

# Independent Final Evaluation

of

## Promoting Fundamental Principles and Rights at Work and Social Dialogue (EGY/07/03/USA)

in

### EGYPT

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## List of Acronyms

ACT/EMP	Bureau of Employers' Activities
ACRAV	Bureau of Workers Activities
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
FPRW	Fundamental Principles and Rights at Work
ILO	International Labor Organization
IO	Immediate Objective
M&E	Monitoring and Evaluation
MOC	Memorandum of Cooperation
MOMM	Ministry of Manpower and Migration
MOU	Memorandum of Understanding
NGO	Non-governmental organization
PAC	Project Advisory Committee
PMP	Project Monitoring Plan
TPR	Technical Progress Report
TU	Trade Union
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labor

## Executive Summary

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.” As per ILO evaluation policy and USDOL Management Procedure Guidelines, an independent 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 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. Findings of this final evaluation are based on analysis of both implementation phases of the project, however with greater emphasis on phase 2.

The project was timely and needed during both its phases of implementation. The 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. The project has adapted implementation strategies to respond to emerging new stakeholders such as the independent trade unions and workers federations in Egypt post 2011.

### **Relevance**

Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt was designed as a policy project aiming at supporting Egypt conform to its international obligations under C87 and C97. The project aimed predominantly at promoting freedom of association in Egypt. 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 abilities for collective bargaining and social dialogue were not viewed as a priority by the Egyptian government although they were consistent with international labor standards, Egypt’s international obligations and global priorities. The project is directly aligned with United Nations Development Assistance Framework (UNDAF) and ILO priorities and strategies in Egypt. This is particularly the case in regards 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 strategies of promoting modernization of the economy, social peace and cohesion as well as the respect for rights and freedoms of the Egyptian people. The project made strategic use and developed increased coordination mechanisms with other USDOL funded projects and implemented by the ILO in Egypt.

Phase 1 of 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 25<sup>th</sup> Revolution, the context changed quickly and drastically. During phase 2 the project did not re-consider the new context in which it was operating and develop a concrete plan for meeting its targets and objectives. Although work plans were revised following 2011, the revisions only took in consideration the changes in the workers' organizations. This has somewhat negatively affected the 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. 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.

One issue that has greatly affected the appropriateness of the project to the local context and culture is the decision of the ILO to cease coordination and cooperation with ETUF following the revolution in Egypt. The decision by the Egyptian government to make the CTA a *persona non grata* in October 2010 followed by open accusations by ETUF that the ILO was working towards fragmenting the labor movement in Egypt and affecting productivity prompted the decision to halt activities with ETUF. More attention should have been given toward rebuilding relations with ETUF and building consensus between stakeholders in order to ensure the objectivity and credibility of the project and its intentions. At the moment it is perceived that the project has supported independent trade unions at the expense of existing structures.

Still, 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 and it continued to be even timelier during its second phase of implementation. The disruption in productivity as a direct result of unsettled labor grievances and the ability of the project to reach out to employers' organizations ensured the buy-in of employers' organizations to project activities. 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 context in the country made it a win-win situation for the project and the employers.

## **Effectiveness**

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. 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. In particular, no data was systematically collected by the project to assess the level of implementation of IO 3. The currently ongoing ‘impact study’ to determine the level of knowledge of workers and employers 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. Nonetheless, the project’s objectives could be said to have been partially achieved.

The biggest achievement of the project despite all the challenges is its ability to bring labor issues and labor grievance to the forefront of the political discourse in Egypt. 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 project adopted two interlinked strategies in order to attain its objectives, namely awareness raising and capacity building. 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 engage the FEI following the changes in the organizations’ leadership. The project successfully built a level of confidence and rapprochement with FEI by developing adequate training sessions based on sound needs assessment.

The project faced many difficulties in working with employers’ organizations at the central level until the beginning of 2013. The achievement of IO 2 could have been helped by paying closer attention to the needs of the workers’ organizations. The project could not work on 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. At the same time, 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. In the case of other employers' organizations and associations that the project has worked with in several governorates, it became evident during the course of this evaluation that the project has successfully introduced the culture of social dialogue within these organizations.

