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Joint Independent Interim Evaluation

Promoting Worker Rights and Competitiveness in Egyptian Export Industries Project

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LIST OF ACRONYMS

BSR	Business for Social Responsibility
BWJ	Better Work Jordan
CTA	Chief Technical Advisor
DECLARATION	ILO Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work
DWAA	Decent Work Agenda for Africa
DWT	Decent Work Team
EDLC	Egyptian Democratic Labor Congress
EFITU	Egyptian Federation of Independent Trade Unions
ESF	Economic Support Funds
ETUF	Egyptian Trade Union Federation
FEI	Federation of Egyptian Industries
FGD	Focus Group Discussion
FPRW	Fundamental Principles and Rights at Work
GDP	Gross Domestic Product
HR	Human Resource
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labour Organization
IT	Information Technology
M&E	Monitoring and Evaluation
MOMM	Ministry of Manpower and Migration
NGO	Non-Governmental Organization
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
QIZ	Qualifying Industrial Zone
RMG	Ready Made Garments
ROAF	UN Regional Office for Africa
SEDEX	Supplier Ethical Data Exchange
SFS	Sistemas, Familia y Sociedad
SWOT	Strengths, Weaknesses, Opportunities and Threats
ToC	Theory of Change
TOR	Terms of Reference
UNIDO	United Nations Industrial Development Organization
USAID	United States Agency for International Development
USD	US Dollar
USDOL	United States Department of Labor
WEA	Workers' Education Association

EXECUTIVE SUMMARY

Project Description

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is designed to promote decent work in Egypt by supporting improved compliance with the fundamental principles and rights at work, stronger labor/management cooperation and higher levels of productivity and competitiveness. The project seeks to strengthen compliance with national legislation and build productivity within export factories by working through three parallel and complementary channels:

- Building the capacity of the national labor inspectorate;
- Supporting employers and their representatives to improve compliance, working conditions and productivity; and
- Building systems for labor-management cooperation and worker representation at factory and sectoral levels.

The United States Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) awarded USD 10,000,000 to the International Labour Organization (ILO) on September 30, 2011 to implement the Egypt Export Factory Monitory Project. This project was funded with FY 2010 Economic Support Funds (ESF), which were transferred to USDOL in accordance with Section 632(a) of the Foreign Assistance Act of 1961, as amended, and the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2010 (P.L. 111-117), via the United States Agency for International Development (USAID) ESF appropriation, which provides for assistance to Egypt. The project has three objectives and twelve outputs and intends to work in thirteen industrial areas covering eleven governorates. It has been working since September 2011 when the Cooperative Agreement was signed and it is expected to run until September 2016.

Evaluation Objectives and Methodology

As per Donor and ILO regulations, the project was scheduled to undergo an interim evaluation. Both donor and grantee agreed to hold a joint independent interim evaluation of the project. The main purpose of this evaluation is to:

1. Independently evaluate the project's progress to date across the three objectives and twelve outputs, assessing performance regarding: the foreseen targets and indicators of achievement; strategies and implementation modalities; partnership arrangements; and constraints and opportunities in Egypt; and
2. Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results.

The evaluation questions are organized using the results-based framework and are intended to provide an assessment of the relevance, effectiveness, efficiency, impact and potential sustainability of the project's interventions. Data collection for this independent interim evaluation was qualitative in nature and was supplemented by quantitative data collected from existing project documents. The evaluation used five data collection methods: (1) review of

documents, (2) review of operating and financial data, (3) face-to-face and telephone interviews with key informants, (4) focus group discussions and in-depth interviews during field visits, and (5) a stakeholder debrief. The main findings of the evaluation are organized to respond to the evaluation questions.

Evaluation Findings

Relevance and Strategic Fit

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is relevant and needed in Egypt. This was true during its inception and remained so despite the various stages and political changes that the country has witnessed during the life of the project. The project was developed through consultations with the Egyptian government and other key stakeholders in 2010. The intensity of the labor movement and mass demonstrations in Egypt between 2011 and 2013 made promoting workers' rights and competitiveness in Egyptian export industries very relevant and timely to the Egyptian context. The project focused on addressing labor grievances by improving industrial relations at the factory and sectoral levels. Despite the changes in the political circumstances in Egypt between 2011 and today, the project continues to be very relevant toward achieving the desired outcomes identified in the National Development Plan and Vision for Egypt 2030, which were developed by the Egyptian Ministry of Planning.¹

The project rests on the assumption that improved enforcement of Egyptian laws will: enhance the authority of the Egyptian government and help it comply with ILO conventions; benefit Egyptian workers in exercising their rights under Egyptian labor law; help employers by increasing their compliance with international labor standards; and promote sound industrial relations thus increasing productivity and attracting more international buyers.

The project also contributes toward achieving the targets set in the Decent Work Agenda for Africa and some of the immediate objectives of the ILO Sub-Regional Strategy for North Africa.

Validity of Project Design

The *Promoting Worker's Rights and Competitiveness in Egyptian Export Industries Project* is designed to work with the three tripartite constituents, each on a key area that requires further advancement. The project document defined the overall objectives, outputs and indicators for the project. The phrasing of the objectives and outputs requires revisiting in order to gear them more towards the project's expected outcomes. The project document also does not include a clear structure for the indicators that corresponds to the objectives and outputs. The key indicators for each objective do correspond to the respective outputs, but are all mixed together. Furthermore, some outputs do not have indicators for follow-up. For improved clarity of design, each output should be clearly linked to its related indicators.

¹ <http://www.mop.gov.eg/Vision1.pdf>

The project initially intended to work in thirteen industrial zones located in eleven governorates because the baseline studies showed that this is where the Qualifying Industrial Zones (QIZ) and the inspectorates are located. The project will work in thirteen industrial zones covering eleven governorates regarding Objective 1. For Objectives 2 and 3, the project will work in nine industrial zones covering seven governorates and selected those with the highest number of factories. This geographic spread is difficult to achieve given the multiple dimensions of the project and the many national and local constraints, such as: the tense political context and its evolution; turnover at various decision-making levels in line ministry such as the Ministry of Manpower and Migration (MOMM) and organizations; overwhelming mistrust and tension between employers, workers and their representatives; and structural weakness of employers' and workers' organisations. It is important to reconsider and reorient the project's target areas and to focus on a small number of industrial zones and governorates. In this way, the project can ensure the consistent follow-up of its engagement and generate success stories.

Sustainability is woven into the project design to varying degrees depending on the component. However, the project does not possess a clear and well defined exit strategy or sustainability plan.

Project Effectiveness

Progress at Mid-term

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* has three main objectives and twelve expected outputs. Despite the fact that the Cooperative Agreement was signed on 19 September 2011, it was very difficult for the project to hire a Chief Technical Advisor (CTA). The project's CTA started working on 1 July 2013. Project activities targeting MOMM inspectors started towards the end of 2013. National Officers in charge of other project components were hired in February, April and July 2014. The complete staffing of the project was concluded by July 2014.

Immediate Objective 1: To build specialist expertise in the national labor inspectorate to assess, monitor and report on working conditions in export factories.

The project has made major strides in achieving this objective and its outputs despite all the implementation challenges. The project signed a protocol of cooperation between the ILO and MOMM, formalizing the project's process of implementation. It took more than a year and a half for the protocol to be signed and the Project Advisory Committee (PAC) to be established.

This objective had six outputs. Two are on track, namely: (1) *Organizational plan for the development of a specialist export factories program within the labor inspectorate developed*, and (2) *Internal procedures and mechanism for operation of a specialized inspection unit established*. Some activities have taken place in the remaining four outputs under this objective but they have not been accomplished at mid-term.

Immediate Objective 2: To support export factories improving productivity & working conditions.

This objective has three expected outputs and a numerical target of 100 factories across the eight governorates (Cairo, Alexandria, Port Said, Sharkiya, Ismailia, Gharbiya, Giza and Beni Suief). Among the project's three components, this objective exhibits the most obvious delays.

At mid-term, the majority of activities under this objective have supported Output 2.2 (*Training and support for factories on labor standards and productivity provided*). Available monitoring data indicate that the project is working with eighteen factories in six governorates (twelve that produce ready-made garments [RMG], three in food processing, and three textile factories). This is not a sufficient pace considering that the project targets 100 factories.

The project has been in the process of paving the way for further activities regarding Outputs 1 and 3 under this objective. It has completed a needs assessment of the exporting councils for the RMG, textile and food sectors. In addition, the project has developed an action plan to support the Chambers of Industry's work in the RMG, textile and food sectors. It is noted that the project strategy focuses on the sectoral level with little or no involvement from the Federation of Egyptian Industries (FEI).

Immediate Objective 3: To support the development of sound bipartite relations in export factories and create an enabling environment for workers and their representatives.

This objective has three outputs, with a combined numerical target of reaching 50,000 workers. A multitude of awareness-raising activities and tailored training programs have been conducted under this component. The project reached 11,281 workers (9,217 male and 2,664 female) in six governorates, namely Cairo, Alexandria, Port Said, Sharkiya, Monofiya and Gharbiya. Actual outcomes/results of these trainings and the awareness-raising activities could not be established during the course of this evaluation because the project is still in the process of developing the scoring assessment tools. More time is needed to ensure that actual results are captured.

Available monitoring data indicate that three worker-management committees were formed. However the project's monitoring data in this regard is slightly confusing. The worker-management committees are listed as targets under both Output 3.2 (*Sound Industrial relations at the factory level promoted*) and Output 3.3 (*Sectorial Tripartite Dialogue Strengthened*). It is also worth noting that Output 3.2 focuses on factory-level management committees and not on sector/industrial zone management committees (bipartite or tripartite). Two committees were formed at the industrial zones level, one in Port Said and one in Sharkiya (10th of Ramadan industrial zone), whereas the third was formed at the factory level (also in 10th of Ramadan industrial zone). The two committees located in the 10th of Ramadan have only been formed recently (the factory level committee is two months old) and are yet to be activated.

