org.eg/NewsQ/148144.aspx
11	(Al Mal News): Qaryouti: no interference in trade union activities in Egypt http://www.almalnews.com/Pages/StoryDetails.aspx?ID=157359#.U57XFJRdWxo
12	(Al Mal News): ILO praises Egyptian Constitution and political and economic transformation http://www.almalnews.com/Pages/StoryDetails.aspx?ID=157541#.U57MXZRdWxo
13	(Al Masry Al Youm): ILO supports Egypt while economically stabilizing http://www.almasryalyoum.com/news/details/464435
14	(Dostor): ILO praises political and economic transformation http://doctor.org/628340
15	(Dostor): Qaryouti: support to Egypt in economic stabilization http://dostor.org/627912
16	(Youm 7): ILO: deletion of Egypt from blacklist not in favor of workers http://www1.youm7.com/News.asp?NewsID=1725441#.U57DCpRdWxo
17	(Youm 7): ILO sends delegation to Qatar to investigate over workers' rights violations http://www.youm7.com/News.asp?NewsID=1725092#.U57DDZRdWxo
18	(Youm 7): ILO: job fairs for state institutions الدولة مؤسسات بها لتحتذى توظيف ملتقيات ننظم: "الدولية العمل" http://www1.youm7.com/News.asp?NewsID=1727142#.U6ANDpRdWxo
19	(Youm 7): ILO implements project to combat child labor in Egypt مصر فى الأطفال عمل لمكافحة مشروعاً تنفذ الدولية العمل منظمة http://www1.youm7.com/News.asp?NewsID=1727299#.U6AND5RdWxo
20	(Youm 7): ILO: public sector does not need four million employees موظفيه من ملايين 4 ل حاجة فى ليس المصرى العام القطاع: الدولية العمل http://www1.youm7.com/News.asp?NewsID=1727307#.U6ANFZRdWxo
21	(Youm 7): Qaryouti: ILO delegations to Qatar to investigate over labor rights violations http://www.youm7.com/News.asp?NewsID=1725092#.U52P83JdWxo
22	(Shorouk News): ILO: increase in unemployment rate due to inequality in education http://www.shorouknews.com/news/view.aspx?cdate=16062014&id=7d7e1021-c183-4b4a-b41c-c8594a0a2e93
23	(Shorouk News): ILO Director: two million people die every year following occupational accidents -4410-74c7- http://www.shorouknews.com/news/view.aspx?cdate=15062014&id=5bfdbb072cb92b68ec92-b06b
24	(Al Arab Al Yawm): ILO organizes training on media communication in Hurghada http://alarabalyawm.net/?p=248213
25	(Al Mogaz): ILO Director: two million people die every year following occupational accidents http://almogaz.com/news/politics/2014/06/15/1523699
26	(Egy News): ILO: Egyptian Constitution complies with international standards http://www.egynews.net/wps/portal/news?params=308820
27	(Al Mesryoon): ILO praises Egyptian Constitution and political transformation

ANNEX H: WORKERS ACTIVITIES

Total number of activities implemented by the project and the total number of beneficiaries divided by target groups, years, and quarters

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
Total Number of Activities Targeting MOMM											
2012	First Quarter	Jan-31	Feb-08	9	Need assessment and awareness Raising Workshop on the Fundamental principles and rights at work, social dialogue and developing the work plan with the MOMM (WP)	MOMM HQ and Directorates' directors	34			Cairo	Dar El Modar'at
	Fourth Quarter	Oct-14	Oct-16	3	Ministry of labor roles, missions, and structures		120	33	87	Cairo	Marriott
2013	Second Quarter	Apr-13	Apr-15	3	1st level training on MOMM	G1: Luxor-Aswan-Qena-Sohag-Red sea	29	5	24	Luxor	Sonesta
		Apr-13	Apr-15	3	1st level training on MOMM	G2: Luxor-Aswan-Qena-Sohag-Red sea	29	5	24	Luxor	Sonesta
		Apr-16	Apr-18	3	1st level training on MOMM	G3: Luxor-Aswan-Qena-Sohag-Red sea	28	2	26	Luxor	Sonesta
		Apr-16	Apr-18	3	1st level training on MOMM	G4: Luxor-Aswan-Qena-Sohag-Red sea	29	3	26	Luxor	Sonesta
		Apr-20	Apr-22	3	1st level training on MOMM	G5: Luxor-Aswan-Qena-Sohag-Red sea	26	3	23	Luxor	Sonesta
		Apr-20	Apr-22	3	1st level training on MOMM	G6: Luxor-Aswan-Qena-Sohag-Red sea	26	3	23	Luxor	Sonesta
		Apr-27	Apr-29	3	1st level training on MOMM	G1: El Gharbya	35	5	30	Tanta	Faculty of law
		May-4	May-5	2	1st level training on MOMM	G2: El Gharbya	36	6	30	Tanta	Faculty of law
		May-7	May-9	3	1st level training on MOMM	G3: El Gharbya	35	5	30	Tanta	Faculty of law