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 re-invented the wheel thus affecting effectiveness and efficiency. The project during phase 2 did not build on or replicate successful activities from phase 1, nor did it follow-up on it to continue to monitor progress and impact. This was a missed opportunity. Furthermore 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 slowed down greatly any potential outcomes from these activities.

The second key factor that could have increased project's effectiveness is a higher attention to 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, including the development of action plans. 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 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 Menia and other governorates in Upper Egypt indicates the necessity of working with all social partners and bringing them together.

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 mid-term evaluation. It was noted that the project post 2011 did not develop any plans to address the mid-term 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 mid-term 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.

## **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 has prompted the extension of the project twice (from December 2011 to December 2012 and then to June 2014). Several stakeholders expressed surprise that the project would use its funds in ‘expensive’ venues. Although, some funds could have been used differently, the cost of the workshop can be said to have been justifiable. 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.

During phase 2, the project was better staffed than phase 1. The project had qualified and committed officers focusing on the various components of the project. The project’s CTA and some officers were cost shared with the second USDOL 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 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 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, which reduces the efficiency of resource use.

Lastly, although the meetings and trainings were the backbone of the project, recommendations made during these meetings was hardly followed-up on. This reduces the efficiency and effectiveness of the interventions.

## **Sustainability and Focus on Impact**

Without a doubt, the project has supported an increase in awareness regarding fundamental principles and rights at work and the importance of social dialogue in Egypt. It is evident that various stakeholders 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.

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 experts committees at the governorate levels.

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 to ensuring the institutionalization of social dialogue and freedom of association in Egypt.

The declaration by the Egyptian government of the establishment of the National Council for Social Dialogue is a strong indication that the government recognizes the importance of social dialogue. 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. 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.

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. The benefits of the awareness raising and capacity building of various structures cannot be deemed durable without the necessary legal frameworks which at the moment are not in place.

### **Key Recommendations**

- It is not sufficient to develop process indicators; the development of outcome indicators should be a fundamental part of planning and monitoring project objectives.
- At times of political uncertainty and changes in the context, projects should re-examine project activities and develop plans for anticipating risks. This can greatly enhance the effectiveness of projects' interventions.
- 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.
- Encouraging bilateral and trilateral committees would support the sustainability of this project and the objectives of UNDAF, ILO and USDOL in Egypt. This should be done in an inclusion fashion ensuring that all are represented.
- Future projects should consider a context analysis when re-engaging 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.

- The ILO should develop a new and unified approach in working with all TUs. This is imperative to maintain an objective stand with all social partners in Egypt.

## I. 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 strategic and policy framework, to ascertain what the project achieved, identify constraints and successes, and ascertain to what extent the project impacted (negatively or positively) on 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 if the project achieved its stated objectives and explain why or why not
- Evaluate benefits/impact accrued to target groups, likelihood of sustainability, project management and performance monitoring
- Assess project activities and outputs on target groups
- Provide recommendations to USDOL regarding lessons learned and how they can be applied specifically to the USDOL Factory Monitoring Project being implemented by the ILO in Egypt, and generally to other countries
- Provide recommendations to the project stakeholders regarding actions they may need to take to implement and/or sustain elements of the project
- Assess the impact of the project

### 1.1 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 future on-going similar projects. 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' 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 as possible of the evaluation questions.
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 of the stakeholders. Additional questions were posed that were not included in the TOR, 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 of the implementing partners, stakeholders and communities, the project staff were generally not present during interviews.

## 1.2 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.

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 1.

Before beginning fieldwork, the evaluator developed a question matrix which outlined the data source from which the evaluator planned to collect information and helped in decision making about time allocation during field visits.

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 these terms of reference. 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 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.
  - USDOL Embassy

For a comprehensive list of individuals and groups met in Cairo, Alexandria and Port Said please see Annex 2.

A stakeholder workshop took place on the 2<sup>nd</sup> 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.

### 1.3 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 is visiting a representative sample, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. 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.

## II. Project Description

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, for a total budget of US\$2.9 million and an ending date of June 2014. A mid term assesment was conducted for this project in October 2010. The ILO Country Office in Cairo was responsible for implementing the project and the ILO FPRW 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 enshrined in the ILO Declaration of 1998. Accordingly, the project targeted the leadership and decision makers in the Ministry of Manpower and Migration 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 and activities:

**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.

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. Findings of this final evaluation are based on analysis of both implementation phases of the project, however with greater emphasis on phase 2.