Effectiveness of Implementation Strategies and Results

The project faced many implementation challenges. It appears to be on track regarding some of the outputs under Objective 1, while progress for Objectives 2 and 3 has been limited and slow. The political environment in Egypt since 2011 served as both a contributing and a challenging factor that affected (both supported and hindered) the ability of the project to attain its targets. Following the election of Abdel Fatah El-Sisi as president of Egypt in June 2014, the relatively stable political environment in Egypt and the government's focus on advancing the economy through promoting exports has placed the project at the heart of the national development agenda. Despite this interest, the irregularity of the Project Advisory Committee (PAC) meetings has been a constant challenge for the project, as each stakeholder seems to be unaware of the

activities of the others. The space for advancing workers' rights and the ability of workers' representatives to stage strikes and sit-ins has been seriously diminished since August 2013.

The implementation approaches adopted by the project have effectively increased the level of trust and cooperation between the ILO and MOMM. Both MOMM and the project team explained that during the first two quarters of 2015, some misunderstandings occurred between the two entities related to the value of stipends and other financial issues; however these issues have now been resolved. The consistent involvement of MOMM in the implementation of the project has gradually helped rebuild a sound working relationship between the two entities. During the course of this evaluation, MOMM spoke highly of the project explaining its necessity and commending the project team for involving MOMM in all planning and implementation activities.

The project intends to work in nine industrial zones covering seven governorates for Objectives 2 and 3. Working in so many locations requires a high level of coordination and staffing. At the moment, the project does not have adequate staff to work in all these areas, especially with the absence of local offices for the project. The project should consider hiring additional staff, especially in light of the availability of funds.

In addition, working in so many locations thins out the impact of the project and its interventions. At the moment, many activities with workers are limited to raising their awareness about their rights and responsibilities because there is no follow-up and measurement of impact. Likewise, work with employers only focuses on social compliance without creating the linkages between social compliance and increasing productivity and competitiveness. The project approaches this issue as if it is one or the other. Workers' rights should be promoted to employers as an integral part of increased production and competitiveness. At the moment this is not how the project outreach strategy operates with regard to factories.

Coordination between the project's three components/objectives requires strengthening. At the moment, coordination takes place between the second and third objectives only at the factory levels. Project effectiveness could be increased by creating the necessary linkages between the three components and at various levels, starting from the factory all the way to the national level passing by the meso level (which in this case would be the industrial zones).

The project focused many of its interventions on standardization. This was particularly visible at the national inspectorate level, where new templates were created for reporting and monitoring inspections. To date, the project has only completed the paper forms necessary for building the information technology (IT) system and database. The database is yet to be set up after getting the necessary security approvals.

Other achievements could be observed under Objective 2 in the support for improving productivity and working conditions in export factories through developing productivity modules on topics such as: human resource management; occupational safety and health systems; lean manufacturing/cleaner production; and cooperation in the workplace. Achievements can also be seen in the conceptualization of an assessment tool (scoring system tool) that could be used in the factory needs assessments. However, the project does not have an outreach strategy to engage the factories or companies that score the lowest on social

compliance indicators. Selection criteria include the willingness of the company, its involvement in exporting, and its size (it has to be a medium to large-size company with 100 or more employees). It is recognized that willingness should be a factor in determining whether a factory qualifies to join the project or not; however, the level of adherence to social compliance should be equally considered. At the moment this factor is not even examined.

Efficiency of Resource Use

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* has a budget of USD 10 million, and it is safe to say that the project has efficiently allocated resources for achieving the overall goals and objectives. In terms of the expenditure distribution, 37% of the total budget is allocated to achieving the project objectives (USD 3,708,000) and 33.4% is allocated to direct labor costs. This is typical of development projects, where direct labor costs comprise between 30-35% of total project budgets. The third largest budget line is program support costs, at 10% of the total budget, which is also consistent with common norms in development.

The project experienced many delays, leading to a low burn rate in all budget components. These delays are clear when examining the project's expenditures in 2013 and 2014. Expenditures in these two years amount to only 24.2% of the total budget, while at the time of the evaluation in 2015 the expenditure for all activities since the beginning of the project reached 33.4%. This means that 66.6% of the project budget has not yet been spent, with only one year remaining until the end of the preliminary project schedule. This is a very low burn rate at mid-term.

Effectiveness of Management Arrangements

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is understaffed. Whereas technical and financial resources may be available, human resources are at a bare minimum. Until April 2015, the project team included: two staff members in Geneva, one Chief Technical Advisor (CTA), three National Officers (one managing Objective 2, another managing Objective 3 and a Monitoring and Evaluation [M&E] Officer), one Senior Program Assistant (managing Objective 1), one Finance Assistant, two Administrative Assistants and two drivers. As of April 2015, the two backstopping officers in Geneva were replaced by one only. In addition to the permanent project staff, the project relies on consultants for delivering trainings and conducting follow-up with factories. The project has six advisors and seven trainers supporting Objectives 2 and 3, respectively.

In addition to the Cairo-based project staff, the project receives technical and administrative support from the ILO office in Cairo and the technical unit (DECLARATION) at ILO headquarters in Geneva. At the time of this evaluation, it appears that the Geneva and Cairo offices have provided limited technical support to the project, as indicated by the project's low implementation rate. Support from the Cairo office and Geneva should be increased in order to help the project move forward towards meeting its objectives. In particular, the project should cooperate with the Labor Administration and Inspection Unit in Geneva as well as the Occupational, Health and Safety department. The project should also clearly define the follow-up mechanisms as well as the roles and responsibilities of all staff members or technical support staff paid by the project.

In terms of management and governance, further linkages need be taken up by the ILO Cairo, particularly concerning policy advocacy and support for the government. MOMM has established a PAC that has only met once and a technical secretariat that remains to be activated. There is a clear need to support the project to ensure that the PAC is active. In addition, ILO specialists provide support only if asked or approached. It is important that the project becomes part of the ILO program approach and for activities with employers and workers to be supported by ILO Cairo specialists.

Impact and Orientation towards Sustainability

The project's orientation towards sustainability is relatively weak. While there is evidence of project ownership at the national level, it is noted that the local ownership at governorate level and in the industrial zones is limited. No local project committees encompassing line stakeholders exist (such as business associations and local trade unions) and the project progress reports are not shared with them. These local stakeholders also have no representation within the PAC or ultimately the technical secretariat. Institutionalization was taken into consideration during the project's design phase, particularly regarding Objective 1, which is evident in the establishment of a "model" inspection unit focused on export factories. However, institutionalization to support sustainability is less obvious regarding the project's second and third objectives.

Conclusions

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* continues to be a timely and needed project. Despite the changes in the context and political situation, economic development and increasing exports remain as a key development priority for Egypt.

The project faced numerous implementation challenges. Nonetheless, it has made some progress in achieving some of its intended activities, such as: delivering trainings to employers' and workers' organizations; providing awareness raising sessions to factory workers; and building the structure of the new inspection unit. This is particularly the case in the implementation of activities related to building a model inspection unit to monitor export factories in the targeted governorates.

However, progress towards Objectives 2 and 3 is slow. One reason for this is the project's ambiguity regarding the intended impact and results under these two objectives. It is necessary for the project to redefine its objectives in light of intended results. The targets set by the project at the moment (100 factories and 50,000 workers) cause the project to focus on reaching the numerical targets at the expense of follow-up, which would support the achievement of actual outcomes from these trainings. The delays that the project has encountered so far make it rather unlikely that they will meet their targets. It is important to recognize that the project has enough financial resources but requires management adjustments, particularly concerning human resources, to ensure that it meets its targets. Moreover, the expected outcomes/results of the project should be clarified to ensure that there is consistency in what the project aims to achieve. Unpacking the terms "competitiveness" and "social compliance" should provide the project with clarity regarding what it is trying to achieve.

Both the project achievements and its burn rate are small at this point, considering that the project started operating in October 2011. However, it is worth noting that many of the expected outputs require a preparation phase. Once all the materials are ready, the project could move forward and implement activities at a higher speed. These materials include, but are not limited to, training toolkits on human resources, occupational safety and health (OSH), social compliance, workers' rights and duties, and basic training on inspections, among others.

Main Recommendations

Relevance

1. Focus project interventions on building models that can be scaled up.
2. Upgrade the Buyer's Forum from an output to become a fourth objective in the project. This will be necessary due to its weight and the required outputs and activities related to it.

Validity of the Project Design

3. Reconsider the breadth of project implementation and refocus/reduce the number of industrial areas from eleven to a maximum of three or four. This will give the project staff the capacity to concentrate on specific areas, to provide the necessary follow-up, and to conceptualize success stories to be used for scale-up.
4. Redefine the objectives to be impact-oriented. The structure of indicators at the impact- and output-level should be well conceptualized or reconsidered. Baseline values should be identified based on the survey already conducted and targets should be set as a result.
5. Establish better linkages between project staff, ILO Cairo and ILO headquarters in Geneva in order to provide increased technical support for the project, particularly with regard to OSH and labor inspection.

Effectiveness and Impact

6. Engage FEI in project activities and work with the Egyptian Democratic Labor Congress (EDLC) and the Egyptian Trade Union Federation (ETUF) at both the federation central level and sectoral local level.
7. Establish a partnership with the MOMM training center. The capacity of the latter should be built so that it is capable of training future generations of inspectors to work within the export sphere.
8. Include institutional development support targeting different employers' and workers' organizations. On one hand, this would fulfill their terms of reference vis-à-vis the employers and workers they represent; on the other hand, it would give them the capability of working together maturely and sustainably.
9. Promote workers' rights to employers as being an integral part of increased production and competitiveness.
10. Reconsider the criteria for choosing factories to participate in the project, specifically with regard to increasing the weight of social compliance in the selection criteria.