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
		May-18	May-20	3	1st level training on MOMM	G1: Alex, Kafrelcheikh ,Beheira, Marsamatrouh	25	8	17	Alexandria	Hilton
		May-18	May-20	3	1st level training on MOMM	G2: Alex, Kafrelcheikh ,Beheira, Marsamatrouh	33	19	14	Alexandria	Hilton
		May-21	May-23	3	1st level training on MOMM	G3: Alex, Kafrelcheikh, Beheira ,Marsamatrouh	30	18	12	Alexandria	Hilton
		May-21	May-23	3	1st level training on MOMM	G4: Alex, Kafrelcheikh, Beheira, Marsamatrouh	29	11	18	Alexandria	Hilton
		May-25	May-27	3	1st level training on MOMM	G5: Alex, Kafrelcheikh, Beheira, Marsamatrouh	32	12	20	Alexandria	Hilton
		May-25	May-27	3	1st level training on MOMM	G6: Alex, Kafrelcheikh, Beheira, Marsamatrouh	32	12	20	Alexandria	Hilton
		June-4	June-6	3	1st level training on MOMM	G1: Minya, Fayoum, Benisweif, Assuit, Wadigidid	27	3	24	Minya	Grand Aton
		June-4	June-6	3	1st level training on MOMM	G2: Minya, Fayoum, Benisweif, Assuit, Wadigidid	25	4	21	Minya	Grand Aton
		June-8	June-10	3	1st level training on MOMM	G3: Minya, Fayoum, Benisweif, Assuit, Wadigidid	29	4	25	Minya	Grand Aton
		June-8	June-10	3	1st level training on MOMM	G4: Minya, Fayoum, Benisweif, Assuit, Wadigidid	30	5	25	Minya	Grand Aton
		June-11	June-13	3	1st level training on MOMM	G5: Minya, Fayoum, Benisweif, Assuit, Wadigidid	31	6	25	Minya	Grand Aton
		June-18	June-20	3	1st level training on MOMM	G1: Port Said & Damietta	35	12	23	Port Said	Port Said
		June-18	June-20	3	1st level training on MOMM	G1: Ismailia, Suez, N.Sinai, South Sinai	28	8	20	Ismailia	Sport Support
		June-18	June-20	3	1st level training on MOMM	G2: Ismailia, Suez, N.Sinai, South Sinai	28	7	21	Ismailia	Sport Support
		June-22	June-24	3	1st level training on MOMM	G2: Port Said & Damietta	35	11	24	Port Said	Port Said
		June-22	June-24	3	1st level training on MOMM	G3: Ismailia, Suez, N.Sinai, South Sinai	29	9	20	Ismailia	Mercure
		June-22	June-24	3	1st level training on MOMM	G4: Ismailia, Suez, N.Sinai, South Sinai	29	11	18	Ismailia	Mercure
		Third Quarter		Sep-23	Sep-24	2	1st Phase workshop for MOMM (NO. 27)	MOMM	41	13	38
Sep-23	Sep-24			2	1st Phase workshop for MOMM	MOMM	39	13	26	Cairo, Giza,	Sonesta