### 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 appropriateness of project design, implementation strategies and assumptions; as well as strategic fit, 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 aiming at supporting Egypt to conform to its international obligations under C87 and C97. 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 laws reform in Egypt.

The project faced many challenges between 2008 and 2010 and it eventually came to a stand-still until October 2011 when it resumed its activities. According to the mid-term evaluation conducted towards 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."<sup>1</sup>

In addition to the political climate 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. 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 the Ministry of Manpower and Migration (MOMM). According to the 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

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<sup>1</sup> 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

in the project document was never institutionalized. This has affected the effectiveness of project activities and interventions as will be discussed in section 3.2 of this report.

Following serious allegations by the Egyptian government represented by ETUF at the time and a vigorous campaign to defame the project, its Chief Technical Advisor (CTA), and the International Labor Organization (ILO) as a whole, the project came to a complete stop in November 2010. Two months after, on January 25th, 2011 the Egyptian Revolution erupted. A decision was taken by the ILO to maintain the 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 project's decision to cease activities with ETUF continued until the end of the project.

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 re-consider the project design and as far as the evaluator could tell no rethinking concerning the project's implementation strategy was ever carried out. It is important to note however, that project's objectives are broadly formulated. This would have 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 changes in implementation strategies were developed. 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.

Phase 1 of the project developed realistic and time bound implementation strategies that were coherent and clearly linked to expected outputs. Although, the project could be said to have been overambitious during phase 1 due to the nature of the political system in Egypt at the time. The same, however, cannot be said for phase 2. 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 beneficiaries' base. 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. During phase 2, the project has witnessed seven cabinet changes. Each change



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 complete consideration of the evolving context in the country has ultimately affected the project's ability to meet its targets. Last but not least, the decision by the project to cease activities with ETUF and work solely with newly established TUs decreased the relevance of the project.

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. Project activities were linked to expected outputs. The project had clear and gradual implementation strategies. 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 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.

### 3.1.2 Accuracy of Project Assumptions

The project was built on the assumption that the Egyptian government, employer's and worker's organizations will render all possible support to the project politically and administratively. The second assumption of the project was that the social partners will 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 will 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 ability of the project to meet its objectives. During phase 1 of the project, the first assumption (support at the highest level of project interventions) could be said to have been somehow accurate. The project enjoyed a level of support from MOMM and ETUF. However, this support was only regarding the provision of capacity building activities regarding collective bargaining to both entities and not as much to promoting freedom of association. In fact, concerning freedom of association, the project received no support and was attacked by MOMM during phase 1 to the extent that the project's first CTA was made a *persona non grata* by the Egyptian authorities. 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 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. Yet the project did not develop a new set of assumptions and risks for phase 2. Accordingly, 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 to adopt the bill. 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 context in the country

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 a political-policy reform project.

According to the project's Cooperative Agreement it is noted that this project was requested by the Egyptian government. The project was formulated to render support to the Egyptian government as a first step towards 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 abilities for collective bargaining and social dialogue were not viewed as a priority by the Egyptian government, 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 the Egypt. As such, the project had an additional layer of complexity. On the one hand it rightly addressed the Egyptian government's immediate needs while carefully trying to push the bar for greater respect for freedoms and rights in a strongly controlled political

environment. Adding a 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 25<sup>th</sup> 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 1200 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.

The disruption in productivity as a direct result of unsettled labor grievances and the ability of the project to reach out to employers' organizations ensured the buy-in of employers' organizations and associations to project activities. 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 context in the country 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 is 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 inability of the project to ensure the buy-in of FEI and other employers' organizations during phase 1. 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. This was a missed opportunity by the project. Despite 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 sought to increase relations with FEI and other employers' organizations in the country in order to effectively build confidence and initiate social dialogue amongst the social partners.