11. Provide increased technical support to the project by establishing the necessary linkages with OSH and the inspection department at ILO headquarters.
12. The ILO Cairo office should negotiate with MOMM for the activation of the PAC and the technical secretariat of the project. The presidential decree could be used as a means to increase MOMM's dynamism in monitoring the project.
13. Consider opening local offices for the project in the selected governorates in order to facilitate daily follow-up and coaching. If not possible, area coordinators and field officers should be present in the governorates to facilitate follow-up and synergy between project activities.
14. Review project staffing and, if necessary, conduct a budget revision to ensure that enough funds are available for staffing. This revision could include a review of the rationale and amount available for support from Cairo and Geneva backstopping.

Impact and Sustainability

15. Revisit the strategy included in the original project document and elaborate this in much more detail, particularly given the shifting context.
16. Advocate for the establishment of an executive committee or secretariat that encompasses directors from line ministries and other stakeholders which closely monitor the project using a tripartite participatory approach, in order to resolve difficulties and problems that the project may face.
17. Create tripartite local project committees in each industrial zone included in the project, implementing MOMM Decree No. 276 from 2014.

Lessons Learned

The following are the lessons learned that were identified at mid-term:

- Operationally targeting wide geographic areas in multi-dimensional projects can hamper its ability to effectively achieve its results. This wide geographic scope would not give the project staff the capability of focusing on vertical and consistent follow-up on different factories case by case, which is the way to bring about success stories.
- When working both at the national and local levels, it is important to have locally-based staff to ensure the required follow-up at the local level. A field team should operate in each local office to ensure daily follow-up.

Good Practices

- Providing employers with incentives helps to ensure their commitment to improving working industrial relations within their enterprises.
- Designing capacity building programs with close collaboration and participation of local partners ensures their buy-in and helps secure their support.
- Developing monitoring systems allows projects to collect the necessary data to make adjustments in implementation in order to improve results and outcomes.

I. PROJECT DESCRIPTION

1.1 Project Overview

Egypt has ratified 63 International Labour Organization (ILO) Conventions, including the eight core conventions set out in the ILO's 1998 Declaration on the Fundamental Principles and Rights at Work (FPRW). However, there is a pressing need to strengthen the tripartite constituents' capacity and commitment to implement and enforce the rights and principles embodied in the core conventions. There are important legal and practical barriers to effective recognition of these rights at the enterprise level within many sectors, including export industries. A key area of concern is the right to freedom of association and collective bargaining and the urgent need for legislative reform to bring Egypt's trade union laws into conformity with ILO Conventions 87 and 98.

The textile and ready-made garment (RMG) sectors represent the largest source of employment in the industrial sector, providing employment for around one million workers. The textile and garment industry is a particularly important source of employment for Egyptian women, who comprise 46% of the workforce. While the Egyptian textile and garment sectors enjoy certain advantages – including competitive energy costs, preferential access to key export markets and abundant labor supply – a number of factors continue to constrain its growth as a whole, including inefficiencies and low productivity levels. Contributing factors related to labor include:

- An acute shortage of trained workers and managers and little or no commitment to continuous training;
- Low productivity and poor human resource management;
- High levels of worker absenteeism and turnover; and
- Disruptions due to poor industrial relations, particularly in recent years.

The Egyptian Labour Inspectorate, which is part of the Ministry of Manpower and Migration (MOMM), faces a number of challenges which are not limited to its role in relation to export factories. According to MOMM, the main issues include inadequate budget, inadequate numbers of inspectors relative to the number of registered enterprises, inadequate targeting of inspections, low salaries and lack of transportation. Private sector employers regard inspections as superficial, while unions do not see inspections as a means for promoting respect for workers' rights.

The United States Department of Labor (USDOL) Bureau of International Labor Affairs (ILAB) awarded USD 10,000,000 to the ILO on September 30, 2011 to implement the Egypt Export Factory Monitoring Project. This project was funded with FY 2010 Economic Support Funds (ESF), which were transferred to USDOL in accordance with Section 632(a) of the Foreign Assistance Act of 1961, as amended, and the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2010 (P.L. 111-117), via the United States Agency for International Development (USAID) ESF appropriation, which provides for assistance to Egypt. The Cooperative Agreement for this five-year project was signed in September 2011, with a start date of October 2011. The project is expected to continue until September 2016.

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is implemented by the ILO and designed to promote decent work in Egypt by supporting improved compliance with the fundamental principles and rights at work, stronger labor-management cooperation and higher levels of productivity and competitiveness. The project has three objectives and twelve outputs and intends to work in thirteen industrial areas covering eleven governorates. The project focuses on improving outcomes for workers and employers in Egypt's labor-intensive export sectors. It seeks to strengthen compliance with national legislation and build productivity within export factories by working through three parallel and complementary channels:

- Building the capacity of the national labor inspectorate;
- Supporting employers and their representatives to improve compliance, working conditions and productivity; and
- Building systems for labor-management cooperation and worker representation at factory and sectoral levels.

Table 1: Project Objectives and Expected Outputs

Objectives	Outputs
1. To build specialist expertise in the national labor inspectorate to assess, monitor and report on working conditions in export factories	1. Organizational plan for the development of a specialist export factories program within the labor inspectorate developed
	2. Internal procedures and mechanism for operation of a specialized inspection unit established
	3. A labor inspection reporting system is operational
	4. Specialist program operationalized and rolled out in phases
	5. Ongoing project support provided to the new inspection program and its functions
	6. Monitoring, review and evaluation processes put in place
2. To support export factories by improving productivity & working conditions	1. Activities implemented to improve capacity of sectorial business organizations to advise members on labor standards and productivity
	2. Training and support for factories on labor standards and productivity provided
	3. Improved engagement between export factories and international buyers
3. To support the development of sound bipartite relations in export factories and create enabling environment for workers and their representatives	1. Workers have benefited from an outreach program to raise awareness of the legal rights, FPRW and worker responsibilities
	2. Sound industrial relations at the factory level promoted
	3. Sectorial tripartite dialogue strengthened

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Purpose, Scope and Clients

2.1.1 Purpose

The joint independent interim evaluation serves two main purposes:

1. To independently evaluate the project's progress to date across the three objectives and twelve outputs, assessing performance regarding: the foreseen targets and indicators of achievement; strategies and implementation modalities chosen; partnership arrangements; and constraints and opportunities in Egypt; and
2. To provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results.

2.1.2 Scope

The independent interim evaluation covers all of the objectives and outputs of the *Promoting Workers Rights and Competitiveness in Egyptian Export Industries Project*. Particular attention was given to synergies across the three closely related channels, namely: building the capacity of the national labor inspectorate; supporting employers and their representatives to improve compliance, working conditions and productivity; and building systems for labor-management cooperation and worker representation at factory and sectoral levels. The evaluation assesses all key outputs that were to have been produced since the start of the project.

In particular, the evaluation makes recommendations regarding:

- Progress made towards achieving project objectives;
- Ensuring the achievement of results (outputs) within the project period;
- Internal and external factors that influence the speed of implementation;
- The extent of government buy-in, support and participation in the project;
- Relevance of the project within national development priorities and frameworks as well as the evolving context;
- Synergies with other relevant ILO programs and activities;
- Knowledge management and sharing;
- Results-based measurement and impact assessment systems;
- Systems for risk analysis, assessment and monitoring; and
- Other specific recommendations to improve performance and the delivery of results.

2.1.3 Clients

The primary users of the evaluation are: the US Government, as the donor of the initiative; the government of Egypt; as the recipient country; constituents and the ILO, as the implementer of the project; as well as other relevant stakeholders. ILO offices and staff involved in the project,

such as the Decent Work Team (DWT) in Cairo, project staff, ILO departments at headquarters (in particular the ILO Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work [DECLARATION] and the Regional Office for Africa [ROAF]) will use the findings of the report. Tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation recommendations and lessons learned.

2.2 Evaluation Methodology

2.2.1 Evaluation Team

The evaluation team consisted of two international evaluation consultants. Nahla Hassan, the evaluator contracted by USDOL through the evaluation management services provided by Sistemas, Familia y Sociedad (SFS), served as the Evaluation Team Leader. The independent Co-Evaluator contracted by the ILO, Wael Zakkar, was the Evaluation Team Member. Ms. Hassan was responsible for all data collection in the field whereas Mr. Zakkar conducted the document review and contributed significantly to data analysis and the report writing process.

2.2.2 Evaluation Questions

The evaluation questions are organized using the results-based framework and are intended to provide an assessment of the relevance, effectiveness, efficiency, impact and potential sustainability of the project's interventions. (Please See **Annex A** for the evaluation Terms of Reference [TOR] including the evaluation questions.)

2.2.3 Methodological Approach

This evaluation is primarily qualitative in nature, which was supplemented by quantitative data collected from existing project documents. The evaluation used five data collection methods: (1) review of documents, (2) review of operating and financial data, (3) face-to-face and telephone interviews with key informants, (4) focus group discussions and in-depth interviews during field visits, and (5) a stakeholder debrief.

The interim evaluation was conducted in stages. The first stage consisted of preliminary telephone conversations with project staff, with the purpose of collecting all relevant project documents, agreeing on a work plan and collectively identifying the key stakeholders and partners to be interviewed. Following this, the evaluator developed an inception report and shared it with the evaluation managers at ILO and SFS. The third stage focused on data collection and the fourth on data analysis and report writing. The field work for this evaluation took place 17-31 August 2015.

2.2.4 Data Collection Methods

Data for this evaluation was collected through various means including document review, meetings, focus group discussions, in-depth interviews and a final debrief meeting for stakeholders.