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
					(NO. 28)					Qalyobia, HQ	
		Sep-23	Sep-24	2	1st Phase workshop for MOMM (NO. 29)	MOMM	39	9	30	Zagazig, Charkia Directorate	Marina Hotel
		Sep-25	Sep-26	2	1st level training on FPRW & SD	G 3: Cairo, Giza, Qalyobya, Menofya, HQ	42	17	25	Cairo	Sonesta
		Sep-25	Sep-26	2	1st level training on FPRW & SD	G 4: Cairo, Giza, Qalyobya, Menofya, HQ	40	13	27	Cairo	Sonesta
		Sep-25	Sep-26	2	1st level training on FPRW & SD	G 2: Charkya Directorate	50	12	38	Zagazig	Marina
	Fourth Quarter	Oct-7	Oct-8	2	1st level training on FPRW & SD	G 5: Cairo, Giza, Qalyobya, Menofya, HQ	41	13	28	Cairo	Dar El Modarrat
		Oct-7	Oct-8	2	1st level training on FPRW & SD	G 6: Cairo, Giza, Qalyobya, Menofya, HQ	39	13	26	Cairo	Dar El Modarrat
		Oct-7	Oct-8	2	1st level training on FPRW & SD	G 2: Charkya Directorate	39	9	30	Zagazig	Marina
		Oct-9	Oct-10	2	1st level training on FPRW & SD	G 7: Cairo, Giza, Qalyobya, Menofya, HQ	42	17	25	Cairo	Sonesta
		Oct-9	Oct-10	2	1st level training on FPRW & SD	G 8: Cairo, Giza, Qalyobya, Menofya, HQ	40	13	27	Cairo	Sonesta
		Oct-9	Oct-10	2	1st level training on FPRW & SD	G 2: Dakahlya Directorate	50	12	38	Mansoura	Mansoura
2014	Second Quarter	Apr-06	Apr-09	4	Effective communication for MOMM	MOMM media taskforce	37	9	28	Cairo	Dar EL Modarat
		Apr-14	Apr-14	2	Dispute settlement workshop for MOMM G1	MOMM staff in Cairo. Giza, HQ and nearest governorates	41	12	29	Cairo	Baron
		Apr-14	Apr-14	2	Dispute settlement workshop for MOMM G2	MOMM staff in Cairo. Giza, HQ and nearest governorates	43	15	28	Cairo	Baron
		May-14	May-14	2	Dispute settlement workshop for MOMM G3	MOMM staff in North of Egypt	32	16	16	Alexandria	Wendisor
		Jun-14	Jun-14	2	Dispute settlement workshop for MOMM G4	MOMM staff in upper Egypt	40	38	2	Minya	Grand aton
TOTAL							1629	474	1131		