The second issue that affected the project's appropriateness to the local context and culture is the decision of the ILO 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 make the CTA a *persona non grata* in October 2010, followed by open accusations by ETUF that the ILO was working towards fragmenting the labor movement in Egypt and affecting productivity, prompted the

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 25<sup>th</sup> revolution in Egypt. Accusations were being propagated that not only workers' movements but all other civil movements were affiliated to foreign agents and adopting foreign agendas, in order to diminish them in the country. 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 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 solid roots in many 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 UN (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 strategies of promoting modernization of the economy, social peace and cohesion as well as the respect for rights and freedoms of the Egyptian people.

## 3.2 Effectiveness

This sub-section focuses on the achievements of the project as reported through the technical progress reports 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.<sup>2</sup>

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 study tours for employers' and workers' organization.<sup>3</sup> 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 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.

#### **IO 1: Workers and employers are more knowledgeable of their rights and are increasingly engaged in constructive dialogue and negotiations.**

This objective is two layered. 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

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<sup>2</sup> This information is derived from the project's mid-term evaluation report.

<sup>3</sup> This data was provided to the evaluator by the Project's Program Coordinator.

and negotiations amongst employers and workers. However, no indicators were selected to measure the ‘increase’ in dialogue.

According to the project’s PMP, 10 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 4. The project’s activities with the media have also resulted in the publication of a number of news articles and the featuring of the project principles on a number of TV shows. 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 5.

The third indicator intended to measure this IO, *“random sample survey of workers and employer’s 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.

## **IO 2: Independent, competent and representative employers’ and workers’ organizations which are able to better represent and defend the interests of their members**

There are four 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 the needs of the workers’ organizations. 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. The project has 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 could not work on 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 workers' organizations guide that is intended to serve as a tool to strengthen their internal structures and improve their services.

The project faced many difficulties in working with employers' organizations 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 FEI. 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. 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. The project also focused on upgrading the capacity of FEI. The project conducted a needs-assessment for FEI and developed an action plan based on this needs-assessment. The project subsequently carried out six capacity building workshops for FEI members:

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

In the case of other employers' organizations that the project has worked with in several governorates, it became evident during the course of this evaluation that the project has successfully introduced a culture of social dialogue within these organizations. 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) and accordingly are governed by different laws than the one governing FEI. In both cases, the project did not work on internal governance of employers' organizations however groundwork was laid for approaching this issue with FEI.

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' and employers' organizations to Tunisia and Morocco (workers), France and Germany (employers'). These study tours helped workers and employers organization build linkages with similar structures in other countries. It also helped exchange experiences and explore 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 bi-partite and tri-partite events to promote dialogue and coordination amongst 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 bringing together MOMM representative, social partners, NGOs, media, and academic
- 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 Menia governorate.
- In 2012-2013 the project in cooperation with ACTRAV supported MoMM in organizing a number of social dialogue sessions to discuss freedom of association act.
- In December 2013 Seminar on "Role of social partners in development during the transition" bringing together MOMM, Employers & Workers representatives.
- In March 2014 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.

It is also important to point out that during phase 1, the project has supported the establishment of a tri-partite committee in 10th of Ramadan city and supported a tripartite workshop in Menia 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 6.

### **IO 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. 37 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.

During the course of this evaluation, a total of 24 trainees from MOMM were met (4 in Cairo, 6 in Alexandria and 10 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.

### **IO 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 societal 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 legislations. 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.

#### **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.

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 25<sup>th</sup> 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 and in the end 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 Menia, the ground work was laid for the establishment of a tripartite committee; however, the events of June 30<sup>th</sup>, 2013 halted the process.

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. 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 partner 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 frictions amongst 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 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. 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 activities of the project 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 Menia 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 organizations' 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 had a focus on the necessary tools for smaller businesses been adopted. 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 and particularly of businesswomen and informal sector were not addressed through training or through published materials.

In the case of MOMM, the project attempted to carefully chose trainees to increase benefit. However, selection criteria for MOMM trainees were not always observed.

Employers and workers interviewed during the course of this evaluation have expressed satisfaction with the level of knowledge they have acquire 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.

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 rendered 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 mid-term 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 affecting 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. This is a lost opportunity for the project as instead of building on what was achieved, as phase 2 started from the beginning.

For example the mid-term 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 Menya 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 rise in tax 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. Additionally, the project did not use these models and attempt to replicate or roll-out in other location. Instead the project tried to work in other locations without creating linkages between successful models for replication and exchange of lessons learnt. It is

recognized that the project prior to 2011 was working in a different context, nonetheless, successful models could have been show-cased to promote bilateral and trilateral dialogue amongst the social partners.