Document Review: The evaluation team reviewed the following documents before conducting any interviews or field visits:

- Project document;

- Cooperative agreement;
- Technical progress reports and comments;
- Reports on specific project activities;
- Training materials;
- Trip reports, field visits, meetings, needs assessments and other reports;
- Strategic framework, PMP, and performance indicators;
- Work plans; and
- Operating and financial data.

Interviews with Key Informants: Interviews were conducted with key program stakeholders by phone and in-person, including but not limited to:

- Project implementation team;
- Key stakeholders (MOMM officials, workers' and employers' organizations, factory owners and their representatives, unionists);
- Project partners; and
- Other stakeholders.

Fieldwork: The fieldwork for this evaluation was conducted by the Evaluation Team Leader while the Evaluation Team Member held telephone meetings with relevant project staff and provided input to the tools used in the field. Face-to-face meetings were conducted with the project team in Cairo and with the backstopping Officer in Geneva. The Team Leader also met and interviewed a wide range of project stakeholders, partners and beneficiaries. The selection of key stakeholders was completed in close collaboration with the project team. All efforts were made to ensure that the evaluator visited places where successes as well as challenges have occurred.

Fieldwork took place in four governorates of Egypt, namely Cairo, Sharkiya, Alexandria and Port Said. A total of eight RMG and textile factories were visited, where meetings were held with top management, human resource (HR) and occupational safety and health (OSH) managers and focus group discussions were held with factory workers. Approximately 100 factory workers (29 females and 72 males) were interviewed during the course of this evaluation. In addition, workers' and employers' organizations were interviewed where appropriate.

In Cairo, fieldwork included meetings with staff and direct beneficiaries from MOMM. Four focus group discussions were conducted with Labor Inspectors and OSH Inspectors (47 individuals composed of 23 females and 24 males).

Stakeholder Debriefing: The Evaluation Team Leader conducted a debriefing meeting with project staff and key stakeholders to present and discuss initial findings. This meeting served as a validation exercise where feedback was collected regarding initial findings in order to support the report writing process.

Report Writing: After the evaluators completed data analysis, they prepared a draft report and presented it to the evaluation managers for an initial quality review, which was followed by a full review conducted by USDOL and the ILO.

The evaluation took the strengths, weaknesses, capacities, comparative advantages and perspectives of the various relevant stakeholders into account. It tried to assess the extent to which each of these stakeholders positively affected the long term goal of promoting worker's rights in exports industries in Egypt, as expressed in the project's Theory of Change (ToC).

2.2.5 Limitations

Fieldwork for this evaluation was intended to be conducted by an evaluation team. However, the Evaluation Team Member was unable to secure a visa to Egypt and as such had to contribute to the evaluation process remotely. This required constant coordination to ensure consistency and flow of information.

III. EVALUATION FINDINGS

This section presents the evaluation findings. It is divided into four subsections directly responding to the TOR questions. A separate section for lessons learned and good practices is available at the end of the report.

3.1 RELEVANCE AND STRATEGIC FIT

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is relevant and needed in Egypt. This was true during its inception and remained so despite the various stages of political change that the country has witnessed during the life of the project. The project was developed through consultations with the Egyptian government and other key stakeholders in 2010. The five-year Cooperative Agreement was signed on 19 September 2011, with 1 October 2011 as the official start date. However, the political environment in Egypt changed dramatically between the time the project was conceptualized and the signing of the agreement. In January 2011, mass demonstrations continued for eighteen days in Cairo and other governorates of Egypt, which forced Egyptian President Hosny Mubarak to step down and hand over the country to the Supreme Council of the Armed Forces. A period of instability and fluid political changes took place until June 2012 when Islamist Mohamed Morsi was elected as the first Egyptian president following the revolution of January 2011. Mr. Morsi ruled for one year until he was also toppled through mass demonstrations that were heavily backed by the Egyptian army in July 2013. In June 2014, Abdel Fatah El-Sisi (former Defense Minister under Mohamed Morsi) was elected President of Egypt.

Each of these phases was characterized by demonstrations, sit-ins and at times the disruption of work and productivity. This occurred to such an extent that in 2012 the former Finance Minister accused workers' demonstrations of causing losses to the economy of up to "7 billion Egyptian pounds and the tourism sector 13.5 billion - making them largely responsible for Egypt's budget deficit and the decline in foreign direct investment."³ It was reported that in 2013, an average of 6.1 worker protests took place each day during the year. This was down from the total in 2012 when the number of demonstrations reached 3,300. The overall number of protests was still higher in 2013 than in 2011 when 1,300 protests took place.⁴

The intensity of the labor movement and the mass demonstrations in Egypt between 2011 and 2013 made promoting workers' rights and competitiveness in Egyptian export industries very relevant and timely to the Egyptian context. The project focused on addressing labor grievances by improving industrial relations at the factory and sectoral levels. Other concurrent labor projects that were also timely included the USDOL-funded project *Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt*, and the US Department of State-

³ Hesham Salam. "Striking Back at Egyptian Workers." Midan Masr:
<http://www.midanmasr.com/en/article.aspx?articleID=137>

⁴ Fady Ashraf, "Year in review 2013 – Workers hold 2,486 protests." Daily News Egypt: 31 December 2013.
<http://www.dailynewsegypt.com/2013/12/31/year-in-review-2013-workers-hold-2486-protests/>

funded project *Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt*. All three projects advocate the establishment of social dialogue committees to support fundamental principles and rights at work. The projects collaborated for the establishment of bipartite and tripartite social dialogue committees. The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* collaborated with the *Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt* in the establishment of the bipartite social dialogue committee in Port Said. In addition, the *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* collaborated with the *Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt*, which was training 1,000 female workers in the 10th of Ramadan Industrial zone by providing the training materials and trainers. The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* could have collaborated more with the *Creating a Conducive Environment* particularly in what concerns gender mainstreaming.

Despite the changes in the political circumstances in Egypt between 2011 and today, the project continues to be very relevant toward achieving the desired outcomes identified in the national development plan and Vision for Egypt 2030 developed by the Egyptian Ministry of Planning.⁵ The strategy has three main goals, namely: economic development, competitiveness of markets, and human capital. Under the new strategy, the government will be committed to achieving a growth rate of seven percent, increasing investment rates, raising the contribution of services to Gross Domestic Product (GDP) to about seven percent, increasing exports and reducing unemployment rates to about five percent.

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* consists of three components, each focused on supporting one tripartite stakeholder. The project design clearly takes into account the needs of the tripartite stakeholders. According to the project's Cooperative Agreement, the project design, which was developed in consultation with and based on the request of the Egyptian government, recognizes the importance of upgrading the technical expertise and strengthening the inspection functions of MOMM. The project aims to increase the capacity and expertise of MOMM and the social partners. The project's Theory of Change rests on the assumption that increasing the compliance of Egypt export factories with international labor standards will increase the competitiveness of the factories and attract international buyers, thus creating employment, protecting rights and fostering overall economic development.

The project's ToC also considers the priorities of the tripartite stakeholders. The project makes the assumption that improved enforcement of Egyptian laws will: (1) enhance the authority of the Egyptian government and help it comply with ILO conventions, (2) benefit Egyptian workers in the exercise of their rights under Egyptian labor law, (3) help employers by increasing their compliance with international labor standards, and (4) promote sound industrial relations thus attracting more international buyers and increasing productivity.

⁵ <http://www.mop.gov.eg/Vision1.pdf>

The project also contributes to the achievement of the targets set in the ILO's Decent Work Agenda for Africa and some of the immediate objectives of the ILO Sub-Regional Strategy for North Africa. The project's second and third components focus on empowering social partners and other stakeholders through social dialogue and extending and improving social protection (including social security and conditions of work), especially for the most vulnerable. This makes the project well aligned with the ILO Sub-Regional Strategy for North Africa.⁶ Furthermore, the project focuses on advocating the value of compliance with international labor standards, tripartism, labor law and social dialogue, thus making it well aligned with the ILO's Decent Work Agenda for Africa.

3.2 VALIDITY OF DESIGN

3.2.1 Overview of Project Design

The *Promoting Worker's Rights and Competitiveness in Egyptian Export Industries Project* is designed to work with the three tripartite constituents, each on a key area that requires further advancement. With the government, the project works with MOMM to increase the effectiveness of labor inspectors. Employers' interventions focus on increasing productivity through stricter adherence to social compliance. The component for workers focuses on promoting sound industrial relations and increasing workers' awareness of their rights and ability to exercise these rights.

The project design defined the overall objectives, outputs and indicators for the project. The implementation of project activities focuses on creating some linkages between the outputs of Objectives 2 and 3. However, this approach gets confusing at times. For example, Output 2.3 (*Training and support for factories on labor standards and productivity provided*) encompasses activities to improve social compliance, such as improving HR systems, applying grievance systems and providing factory workers with awareness sessions regarding their rights and responsibilities. This output contains no activities that target employers to support the factories in understanding labor standards. However, Output 3.2 (*Sound industrial relations at factory level promoted*) provides almost identical activities for workers at the factory level. There is a need to clarify these two outputs by defining what is meant by "support to factories" and "promoting industrial relations." This will add clarity to these two outputs and reduce confusion.

Project objectives, as defined in the project document, tend not to be outcome-oriented. For instance, Objective 1 is worded, "*To build specialist expertise in the national labor inspectorate to assess, monitor and report on working conditions in export factories*" but this does not clearly reflect the targeted outcome. Possible impact-focused rewording could be, "*Working conditions and orientations in some export industries improved as a result of new inspection methods and approaches used by the newly established inspector unit active in export industries.*"

⁶ http://www.ilo.org/wcmsp5/groups/public/---africa/documents/meetingdocument/wcms_178194.pdf

Such an objective/impact should have specific outcome indicators, instead of output indicators which is the case in the current project design. For example, possible indicators for the above mentioned reworded objective could be:

- Indicator of satisfaction among workers in export industries;
- Indicator of satisfaction among employers in export industries;
- Average number of inspection visits implemented per export factory per year; and
- Number and degree of infractions per year for export industries.