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
Total Number of Activities Targeting Employers' Organizations											
2012	Fourth Quarter	Nov-13	Nov-13	1	Introductory seminar on FPRW and SD		34	4	30	Cairo	
		Nov-28	Nov-28	1	Introductory seminar on FPRW and SD	Ismailia investors associations: introductory meeting	15	4	11	Ismailia	
		Dec-03	Dec-03	1	Seminar on employers coordination committee		22	6	16	Cairo	
		Dec-04	Dec-04	1	Seminar on SD: challenges and opportunities		75	15	60	Cairo	
		Dec-10	Dec-10	1	Introductory meeting on FPRW and SD	Alexandria businesswomen association	30	30	0	Alexandria	
		Dec-11	Dec-11	1	Introductory meeting on FPRW and SD	Kafr El Cheikh/Fowa businesswomen association	18	14	4	Alexandria	
		Dec-18	Dec-18	1	Employers' Coordination Committee: preliminary meeting		15	0	15	Alexandria	
		Dec-19	Dec-19	1	Employers' Coordination Committee		18	6	12	Alexandria	
		Dec-19	Dec-19	1	Introductory seminar on FPRW and SD	Mairghaim Investors Association	44	9	35	Alexandria	
2013	First Quarter	Jan-12	Jan-13	2	Introductory seminar on FPRW and SD	Senior human resource managers	28	9	19	Alexandria	
		Jan-13	Jan-14	2	Introductory workshop on FPRW and SD	Businesswomen, businessmen, and investors associations	18	3	15	Alexandria	
		Jan-14	Jan-15	2	Introductory workshop on FPRW and SD	Businesswomen, businessmen, and investors associations	27	5	22	Beheria	
		Feb-02	Feb-03	2	The role of employers' organizations in social dialogue to achieve a fair and sustainable economic development	FEI, Businesswomen, businessmen, and investors associations	250	95	155	Luxor	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
		Feb-04	Feb-06	2	The role of employers' organizations in social dialogue to achieve a fair and sustainable economic development	Businesswomen, businessmen, and investors associations	180	70	110	Alexandria	
		Feb-04	Feb-05	2	Training workshop on FPRW and SD	Investors association in North Egypt	60	15	45	Alexandria	
2014	First Quarter	Jan-14	Jan-14	1	Needs assessment meeting	FEI	8	3	5	Cairo	FEI premises
		Jan-21	Jan-21	1	Needs assessment meeting	FEI	14	4	10	Cairo	FEI premises
		Jan-22	Jan-22	1	Needs assessment meeting	FEI	10	5	5	Cairo	FEI premises
		Jan-23	Jan-23	1	Needs assessment meeting	FEI	9	5	4	Cairo	FEI premises
		Jan-26	Jan-26	1	Needs assessment meeting	FEI	8	3	5	Cairo	FEI premises
		Feb-26	Feb-27	2	Workshop 1 on Towards more democratic employers organizations	FEI & chambers of industry Staff	36	9	27	Cairo	FEI premises
		Mar-02	Mar-03	2	Workshop 2 on Towards more democratic employers organizations	FEI & chambers of industry Staff	36	9	27	Cairo	FEI premises
		Mar-19	Mar-20	2	Workshop 1 (First level) Effective Communication strategies	FEI & chambers of industry Staff	37	13	24	Cairo	FEI premises
		Mar-26	Mar-27	2	Workshop 2 (Second level) Effective Communication strategies	FEI & chambers of industry Staff	37	13	24	Cairo	FEI premises
	Second Quarter	Apr-02	Apr-03	2	Dispute settlement workshop	FEI & chambers of industry Staff	37	18	19	Cairo	FEI premises
		Apr-09	Apr-10	2	Dispute settlement workshop	FEI & chambers of industry Staff	37	18	19	Cairo	FEI premises
		Apr-29	Apr-29	1	CSR Conference	Employers organizations in Egypt	270	80	190	Cairo	
	TOTAL							1373	1148	2406	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
Total Number of Activities Targeting Workers											
2012	First Quarter	Jan-28	Jan-30	3	Supporting EFITU technically and financially in convening its founding congress	Members of EFITU General Assembly,	250			Cairo	
		Feb-03	Feb-06	3	Awareness raising workshop on FPRW & SD, principles of TU Founding Congress and developing the WP with the TU.	Members of EFITU, including EFITU's Head	32			Cairo	
		Feb-20	Feb-20	1	Awareness raising workshop on FPRW & SD	Trainers affiliated to EFITU	28			Cairo	
		Feb-28	Mar-01	2	Awareness raising workshop on FPRW & SD (7 governorates in Upper Egypt)	EFITU members in 7 governorates.	28			Cairo	
	Second Quarter	Apr-08	Apr-10	3	A training workshop on promoting the Fundamental Principles and Rights at Work and Social Dialogue Workshop	Female trade unionists- EFITU.	25			Alexandria	(Ramada Hotel)
		Apr-17	Apr-18	2	A training workshop on promoting the Fundamental Principles and Rights at Work and Social Dialogue Workshop	Female trade unionists- EFITU.	19			Cairo	(Safir Hotel)
		Apr-22	Apr-23	2	Trade union leadership workshop - EFITU	EFITU- Elected Board	30			Cairo	(Safir Hotel)
		Apr-25	Apr-27	3	Needs assessment workshop for Egyptian Democratic Labour Congress	Trade unionists – members f EDLC	35			Cairo	(Pyramisa Hotel)
		May-08	May-09	2	A training workshop on promoting the FPRW & SD	EFITU	27			El Mansoura	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
	Third Quarter	Jul-12	Jul-13	2	A two-day awareness raising workshop FPRW & SD	EFITU	23	6	17	Damietta	
		Jul-14	Jul-15	2	A two-day awareness raising workshop FPRW & SD	EFITU	29	6	23	Port Said	