### 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 affected 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. 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. 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, is 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. This could be considered as an unintended result of the project, considering the context in which the project was operating.

Following the eruption of the January 25th Revolution in Egypt, the project faced many challenges. For starters the project witnessed seven 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. It is worth noting that the project never signed a memorandum of understanding (MOU) or memorandum of cooperation (MOC) with the ministry throughout its implementation. This has 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 and 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. However, it is not clear to the evaluator why this committee was never activated throughout the life of the project. The absence of the MOU and the lack of a functioning PAC made it difficult for the project at time to secure the required political, technical and administrative support from its national partners. For example with MOMM agreements to conduct a detailed and multi-leveled capacity building program was stopped 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 1200 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 during both phases of implementation. 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 later allegations against the project and the ILO. This has proved challenging as ETUF is a powerful and well established structure within the Egyptian labor relations structure 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 build societal consensus around the various issues. During this period, the project also reached out to governors and social partners in Upper Egypt. In Menia, the project succeeded in initiating the first steps toward the establishment of a tripartite committee in Menia. However, the events of June 30<sup>th</sup>, 2013 and the ousting of the then President Mohamed Morsi proved challenging. Both the political leadership in 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 30<sup>th</sup> 2013 and end of August.

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 slowed down greatly any potential outcomes from these activities. Furthermore, although the governor in Menia 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 the implementation, in 2013 the project succeeded in paving the way for the establishment of 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 women trade unionists. The first two workshops benefited 44 women members of EFITU. The remaining three workshops were three-leveled workshops focusing on FPRW as well as social dialogue. In addition to the standard awareness raising activities, the workshops targeting women 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, trained women 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 the trainers were well informed of the challenges that women unionists faced in particular. They expressed their desire to increase the levels of trainings targeting women and to pay special attention to women unionists in Upper Egypt governorates. Some women 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 (1 in Cairo and 2 in Luxor). The purpose of the workshops was to introduce NGO representatives working in the field of labor rights, women rights & human right 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 amongst 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.

### 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 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 took place almost on 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 2012. The technical support provided to the project following 2012 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 many requests for clarification from USDOL in some TPRs remained unanswered or at best required a long time until a satisfactory answer was received. This is 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 channels between the project team in Cairo tasked with project implementation and the donor. This has slowed down the process of effective communication between the two sides.

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 by the project. Both officers possessed the required skills to develop sound and effective



communication mechanisms with relevant stakeholders. The effectiveness of the management systems could have been enhanced had two more officers been appointed. 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 officer.

The project also made strategic use and developed increased coordination mechanisms with other USDOL funded projects 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 third 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 complimentary.

The project management system called for the establishment of a PAC to support project activities. The PAC was formed but never activated and no MOU was signed with MOMM. This has affected communication with the ministry and hence affecting 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 post 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 mid-term 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 mid-term 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 mid-term 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 mid-term 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.

### 3.2.6 Effectiveness of Monitoring and Evaluation systems

The project developed a Performance Monitoring Plan (PMP) and developed 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 to ensure achievement of objectives and targets. It lacks the necessary logic and coherence to render it a sufficient tool to measure progress towards achievements 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 to develop a logical framework where intended outcomes and results are clearly stated and the sequence of implementation is determined. This will allow for increased quality and effectiveness of project interventions. Sound development and project management practices over the course of the last 10 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 mid-term 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.

The project during phase 1 and 2 has 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. The same applies to indicator 2, “*increase in the number of disputes prevented.*” The means of verification for these two indicators were the ministry’s records. However, none of the activities were geared towards improving or upgrading the systems of the ministry making these indicators and means of verification ineffective in measuring progress towards objectives.

A second and more pressing issue with the measurement of progress towards objectives is the focus on ‘surveys’ and assessment of knowledge of trainees. On the one hand, the project did not conduct baseline surveys to assess the level of knowledge in order to make these indicators effective and relevant. 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 (TORs attached in Annex 7) is not timely. 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 mean for measuring progress is a trait of this project. 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 ‘increased knowledge’ through surveys. One indicator can be “% 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 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 economically resources and inputs (fund, 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 that 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.