These indicators should be accompanied by baseline and target values. Baseline indicators are already available, thanks to studies that were implemented within the framework of the project. These studies include: The Status of Workers in Egyptian Export Industries (2015); the Study on the Food and Textile Industries in Egypt and their Export Potential (2014); and the field study on the Inspection Development Needs of Labour and Occupational Health and Safety in Egypt (2014).

The project document does not include a clear structure for the indicators that corresponds to the structure of the objectives and outputs. The key indicators for each objective correspond to the outputs under the objective, but all are mixed together. For improved clarity of design, each output should be connected to its related indicators. In fact some outputs do not have indicators for follow-up at all. For example, Output 1.2 (*Internal procedures, training and mechanisms for operation of a specialized inspection unit established*) does not have direct indicators among the set of indicators mentioned under the objective.

3.2.2 Practicality of Project Design

The project was designed in 2010 in a completely different context than exists today, as this was before the January 25th, 2011 revolution and the subsequent changes which took place in Egypt. At the design phase, the context was less tense. The balance of power between different stakeholders was also largely in favor of employers and their representatives. This balance of power shifted to the workers in 2011-2013, and then returned back to employers and their representatives by mid-2013.

The concept of promoting worker rights and competitiveness in the export industry in Egypt is multi-dimensional, requiring interventions at the nexus of the central and local levels, which flow both up-stream and down-stream and focus on the macro, meso and micro levels, in both the economic and social realms. In this regard the project contains three relevant orientations and components, namely: (1) building the capacity of the national labor inspectorate, (2) supporting employers and their representatives to improve compliance, working conditions and productivity, and (3) building systems for labor-management cooperation and worker representation at factory and sectoral levels.

However, designing the project to include multiple interventions and many sub-themes under these three components tends to be too ambitious and broad. This is due to the fact that including many sub-themes under three large components leads to a wide horizontal agenda which is not sufficiently focused. This creates challenges in terms of monitoring, especially in a challenging context such as Egypt. Project implementation to date indicates that there were

concrete challenges in covering this wide, horizontal agenda. The project sets out to work with MOMM, employers and workers' organizations, but all three have weak institutional capacities' and structures. Moreover, there is a high level of mistrust amongst them. The period between 2011 and 2013 saw a rising voice and positioning of workers vis-à-vis employers (workers believed they had the upper hand). After June 2013 and the ousting of Mohamed Morsi, a stricter security system was enforced to reduce mass demonstration for fear of terrorist activities by the Muslim Brotherhood. As such, employers believe they have the upper hand and workers will not be able to stage strikes and demonstrations to demand their rights. The expectation that the situation can be any less problematic is perhaps unrealistic to put it mildly.

The first project component is the most integrated and its associated activities are the most harmonious in terms of orientation. However, while directly increasing the capacity of the inspectors, the project should have also increased the capacity of the MOMM training center and built a strong partnership with it. MOMM should have also been involved in the implementation of these trainings. This would have helped to ensure the sustainability of the capacity building activities targeted at both existing and future inspectors.

Under Objective 2, the focus was to be on supporting export factories to improve productivity and working conditions. The project adopted a realistic approach of emphasizing partnerships with industries and Chambers of Industry, building their capacity and coaching each chamber in the preparation of their own plan. However it should be noted that while emphasizing capacity building for industry stakeholders and the chambers, the project should also have better engaged the FEI in its activities. This would have supported the sustainability of the project.

Improving engagement between export factories and international buyers through the creation of a Buyers' Forum, which is an output under Objective 2, is not realistic in its current status. In fact, improving such engagement and creating a sustainable Buyer's Forum could not constitute a simple output or activity. This would require an entire project in itself with the amount of time, investment, human resources, and extensive networking that would be needed. As it is extremely necessary to improve employer engagement and their involvement in the adoption of workers' rights, the creation of the Forum should have been shaped, at least, as a fourth axis or objective within the project. Specific targets, outputs, activities and indicators should thereby have been defined specifically for it.

The third objective was designed to develop sound tripartite relationships in export factories as a way to foster an enabling environment for workers and their representatives. The project approach was to develop a bipartite dialogue committee at the factory level (micro-level) and one bipartite at the industrial zone level. This double pronged approach is commendable. However, engagement in such dialogue at the sectoral level requires capacity building and coaching for national and local employers as well, which was not implemented by the project.

The project intends to work in thirteen industrial zones located in eleven governorates. This is difficult to achieve given the multiple dimensions of the project and the many national and local constraints. It is important to reconsider and reorient the project's target areas and to focus on a small number of industrial zones and governorates. In this way, the project can ensure consistent follow-up of its engagement and generate success stories.

Given the extent of the work to be done in some industrial zones and at the decentralized levels, and the requirement for consistent (possibly daily) follow-up, the design should have designated sub-offices for the project, for example in Port Said or Alexandria.

3.2.3 Integrating an Appropriate Strategy for Sustainability

Sustainability is not clearly woven into the project document. There is a need to put a proper sustainability strategy in place, especially for interventions under the second and third objectives. (Further details on how the project could approach sustainability are discussed in **Section F** of this report.)

Sustainability is included in the project design to varying degrees depending on the component. For example, in Objective 1, sustainability elements are clear and well defined. For the remaining two objectives, further attention is required to ensure that a good strategy is in place. In the section on sustainability in the project document, there is an emphasis on *"Improving the business environment for export factories [which] will contribute to building the foundations for sustainable economic growth in Egypt."* It further elaborates that *"the advisory program will train employers to become self-sufficient in identifying, assessing and addressing labor-related issues at the enterprise level, including through the introduction of new management processes."* In other words, this presumes that sustainability will come about automatically as a result of improving the business environment through the project activities, and further, that once the employers themselves are trained at the micro level, they will themselves ensure the sustainability of the program orientation. These assumptions are not realistic. Sustainability does not come about automatically; it requires a good understanding of the context and various stakeholders and requires making concrete plans to ensure it becomes reality.

Sustainability will only occur when a stronger level of trust is built between the three constituents, which is not well pronounced in the project's sustainability plans. It is unrealistic to assume that economic growth will lead to a better work environment. It would be better to develop strong inspection systems to ensure that the work environment continues to improve.

3.2.4 Value of Recent Implementation Approaches

Meetings and conversations with project staff indicated that a new integrated implementation approach was not developed in response to Donor recommendation per se, but rather that some recommendations were emailed by the donor to the project backstopping in Geneva in October 2014 following a donor mission to Cairo. In response to the recommendations, the project developed a new results framework. The framework focuses on increasing employers' compliance with international labor standards. The approach is realistic and appropriate; however, it is important to recognize that social compliance is a cornerstone to increasing productivity. At the moment, the project seems to focus on either "social compliance" or "productivity." Implemented activities need to recognize the linkages and complementarity between the two.

3.3 PROJECT EFFECTIVENESS

3.3.1 Progress at Mid-term

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* has three main objectives and twelve expected outputs. Below is a discussion of the project's

progress at mid-term. It is important to note that despite the fact that the Cooperative Agreement was signed on 19 September 2011, it was very difficult for the project to hire a CTA. The project's CTA started working on 1 July 2013.

Immediate Objective 1: To build specialist expertise in the national labor inspectorate to assess, monitor and report on working conditions in export factories

The project has made major strides in achieving this objective and its outputs despite all the implementation challenges which will be discussed in upcoming sections of this report. The project signed a protocol of cooperation between the ILO and MOMM, formalizing the implementation process of this project. The process for the signing of the protocol and the subsequent formation of the Project Advisory Committee (PAC) took more than a year and a half. It is important to note that prior to 2011, international organizations worked smoothly with the Egyptian Government and it was not customary for line ministries to request a formal protocol or memorandum of understanding to work with and receive funds from international organizations or foreign governments. However, this changed particularly starting in 2014 when the Egyptian Ministry of Foreign Affairs devised a long and complex process that would enable line ministries to work with international organizations such as the United Nations Industrial Development Organization (UNIDO), ILO or others. It is worth noting that the project received a presidential decree in August 2015 enabling it to implement activities in August 2015, which is two years after it had formally started. This is not a process that either the ILO or MOMM had any control over.

The project selected four indicators of achievement for this objective as follows:

1. A specialized inspection program focusing on the labor-intensive export sector was created and capacity of labor inspectorate was improved;
2. Number of the exporting factories that are satisfied with the inspectors' performance and the advising role in the targeted sectors;
3. Number of warnings and violations are decreased for the selected exporting factories (contractual violations, documentary records, holiday provision, overtime problems and working environment); and
4. Reporting mechanisms developed and number of efficient inspection reports on labor and OSH enhanced and published within the project lifecycle.

A review of available monitoring data and the project's progress toward indicator targets shows that, to date, the project has only focused on delivering activities related to the first indicator. This is normal as the selected indicators build on each other. For this objective, the project targets 24 labor offices in eleven governorates, namely: Cairo, Alexandria, Port Said, Sharkiya, Ismailia, Gharbiya, Giza, Beni Suief, Menia, Qalyoubia and Monofia. The project targets labor offices that focus on free zones, Qualifying Industrial Zones (QIZ) areas and those operating where exporting activities are taking place. In addition, the project targets inspectors that work in the three targeted sectors, namely RMG, textile and food industries.

The project considers all activities conducted thus far under this objective to be the "inception" phase, whereas the implementation phase will be the provision of equipment to the labor inspection offices and the follow-up of the inspectors' performance. The project intends to

conduct the implementation in stages. They will initially support twelve labor offices in five governorates during the first phase and then include the remaining six during the second implementation phase. The five governorates that will be targeted at first are Cairo, Giza, Alexandria, Port Said, Sharkiya and Port Said.