		Jul-16	Jul-17	2	A two-day awareness raising workshop on the fundamental principles and rights at work and social dialogue.	EFITU	21	1	20	Alexandria	
		Sep-07	Sep-08	2	1 st two-day awareness raising workshop FPRW & SD	Textile and ready-made garments trade union.	22	7	15	Alexandria	
		Sep-15	Sep-16	2	2 nd two-day awareness raising workshop on FPRW & SD	Textile and ready-made garments trade union.	22	7	15	Alexandria	
		Sep-21	Sep-22	2	3 rd two-day awareness raising workshop FPRW & SD	Textile and ready-made garments trade union	22	7	15	Port Said	
	Fourth Quarter	Oct-19	Oct-21	3	Awareness raising workshop: FPRW & SD. 4th workshop for the same target group.	Textile trade union	22	7	15	Alexandria	
		Nov-17	Nov-18	2	Awareness raising workshop: FPRW & SD. 1st workshop in a series of workshops.	Tourism trade unions	19	4	15	Alexandria	
		Nov-18	Nov-19	2	Awareness raising workshop: FPRW & SD. 1st workshop in a series of three workshops.	Air transport trade unions	21	1	20	Alexandria	
		Nov-30	Dec-01	2	Awareness raising workshop: FPRW & SD. 1st workshop in a series of three workshops	Female trade unionists	20	20	0	Cairo	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
		Dec-02	Dec-04	3	Awareness raising workshop: FPRW & SD. 2nd workshop in a series of three workshops	Air transport trade unions.	26	6	20	Cairo	
		Dec-08	Dec-10	3	Awareness raising workshop: FPRW & SD. 2nd workshop in a series of workshops.	Tourism trade unions	11	4	7	Cairo	
		Dec-12	Dec-13	2	Awareness raising workshop: FPRW & SD. 2nd workshop in a series of three workshops	Female trade unionists	16	16	0	Cairo	
		Dec-18	Dec-20	3	Awareness raising workshop: FPRW & SD. Last workshop in a series of three workshops.	Air transport trade unions	26	6	20	Cairo	
		Dec-25	Dec-27	3	Awareness raising workshop: FPRW & SD. last workshop in a series of three workshops	Female trade unionists	20	20	0	Cairo	
2013	First Quarter	Jan-16	Jan-17	2	1 st training workshop on FPRW & SD	Fishermen trade unions	34	2	33	Alexandria	
		Jan-17	Jan-18	2	1 st training workshop FPRW & SD	Farmers trade unions	33	30	2	Alexandria	
		Jan-22	Jan-23	2	1 st training workshop FPRW & SD	Trade unionists	37	6	31	Luxor	
		Feb-28	Mar-02	3	2 nd training workshop on FPRW & SD	Fishermen trade unions	30	1	29	Alexandria	
		Mar-01	Mar-03	3	2 nd training workshop on FPRW & SD	Farmers trade unions	26	3	23	Alexandria	
	Second Quarter	Apr-20	Apr-22	3	Awareness raising workshop for TU	Upper Egypt trade unions	44	2	42	Luxor	
		Apr-23	Apr-24	2	Awareness raising workshop for TU	Upper Egypt trade unions	25	5	20	Aswan	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
		Apr-29	Apr-31	3	Capacity building workshop for Alex TU	Alexandria trade unions	36	8	28	Alexandria	
		Apr-29	Apr-31	3	Capacity building workshop for Alex TU	Alexandria trade unions	26	4	22	Alexandria	
		Jun-01	Jun-01	3	Capacity building workshop for Alex TU	Alexandria trade unions	30	7	23	Alexandria	
		Jun-02	Jun-02	3	Capacity building workshop for Alex TU	Alexandria trade unions	24	6	18	Alex	
	Fourth Quarter	Nov-23	Nov-25	3	1 st level, media & communication training workshop	EFITU, EDLC	18	2	16	Cairo	
		Dec-06	Dec-07	2	2 nd level, media & communication training workshop	EFITU, EDLC	19	1	18	Cairo	
		Dec-20	Dec-20	1	Seminar on “roles of social partners in development during transition”	EFITU, EDLC, and other unions	43	35	8	Cairo	Safir
TOTAL							1219				
Total Number of Activities Targeted the Bi and Tripartite Constituents											
2012	First Quarter	Feb-25	Feb-25	1	Round table meeting to discuss freedom of association law and social dialogue mechanisms	Trade unions, MPs, employers, scholars and journalists	75			Cairo	
	Second Quarter	May-12	May-12	2	A National Seminar on Social Dialogue	MOMM representative, social partners, NGOs, media, and academic	250			Cairo	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
	Third Quarter	Sep-12	Sep-12	3	A three day workshop on the reconciliation/ mediation of labor disputes	MOMM, Employers' & Workers' organizations	32	8	24	Cairo	
2013	Second Quarter	Jun-08	Jun-10	3	Tripartite Workshop for Mania Social Partners	MOMM and Social Partners in Mania	34	7	27	Mania	
	Fourth Quarter				In cooperation with ACTRAV, the project supported MOMM in organizing a number of social dialogue sessions to discuss freedom of association act.	MOMM, Employers & Workers representatives				Cairo	
		Dec-13	Dec-13	1	Seminar on "Role of social partners in development during the transition"	MOMM, Employers & Workers representatives	56	43	13	Cairo	MOMM
2014	First Quarter	Mar-15	Mar-17	3	Established the first social dialogue Bi-partite committee for Textile and ready-made garment sector in Port Said investment zone, this activity implemented in close collaboration with Promoting Workers' Rights and Competitiveness in Egypt Export Industries project and with ACTRAV's and ACT/EMP's specialists' support;	MOMM, Port Said investors association, and independent trade unions.	60	15	45	Port Said	
TOTAL							432				