A random review of budgets of 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 were 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 (\$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. 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 meals allowance 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 environment, 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 was hardly followed-up on. This reduces the efficiency and effectiveness of the interventions. Two experts meetings were organized to prepare training material and manuals and to increase the available knowledge base available in Arabic 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 to building the capacity of existing trainers and upgrading their knowledge and training skills to form a pool of trainers 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 re-used during phase 2 of implementation. And the trainers prepared during phase 1 were also not made use of during the second phase. This is 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, admin 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 mid-term evaluation of the project to reduce the day-to-day managing of project activities by the CTA.

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 second USDOL 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, freeing the time of the National Project Coordinator – Employers to follow-up on activities and ensure timeliness of project implementation of this 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 effectiveness and efficiency of project interventions. Alternatively, the National Program Officer's TOR should have included a higher level of involvement in monitoring and evaluation and not only a focus on program coordination and management.

### 3.3 Sustainability and Orientation towards 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 to discuss the potential for sustainability.

#### 3.3.1 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 feel were a direct outcome of the project. The head of the labor directorate in Port Said attested to the benefit of the project in increasing knowledge regarding collective bargaining and negotiations leading to resolving several labor disputes. According to MOMM officials interviewed at the central level the project was a good forum for exchanging expertise amongst MOMM staff and unifying concepts and knowledge amongst 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 activities of the project had a high 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 this evaluation have expressed satisfaction with 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 negotiations and collective bargaining skills. The establishment of a bilateral committee in Port Said has also helped the free-zone area in resolving many labor disputes.

The major outcome of 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 resources 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.

Without a doubt 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.

### 3.3.2 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 freedom of association 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 frameworks, which at the moment are not in place.

The declaration by the Egyptian government of the establishment of the National Council for Social Dialogue is a strong indication that the government recognizes the importance of social dialogue. The project supported the establishment of bilateral committees in 10<sup>th</sup> of Ramadan and in Port Said which are more than likely to continue to function after the life of the project. 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. 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 bi-lateral 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. 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 to seek 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 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.

The project could be said to have somehow met some of its objectives. 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.

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 in 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.

The second key factor that could have increased project's effectiveness is a higher attention to 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 efforts 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.

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 to 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 done through Promoting Fundamental Principles and Rights at Work and Social Dialogue. The political context is positive and ready for future work on these issues. 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 10<sup>th</sup> of Ramadan. Other projects currently implemented should build on the successes of these models to continue to promote social dialogue as a vehicle for improving workers-employers 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.

- A logical framework, which causally links activities to expected outcomes, should be developed as an integral part of a comprehensive monitoring and evaluation system and plans.
- It is not sufficient to develop process indicators; the development of outcome indicators should be a fundamental part of planning and monitoring project objectives.
- A well-developed monitoring and evaluation system should be developed in order to ensure quality and effectiveness of interventions.
- At times of political uncertainty and changes in the context, projects should re-examine project activities and develop plans for anticipating risks. This can greatly enhance the effectiveness of projects' interventions.
- Projects should define the key intended outcomes in order to develop the necessary activities to reach it. It also 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 mid-term evaluations to increase effectiveness, impact and sustainability. Mid-term evaluations (especially when external) are a key opportunity for the project to re-examine its approaches and strategies.
- 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.
- Encouraging bilateral and trilateral committees would support the sustainability of this project and the objectives of UNDAF, ILO and USDOL in Egypt. This should be done in an inclusion fashion ensuring that all are represented.
- Future projects should consider a context analysis when re-engaging 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.
- The ILO should develop a new and unified approach in working with all TUs. This is imperative to maintain an objective stand with all social partners in Egypt.
- It is suggested that 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 allowed

work with employers' organizations and MOMM to run simultaneously instead of interchangeably. The second would have ensured that project objectives were better measured.

## VI. Annexes

Annex 1: Reviewed Documents

Annex 2: Field Schedule and persons met

Annex 3: Attendees of the Stakeholders Meeting

Annex 4: List of Project Publications (consolidated)

Annex 5: List of News Clippings (Consolidated)

Annex 6: Workers Activities.

Annex 7: TORs for the impact assessment