A series of training activities have taken place under this objective with the aim of increasing the inspectors' technical expertise and developing a strategic plan for the inspection unit. The project conducted a needs assessment of MOMM's inspection function, including a review of the required mechanisms for strengthening MOMM's inspection functions and updating the inspection database and report production systems.

The project has provided introductory training to 911 inspectors (all MOMM inspectors), from which 120 inspectors (60 Labor and 60 OSH) have been selected in close collaboration with MOMM to join the specialized unit. This group of 120 inspectors benefited from specialized trainings focused on: strategic planning; inspection checklist; Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis; and specialized OSH trainings such as first aid and firefighting.

Available monitoring data suggest that the project is well on track regarding Outputs 1 and 2. However, the remaining outputs are delayed. Regarding Output 3, available data suggest that some activities have taken place but the operationalization of the system is delayed. The project reports that until the second quarter of 2015, several activities have taken place, such as: assessing the MOMM's inspection structure, procedures and policies as well as its existing inspection database infrastructure and software; conducting various workshops for OSH and Labor inspectors; and developing key performance indicators for labor and OSH inspection. The project team met with some representatives from the company that originally developed the MOMM inspection database in order to check the possibility of upgrading the system and developing a mobile application for tablets. The company will proceed when the final inspection database amendments have been delivered. The same could be said of Outputs 4, 5 and 6. Several activities have taken place under these outputs; however final results have not yet been achieved.

Table 2: Progress against Outputs for Objective 1

Output	Progress
1. Organizational plan for the development of a specialist export factories program within the labor inspectorate developed	On track
2. Internal procedures and mechanism for operation of a specialized inspection unit established	On track
3. A labor inspection reporting system is operational	Delayed
4. Specialist program operationalized and rolled-out in phases	Delayed
5. On-going project support provided to the new inspection program and its functions	Delayed
6. Monitoring, review & evaluation processes put in place	Delayed

According to the project team, the main reason for the delay in these outputs is due to the initial delay in signing the protocol of cooperation between the project and MOMM. Furthermore, following the signing of the protocol in March 2015, MOMM has requested an amendment due to concerns regarding the phrasing of some articles in the protocol, most notably the requirement for MOMM to provide “reports” regarding the activities of the newly established inspection unit. Discussions with MOMM officials held during the course of this evaluation indicated that the ministry is hoping the protocol issues could be resolved soon. It was noted that the main problem is that the provisions are phrased in a way that implies an obligation for the ministry, which they seem to feel infringes on their sovereign rights as a government agency. However, some level of transparency in reporting should be in place.

In addition, according to project staff, the project faced challenges in working with the focal point appointed by MOMM. Following a change in focal point in April 2015, the project has been able to complete the validation of the inspectors’ checklists, to revise and pilot the training materials and to conduct some specialized OSH trainings for 110 inspectors.

Immediate Objective 2: To support export factories by improving productivity and working conditions

The project has three outputs under this objective:

1. Activities implemented to improve capacity of sectoral business organizations to advise members on labor standards and productivity;
2. Training and support for factories on labor standards and productivity provided; and
3. Improved engagement between export factories and international buyers.

This objective has a numerical target of reaching 100 factories in the eight governorates (Cairo, Alexandria, Port Said, Sharkiya, Ismailia, Gharbiya, Giza and Beni Suef). At the point of the mid-term, the majority of activities associated with this objective have focused on achieving Output 2. This objective is witnessing serious delays mainly because the implementation strategy focused on starting with a small team of advisors in limited areas in order to ensure the effectiveness of the implementation strategy. In addition, the development, testing and translation of tools was a time consuming process.

Available monitoring data indicate that the project is working with eighteen factories in six governorates, as follows:

Table 3: Number of Active Factories

Governorate	RMG	Textile	Food
Cairo			1
Alexandria	3	1	
Sharkiya	1	1	2
Gharbiya	3	1	
Ismailia	2		
Port Said	3		
Total	12	3	3

The project has provided a number of trainings to factory owners and their representatives on a number of topics, as follows:

Table 4: Employers' Social Compliance Trainings

Training	Location⁷	# of Attendees	M	F	
Human Resource Module	Cairo	12 representatives	9	3	Project advisors and stakeholders
Occupational Safety and Health Module Training (OSH)	Cairo	12 representatives	9	3	Project advisors and stakeholders
Lean Manufacturing Module	Cairo	10 representatives	9	1	Project advisors and stakeholders
Social Compliance Management System	Cairo	21 representatives	18	3	15 Factories (RMG and Textile)
Occupational Safety and Health Module Training (OSH)	Port Said	14 representatives of factories	14	0	6 Factories (5 RMG and 1 Food)
Human Resources Module Training (HR)	Port Said	16 representatives of factories	11	5	9 Factories (8 RMG and 1 Food)
Social Compliance/ Sedex Supplier Workbook	Alexandria	24 representatives of factories	23	1	12 Factories (11 RMG and 1 Food)
Social Compliance/ Sedex Supplier Workbook	Cairo	25 representatives of factories	20	5	15 Factories (11 RMG and 4 Food)
Social Compliance Performance Training	Cairo	22 representatives of factories	17	5	15 Factories (10 RMG and 5 Food)

Amongst the project's three components, this objective exhibits the most obvious delays. The project has only worked intensively towards Output 2.2 and yet only eighteen factories have been reached so far out of a target of 100. This was discussed with the project team, who explained that working with factories is challenging as they don't necessarily prioritize the project's activities due to their own deadlines and production. This is because the project prefers to work at the factory level instead of working with the employers' organizations. It also indicates that factory owners and their representatives are not fully convinced of the value added of the project. This could result from the lack of a vigorous outreach strategy towards the factories. It could also mean that since the project is targeting factories that are already engaged in export activities, the project's approach does not provide the necessary incentives to businesses.

The implementation strategy for this objective is not well developed. The outreach strategy of this component is also not very clear and the involvement of the export councils was delayed. Project staff pointed out that the majority of training materials, scoring modules and other assessment tools were not available in Arabic. The development of tools in Arabic - including

⁷ Location refers to where the training was held and does not reflect the location of the companies benefiting from the training.

collecting, synthesizing, translating and getting the appropriate approvals - was a time consuming process and it is not clear why the project did not tap into the ILO resources at HQ or Turin center.. The project also preferred to pilot the tools before reaching out to a large number of factories.

Concerning Outputs 1 and 3 under this objective, the project has been in the process of paving the way for further activities. The project has completed a needs assessment for the exporting councils of the RMG, textile and food sectors. In addition, the project has developed an action plan to support the work of the textile and food Chambers of Commerce. It is noted that the project strategy focuses on the sector level with little or no involvement from the Federation of Egyptian Industries (FEI). According to the evaluators' understanding and based on discussions with the project team, it is believed that this is done according to donor requirements as this project is focused on specific sectors and not on the national level.

The project also established communication with Better Work Jordan (BWJ) regarding the Buyers' Forum and will benefit from the experience of BWJ in this regard. The project also discussed the Buyers' Forum with the targeted export councils to get their input on the recommended buyers. The project also cooperated with different international organizations to support the establishment of the Buyer's Forum, such as the Business for Social Responsibility (BSR) and Supplied Ethical Data Exchange (SEDEX).

Immediate Objective 3: To support the development of sound bipartite relations in export factories and create enabling environment for workers and their representatives

Outputs selected by the project under this objective are as follows:

1. 50,000 workers have benefited from an outreach program to raise awareness of their legal rights, FPRW and worker responsibilities;
2. Sound industrial relations at the factory level promoted; and
3. Sectorial tripartite dialogue strengthened.

A multitude of awareness raising and tailored training programs have been conducted under this component. The project has to date reached 11,281 workers (9,217 males and 2,664 females) in six governorates, namely Cairo, Alexandria, Port Said, Sharkiya, Monofiya and Gharbiya. The following tables give a quick overview of the key activities under this output by governorate, sector and gender.

It appears that not all eighteen factories included in Objective 2 were targeted by Objective 3 to date. This could be attributed to little synergy between the implementation of Objective 2 and Objective 3. However, project staff explained that each national officer has a work plan and synergies are created when possible. Furthermore, the remaining factories will eventually be targeted by Objective 3 activities. According to USDOL this issue was discussed with the project in October 2014, a year prior to this evaluation; it is evident that there is a need for synthesis and stronger coordination amongst the project's interventions as well as further oversight by ILO Cairo and Geneva backstopping in project implementation.

Table 5: Awareness Raising on Rights and Responsibilities for Workers

Governorate	Company Name	Worker Rights and Duties Awareness Program	Male	Female
Port Said	Lotus Co. RMG	949	697	252
	Dolphin Co. RMG	132	97	35
	Urotex Co. RMG	121	92	29
	El Nahr el Khalid Co. RMG	179	147	32
	Sheeba Co. RMG	99	90	9
Cairo	Misr Helwan Co. RMG/Textile	400	318	82
Alex	Nile Linen Group Co. RMG/Textile	507	489	18
Sharkiya	Misr Iran Co. Textile	198	180	9
Alex	Ruby Red Co. RMG	77	55	22
Cairo	Pepsi Co. Food	15	7	8
Gharbiya	El Sheikh Group Co. RMG	62	53	9
Total		2739	2225	505

Table 6: Awareness Raising on Health and Safety at Factory Level

Governorate	Company Name	Occupational Safety and Health Awareness Program	Male	Female
Port Said	Lotus Co. RMG	474	344	130
	Dolphin Co. RMG	77	65	12
	Urotex Co. RMG	104	79	25
	El Nahr el Khalid Co. RMG	130	112	18
	Sheeba Co. RMG	99	99	0
Alex	Nile Linen Group Co. RMG/Textile	47	47	0
Alex	Ruby Red Co. RMG	82	47	35
Total		1013	793	220

Few concrete results could be observed for Outputs 3.2 and 3.3. Under Output 3.2, the project has trained 68 worker representatives and factories' management regarding industrial relationships, collective bargaining and trade union roles, visions and missions. In addition, 73 worker representatives, unionists and management from the food exporting factories attended a five-day training on topics including: worker representatives and trade union types, definitions, tasks, values, structure and responsibilities; freedom of unions; international labor conventions; records and documentation for trade unions and workers' organizations; collective bargaining; improving negotiation skills; settlement rules for collective labor disputes; and social dialogue. The targeted unionists were members of the General Union of Food Processing Industries (a member of the Egyptian Trade Union Federation [ETUF]), and the exporting factories were: Nestle Co., Juhayna Co., Bisco Mir Co., and Coca Cola Co. Table 7,

below, provides an overview of other strategic trainings conducted, including: Trade Union Training Program; Strategic Conflict Resolution and Management of Social Dialogue Workshops; Social Dialogue and Worker Management Committees.