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
Total Number of Activities Targeting NGO											
2012	First Quarter	Mar-14	Mar-14	1	Awareness raising workshop on fundamental principles & rights at work & the role of civil society	NGOs representatives working in the field of labor rights, women rights & human rights. CTA & Project Sr. PA	29			Cairo	
2013	Second Quarter	Apr-14	Apr-14	3	Awareness raising workshop for NGOs	Upper Egypt NGOs	27	6	21	Luxor	
		Apr-14	Apr-14	3	Awareness raising workshop for NGOs	Upper Egypt NGOs	27	7	20	Luxor	
TOTAL							83				
Total Number of Activities Targeting Experts											
2012	First Quarter	Feb-24	Feb-25	2	1st workshop on freedom of association law	Legal experts. ACTRAV, ITCU, CTA, & PSS	25			El Fayoum	
		Mar-08	Mar-08	1	3rd workshop on freedom of association of law	Legal experts. ITUC, CTA, & Project Sr. PA	25			Cairo	
	Second Quarter	Apr-03	Apr-03	1	Seminar on freedom of association law	Scholars, legal experts, NGOs, and journalists	27			Cairo	
		May-10	May-10	1	1st Seminar on developing the legal frame work of the fundamental rights	Professors	39			Cairo	

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
		May-20	May-20	1	2nd Seminar on developing the legal framework of the fundamental rights	Professors	40			Cairo	
2013	First Quarter	Mar-30	Mar-31	2	Experts in Labour relations workshop	Experts	40	7	33	Cairo	
TOTAL							196				
Total Number of Activities Targeting Media											
2012	First Quarter	Mar-02	Mar-03	2	Workshop on the role of media in promoting social dialogue	Media personal & journalists, director of UNIC-Egypt. ITUC, CTA, & PSS	10			Ein Sokhna	
		Mar-06	Mar-06	1	2nd workshop on freedom of association law	Media personal & journalists. CTA, & the project Sr. Programme Assistant (Sr.PA)	23			Cairo	
	Second Quarter	Apr-05	Apr-05	1	2nd workshop on the role of media in promoting social dialogue	Media personal & Journalists	10			Cairo	
2014	Second Quarter	Jun-15	Jun-01	2	Media consultation seminar on FPRW	Media personal & Journalists	22			Red sea	
TOTAL							112				