Table 7: Capacity Building Program for Trade Unions

Governorate	Trade Union Name	Capacity Training Program	M	F
Cairo	ETUF/ General Union of Textile	193	180	13
	ETUF/ General Union of Food (includes the recommended factories such as: Pepsi Co., Coca Cola Co., Johina Co., etc)	156	147	9
Sharkiya	Management representatives and Workers trade union (RMG, Textile and Food)	51	51	
Alexandria	Management representatives and Workers trade union (RMG, Textile and Food)	73	58	15
	EDLC Trade Union (Food Companies)	42	42	
	EDLC/ Nile Line Co.	56	50	6
Port Said	Port Said Free Zone Trade Union	86	20	
Total		657	548	43

In addition, several outreach activities have taken place targeting a large number of workers, as follows:

Table 8: Worker Outreach Activities – Workers’ Rights

Governorate	Main Strategic Partners	Worker Rights and Duties Awareness Program	M	F
Alexandria	ETUF/Textile General Union	415	242	173
	Workers Education Association (WEA)	1348	976	372
	ETUF/Textile General Union Food General Union (Support the project to organize Worker Festivals)	150	136	14
Monofia and Alexandria	Consultancy Firm "Mahrousa Co."	1301	1049	252
Sharkiya	10th of Ramadan Investor Association (Support the project to organize the workers training and training festivals)	3214	2403	811
Port Said	Port Said Investor Association (Support the project to organize the training festivals)	68	46	22
Total		6496	4852	1644

Table 9: Worker Outreach Activities - OSH

Governorate	Main Strategic Partners	Occupational Safety and Health Awareness Programme OSH	M	F
Alexandria	ETUF/Textile General Union	360	321	39
	Workers Education Association (WEA)	317	288	29
Sharkiya	10th of Ramadan Investor Association (Support the project to organize the workers' training and training festivals)	677	609	68
Total		1354	1218	136

Available monitoring data indicate that three worker-management committees were formed. However, the project's monitoring data in this regard is slightly confusing. The worker-management committees are listed as targets under both Output 3.2 and 3.3. It is also worth noting that Output 3.2 focuses on factory-level management committees and not sector or industrial zone management (bipartite or tripartite) committees. Irrespective of which outputs these committees correspond to, the evaluator has seen no evidence to suggest that these committees are operating or that concrete results have been achieved.

Two committees were formed in the industrial zones - one in Port Said and one in Sharkiya (10th of Ramadan industrial zone) - whereas the third committee was formed at the factory level (also in 10th of Ramadan industrial zone). The two committees in the 10th of Ramadan zone have only been formed recently (the factory level committee is two months old) and are yet to be activated.

The Port Said bipartite committee was established in 2014 and received support both from this project as well as the other USDOL-funded social dialogue project. However, the inability of the committee to intervene in order to solve a worker-management dispute, which resulted in the firing of workers including unionists, brought the committee to a stand-still. The project also decided to stop working with the two factories that fired the workers. According to interviews with project staff, following the action of the factories, the project decided to put cooperation with these factories on hold until the situation calms down and new relations are established with the factory management. However, during fieldwork it was noted that the factory HR managers were invited to attend training workshops offered by the project. It is important for the project to develop a clear strategy regarding what to do when engaged factories fail to implement international labor standards. This would help measure the desired change by project interventions. In addition to the obvious lack of consistency in implementation strategies (with the workers component put on hold but the employers component inviting HR managers to attend training), the response of the project and ILO (Cairo and Geneva) to the firing of the unionists seems rather modest vis-à-vis a seemingly serious workers' rights issue. The project could have addressed that incident by raising the issue with the ministry and syndicates and calling in a meeting with the governorate which includes the participation of ministry and different stakeholders.

Outputs 3.1 and 3.2 could be said to be on track, whereas Output 3.3 is experiencing delays with regard to its actual results. It is evident from the tables above that many trainings and awareness raising activities have taken place. However, the actual results of these activities have yet to become evident.

3.3.2 Implementation Challenges and Opportunities

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* faced numerous challenges that caused many delays in implementation. The political environment in Egypt since 2011 was a contributing factor and a challenge in that it both supported and hindered the project's ability to attain its targets. For example, the security situation and the rise in workers' demonstrations and sit-ins made it difficult for project staff to carry out planned activities, while at the same time it also increased employers' interest in the project components, particularly those focused on improving industrial relations. This support gradually decreased following the dispersal of two large sit-ins in Cairo during August 2013, as the security situation improved and public order was strongly enforced. The space for advancing workers' rights and the ability of workers' representatives to stage strikes and sit-ins has been seriously diminished since August 2013. Some workers reported during the course of this evaluation that they wouldn't consider demonstrating and/or planning a sit-in for fear of being shot, arrested or accused of belonging to the now-banned Muslim Brotherhood group.

In addition, since the signing of the Cooperative Agreement, the project has witnessed seven cabinet reshuffles, each bringing a new MOMM Minister along with their respective priorities and needs. Since the end of 2013, the relatively stable political environment in Egypt and the government's focus on advancing the economy through promoting exports has placed the project at the heart of the national development agenda. The project implemented the first round of inspectors' training in the end of 2013. Despite this interest, the irregularity of PAC meetings has been a constant challenge for the project as each stakeholder seems unaware of the activities of the other.

The mushrooming of independent trade unions and the differing opinions and approaches adopted by the ILO regarding freedom of association vis-à-vis the government, the independent trade unions and ETUF also proved to be a double edged sword. On the one hand, the ILO's support for independent trade unions has enabled the ILO to understand their strengths and weaknesses and build sound relations with their leaders. On the other hand, this advantage created a level of mistrust between the Egyptian government and the ILO, particularly with regard to the ILO's intentions and projects in Egypt. From another perspective, the ILO promotes freedom of association and union formation. Whereas ETUF does not object to freedom of association, they strongly oppose the formation of unions and federations that do not fall under their umbrella. In other words, they believe in freedom of association as long as the workers associate with them. The situation affected ILO's work with MOMM in Egypt. However, according to project staff this did not affect the work of the project overall, as it focused on implementing activities with both MOMM and ETUF. Thus the ILO refuted the idea that it works solely with independent trade unions or that it aims to disable and disempower ETUF and the labor movement in Egypt.

The structural weakness of independent trade unions has added a level of complexity to the project. The project works with the ETUF at the sectoral level, while working with the Egyptian

Democratic Labor Congress (EDLC), which is an independent trade union, both at the sectoral and national level. At the moment the project builds the capacity of EDLC as a federation of unions and does not provide the same level of support to ETUF. The project only works with ETUF-affiliated unions, not with ETUF itself as a federation. The project should harmonize its implementation strategy, either working at the national level with the ETUF and EDLC leadership and management, or working at the sector level which would involve targeting the specific relevant unions.

In addition to the high level of mistrust for anything foreign in Egypt since 2011, the new regulations that require projects to obtain approvals to implement in Egypt have added an additional level of complexity to the implementation process. However, it can be viewed positively: *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is the first project to receive a presidential decree approving its implementation, which occurred in August 2015 (two years after the project had already started). This increases the credibility of the project and its interventions and reduces suspicion and mistrust among all partners and stakeholders.

Prior to receiving the required approvals in August 2015, the project implemented many activities and made some progress on its indicators and expected outputs. The project could be said to have contributed to building an enabling environment, particularly in changing people's perceptions about their roles. The project has effectively implemented a program to upgrade and strengthen the inspection function at MOMM. The training program, which benefited 120 labor and OSH inspectors, has particularly contributed to changing the perceptions of inspectors. Newly recruited inspectors explained that the training helped them understand the law as well as the technicalities of inspection. During the course of this evaluation, many labor inspectors explained that the training helped adjust their mindset regarding their role as inspectors. Many said that previously they focused on identifying irregularities and fining the factories, whereas after the training they see their role as trying to solve the problems and improve the working conditions inside the factories. "I feel that I am an auditor and not a police officer anymore," explained one inspector during the course of this evaluation.

When asked how the training has affected their day to day work, a group of inspectors explained that following the training they identified priorities and developed a strategic plan for their labor office. Many explained that they started developing manuals or databases to help them plan their work and many had developed a simple checklist to help them conduct factory visits. They explained that this allows them to be more consistent and professional during the visits. Several OSH inspectors reported that they also started to develop yearly factory inspection plans depending on the level of danger, prioritizing high risk and high density enterprises to maximize the benefits of the inspections. Some also explained that they approached factory owners in order to hold awareness raising activities regarding OSH at the factory level.