Year	Quarter	Date		No. Days	Name of the Activity	Target groups/ who they represent	No. Pax			Venue	
		From	To				Total	F	M	City	Hotel/Other
Study Tour											
2012	Second Quarter	May-13	May-19	6	The role of the Tunisian trade unions in promoting the FPRW and SD during transitional period	EFITU	19				
		Jun-23	Jun-30	7	The role of the Moroccan trade unions in promoting the FPRW and SD during transitional period	EFITU and MOMM	25			Cairo	
	Fourth Quarter	Sep-23	Sep-24	2	Debriefing of the above two visits	EFITU, ACTRAV, ITUC, General Trade Union and Democratic Confederation of trade unions from Tunisia and Morocco	37			Sharm El Sheikh	
2014	Second Quarter	Apr-13	Apr-17	5	Competent employers organizations	FEI board members	5	0	5	Paris/Berlin	
TOTAL							86				

ANNEX I: TOR FOR SOCIAL DIALOGUE IMPACT ASSESSMENT



TERMS OF REFERENCE

Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt Impact assessment of the capacity-building element of the program

Project background

ILO has implemented the project entitled “**Promoting the Fundamental Principles and Rights at Work and Social Dialogue in Egypt**”, from 2008 to 2014. The project aims to promote the reform of the legal environment and a culture of consultation and dialogue based on the fundamental principles and rights at work embodied in ILO Declaration of 1998, and in particular Freedom of Association and the Right to Collective Bargaining.

Project objectives and outcomes

1. Workers and employers are more knowledgeable of their rights and obligations and are increasingly engaging in constructive dialogue and negotiations;
2. Independent, competent and representative employers’ and workers’ organizations which are able to better represent and defend the interests of their members;
3. The Ministry of Manpower and Migration (MOMM) has a strengthened capacity to prevent and settle labor disputes;
4. Reform labor legislation in order to bring it into conformity with ratified ILO Conventions and the principles of the Declaration.

Since its inception, the project implemented several capacity-building initiatives for the tripartite stakeholders: MOMM officials, employers, and workers. The ILO is seeking a consultant to conduct an *impact assessment* of this component of the project.

Scope of work

The consultant will produce an assessment report addressing **all** of the questions listed in the below table. He/she will do so using the means of verification and information sources suggested for each of the assessment questions. The evaluation will consider project activities implemented from 2012 to the present in mainly Cairo and a number of governorates if possible (collecting data through electronic means might be an alternative). Information gathering and analysis should be gender responsive. All data collected should be sex-disaggregated.

Questions	Means of verification / sources
<p>Quality of the work: <i>Satisfaction of beneficiaries with the capacity-building program offered:</i></p> <ul style="list-style-type: none"> ○ How do the key three project stakeholders/partners at senior level rate the quality of the training/awareness raising activities and technical assistance provided? ○ How do the end beneficiaries rate the quality and usefulness of the training/awareness raising activities and technical assistance provided? <ul style="list-style-type: none"> ● Capacity of the trainers; ● Relevance of the trainings; ● Timing, length, logistical arrangements; <p><i>Quality standards of the training/awareness raising activities and technical assistance offered:</i></p> <ul style="list-style-type: none"> ○ Were the technical specifications of the activities conducted (TORs, training outlines, training contents & materials, and concept notes) produced by the project methodologically articulated and appropriate to the project objectives? ○ Management of the service provision: <ul style="list-style-type: none"> ● Identification of training needs, training modalities: how well has this been done, reviewed? ● Planning and monitoring of the work: what type of work planning was there with the beneficiaries? Was there a systematic monitoring system in place (training reports and feedback), and how did this influence the work planning? ● how adequate the type of service provision selected may be rated (competitive selection of provider vis a vis in-house training of trainers, use of external collaborators vis a vis direct inputs of the project team)? ○ Technical backstopping: how effective has been the relation between the project team and the technical backstopping unit/ specialist assigned to the project? 	<p>Interviews with key counterparts at senior/technical levels. Surveys/focus groups (FG) with training beneficiaries. Usually 10% of these should be covered. Possibility to focus on a sample of key activities. Desk review of the TORs and other “process” documents, for key activities. Desk review of publications used in different activities Desk review of admin processes. Interviews with Programme, Management. Interviews with Management, project team, backstopping/specialists, and other specialists in DWT.</p>
<p>Impact assessment: <i>What changes can be attributed to the trainings, study tours offered?</i></p> <ul style="list-style-type: none"> ○ What are issues the beneficiaries able or willing to do differently? In which way mindsets or behaviors have changed? ○ Is there material evidence from a public administration perspective, of follow-up (Government or ministerial official decisions – laws, regulations, directives)? ○ Is there material evidence of change in terms of follow-up activities conducted? <p><i>When no significant change may be observable, how is this attributable?:</i></p> <ul style="list-style-type: none"> ○ To which extent does this have to do with factors within the control of the project: selection of beneficiaries; the quality/relevance of the technical materials used; the capacity of the trainers themselves; ○ or with external factors: policy/senior management changes; frequent, unpredictable rotation of the personnel trained; too many other development partners solicitations... 	<p>Survey/focus group/semi-structured interviews with training beneficiaries and documented evidence Training reports of major activities. Semi-structured discussions with project team and partners.</p>

The findings of this evaluation are destined primarily to ILO's management overseeing the implementation of the project and the donor.

The consultant should pay a particular attention to the following:

1. All data should be sex-disaggregated,
2. Different needs of women and men should be identified and considered throughout the evaluation process,
3. Efficiency and effectiveness of gender mainstreaming in the evaluation should be ensured

Assessment steps and deliverables

The following steps will be observed in this assessment, and the consultant will be responsible for the following deliverables. The equivalent of full time working days to be compensated is provided.

1. Desk review (Two working days): desk review of all relevant documentation provided by the ILO (including project document, funding agreement, minute sheets, implementation plan, performance evaluation plan, progress reports, training activity reports, documented deliverables of the project.
2. Meeting with the ILO (Two working days): the consultant will meet the project staff and ILO country office management for a briefing.
3. Preparation of inception note (Two working days): the note will describe the assessment methodology based on each of the above questions. This will include a description of the beneficiary surveys, focus group sessions, and semi-structured interviews to be conducted. Draft questionnaires and listing of questions to be used, the specific methodology for these (survey samples, profiling of FG participants) will also be provided. A time-table will also be submitted.
4. Data collection and interviews (10 working days): the original questionnaires filled in by the respondents and the signed participants listings of focus group sessions will be provided to the ILO. These will be anonymized (only initials or first names will appear in the sheets).
5. Debriefing session (One working day): the consultant will organize a debriefing session with the project staff and ILO program and management.
6. Submission of the first draft of the report: The consultant will submit a draft report to the ILO to collect their feedback and factual correction.
7. Submission of the final report (One working day): the consultant will submit the final report to the project staff and ILO Program Unit.

The assessment report will not have more than 20 pages (excluding annexes). It will include:

- An executive summary;
- An overview of the assessment methodology and process implemented;
- Key findings (presented as follows).

1. Quality of the assistance provided

- ✓ Satisfaction of beneficiaries with the training/awareness raising activities offered,
- ✓ Quality standards of the training/awareness raising activities offered.

2. Impact assessment

- ✓ Changes attributable to the project support,
- ✓ Reasons for lack of change,
- ✓ Conclusions, lessons learned, and recommendations for future training/awareness raising activities.

Total number of working days to be paid: 18 w/d.

The evaluation will be undertaken from 15 June - 9 July 2014. 4

LEGAL AND ETHICAL MATTERS

The assessment will comply with UN Norms and Standards. By agreeing to undertake this work, the consultant guarantees he/she does not have any stakes or prior involvement with the project implementation, nor any links to project management or any other conflict of interest that would compromise the independence of the evaluation.

COMPETENCIES REQUIRED

The evaluator should have the following qualifications:

- Master degree in development, Business management or related qualifications,
- A minimum of 10 years of professional experience in evaluating international development initiatives; logical framework and other strategic approaches; M&E methods and approaches; and information analysis and report writing,
- Understanding of the development context in Egypt,
- Excellent communication and interview skills,
- Excellent report writing skills,
- Demonstrated ability to deliver quality results within strict deadlines,
- Excellent knowledge of English and excellent drafting skills.