Employers and employers' representatives interviewed during the course of this evaluation were asked whether they felt any changes in the capabilities of inspectors over the last six months. In two out of eight factories interviewed, employers explained that they saw a positive change in the inspectors' capacities recently. Four out of the eight interviewed factories explained that it had been a year since the last time they were visited by the inspectors and the remaining two factories did not have an opinion to offer.

The implementation approaches adopted by the project have effectively increased the level of trust and cooperation between the ILO and MOMM. The consistent involvement of MOMM in the project implementation has gradually rebuilt a sound working relationship between the two entities. During the course of this evaluation, MOMM spoke highly of the project explaining that it is a needed project and commending the project team for involving them in all planning and implementation activities. Both MOMM and the project team explained that during the first two quarters of 2015, some misunderstandings occurred between the two entities in relation to the value of stipends and other financial issues; however these issues have now been resolved.

ILO Cairo reports that they were recently invited to provide comments on the labor code (which is currently under review) as well as the law on freedom of association. This could be considered as an unintended result of the project.

A second unintended result could be observed in the empowerment of the labor inspectors. Interviewed labor inspectors (particularly women and youth) explained that the project benefited them on a personal level. Many explained that through the training they built their confidence, presentation skills and ability to perform their work in an efficient and effective manner.

Last but not least, one of the key implementation challenges was the delay in finding suitable staff for the project. The ILO was late in hiring the National Officers to be in charge of Objectives 2 and 3. The National Officers joined the project in February and July 2014 respectively. This could partially explain the delay in the implementation rate.

3.3.3 Effectiveness of Implementation Approaches

The project is very ambitious in attempting to work in thirteen industrial zones covering eleven governorates for Objective 1 and in nine industrial zones covering seven governorates for Objectives 2 and 3. Although the project may have the financial means, this is still a large endeavor to undertake. Working in all these areas requires a high level of coordination, which the project does not possess at the moment. To improve the situation the project should reconsider its staffing structure, particularly regarding the number of advisory committees for Objective 2. More importantly, the project should coordinate for areas or governorates in order to ensure the consistency, synergy and complementarity of interventions. Furthermore, a stronger role for the investors associations should be developed and advocated by the project.

Working in all these locations thins out the impact of the project and its interventions. At the moment, many activities with workers do not go beyond raising their awareness about their rights and responsibilities. Likewise, work with employers focuses only on social compliance without creating the linkages between social compliance and increasing productivity and competitiveness. Workers' rights should be promoted to employers as being an integral part of increased production and competitiveness. This is not how the project outreach strategy currently operates with factories. It is important for the project to define the intended results by unpacking terms such as "competitiveness" and "social compliance," which would enable it to focus on results and outcomes and not on outputs and activities. The project approaches the issue as if it is one or the other.

The Project Advisory Committee has been formed but only met once formally. The PAC is chaired by the Minister of MOMM and the project doesn't have much control regarding when

meetings are convened to exchange ideas, present progress and ensure coordination between the various components. This reduced the project's ability to create the necessary coordination mechanisms between the various stakeholders and limited the awareness of various stakeholders regarding all project components.

The project does not have a gender policy or a gender mainstreaming approach. Activities include women but do not necessarily focus on women. A review of monitoring data shows that women's participation in project activities is very low. Female participation in trainings targeting employers is only 20%. Female participation in activities targeting workers is also very limited. For example, female participation in awareness sessions about rights and OSH held inside factories was 22.6% and 21.7% respectively. Although the RMG relies heavily on female workers, the participation of women in awareness-raising sessions about their rights was only 31.7%.

Grievances of women unionists or women employers are not considered in the implementation of project activities. Project activities targeting unionists in particular have only 6.5% female participation. As the project approaches and develops both workers' and employers' organizations, it is important for a balanced gender lens to be adopted in order to ensure that interventions do not contribute to reinforcing gender roles that could lead to further marginalization of women in the workplace.

One of the key issues that the project has been considering is whether to work at the sectoral level or at the national level. The project decided not to work with the FEI and only extend support and cooperation to the chambers of targeted industries. However, this strategy may not be the most effective or sustainable in the long run. The FEI is undergoing a restructuring process and is soliciting the ILO's support in benchmarking and changing its policies and procedures, including the redrafting of a new governing law and bylaws for the federation. Egypt is a highly centralized country where working with some entities at the national level is unavoidable in order to achieve effectiveness and sustainability of results and interventions. Creating linkages between the targeted industrial chambers (who are already FEI members) could prove beneficial to all involved. This could serve as a pilot to support the FEI's restructuring efforts, which could be then rolled out with other chambers that were not targeted by the project. This could ensure the buy-in and ownership of FEI for the process and support the sustainability of the project's interventions.

In addition to the implementation challenges and delays discussed above, coordination between the three components could also be strengthened. At the moment, coordination only takes place between the second and third objectives at the factory level. Project effectiveness could be increased by creating the necessary linkages between the three components and at various levels, starting from the factory all the way to the national level passing by the meso level (which in this case would be the industrial zones).

For example, creating linkages and building partnerships in the 10th of Ramadan or Port Said zones (through the creation of the bipartite committees) could be complemented by stronger involvement from MOMM in the tripartite committee at a decentralized local level. It is noted that at the moment these committees were only just recently formed (Port Said in April 2014 and 10th of Ramadan in June 2015); however, their capacity can be built and developed to carry out the desired role. This will also support the achievement of some of the expected results,

such as strengthening the tripartite sectoral dialogue and improving the capacity of sectoral business organizations to advise members on labor standards and productivity. Interventions with inspectors should also include building sound relations with both employers' and workers' organizations.

The project does not offer specific and clear incentives to encourage the participation of employers in project activities. It is important to recognize that many exporting factories have suffered from labor issues over the last four years. Employers are distrustful and require concentrated advocacy efforts and incentives to participate. New strategies on how to approach factories could be developed to enable the project to meet its numerical targets.

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* currently works at various levels: with MOMM at the inspectorate and policy levels, with employers' organizations and workers at the national, sectoral and factory levels, and with workers' organizations at the sectoral and factory levels. It is important for the project to develop a coherent approach to the different levels of interventions. For example, the project works with EDLC at the federation level whereas they work with ETUF at the sector level. Likewise with employers they work only with the sector level (chambers) and not at the national level (FEI). It is important to develop a clear approach and work plan regarding this.

During the course of this evaluation, it was noted that the project targets senior and junior employees/workers but not middle management. In the case of factories, workers explained that the project provided them and senior factory employees with training; however, their supervisors were not trained. As such there is a disparity in the knowledge regarding rights and responsibilities. HR managers supported workers and explained that many times the problems in factories between supervisors and workers are due to the former's limited knowledge of the labor code. In parallel, labor inspectors explained that the introduction of new approaches requires the buy-in of their direct supervisors and as such recommended that they also receive training.

3.3.4 Other Implementation Issues

Interventions at the factory level at the moment are predominantly based on the willingness of the factories to join the project. The project does not have an outreach strategy to engage factories or companies with the least social compliance indicators. Selection criteria include the willingness of the company, its involvement in exporting, and its size (it has to be a medium to large-size company with 100 or more employees). It is recognized that willingness should be a factor in determining whether a factory qualifies to join the project or not; however, the level of adherence to social compliance should be equally considered. At the moment this factor is not even examined.

The project works with national, foreign-owned and multinational companies. The project should develop a set of incentives for each type of company, as their requirements differ. For example, multinationals and foreign-owned companies are likely to be interested in linking up with international buyers. Working with a variety of companies is not an issue in itself, as it is important for the project to make concentrated efforts to build national models that can be scaled up and replicated. At the moment, participating companies are at various levels of

“compliance.” It is important for the project to analyze this and develop a strategy for better targeting in order to increase effectiveness.

Since this project focuses on increasing social compliance and respect for international labor standards, it should include these issues and develop a strategy for targeting companies in order to improve project outcomes. The inclusion of multinationals and foreign-owned companies in project activities should be reexamined in order to ensure that these companies are receiving support, since they could serve as models for other companies or coach them on increasing social compliance. Engaging the corporate social responsibility departments of multinationals (if possible) could also be considered for sustainability purposes.

Review of monitoring data shows that eighteen factories are active with the project, but at times up to 21 factory representatives have attended project-led trainings. Once a company registers with the project they are invited to attend trainings, but the evaluators are of the opinion that this might not be the most efficient way to engage companies. Project staff explained that sometimes companies register and attend trainings but then refuse to continue the process of changing and modernizing systems. It is more efficient to ensure the factory or company’s commitment before inviting them to attend trainings.

There is a clear need to develop a better outreach and communication strategy with the business community. The evaluators are of the opinion that this could be accomplished by increasing the role of employers’ organizations at the national and governorate levels through a stronger role and coordination with the employers’ specialists at ILO Cairo.

The project focused many of its interventions on standardization. This was particularly visible at the national inspectorate level, where new templates for reporting and monitoring inspections were created. A new database system was also created to gather data on inputs collected from inspection visits. The system included a program to measure the effectiveness of the inspectors’ geographical distribution as compared to the location and distribution of the industrial units to be inspected.

Other achievements could be observed under Objective 2 (*Supporting export factories in improving productivity and working conditions*) through the development of productivity modules on human resource management, occupational safety and health systems, lean manufacturing/cleaner production and workplace cooperation. Achievements can also be seen in the conceptualization of an assessment tool (scoring system tool) that could be used in the factory needs assessments.

3.4 EFFICIENCY OF RESOURCE USE

The *Promoting Workers’ Rights and Competitiveness in Egyptian Export Industries Project* has a budget of USD 10 million. The table below gives an overview of the budget, total expenditures to date and expenditure rate.

Table 10: Expenditure Rate

Item	Total Budget	Total Expenditures	Expenditure Rate
Total staff/labor	3,340,296	1,378,635	41%
Objective 1	1,082,447	527,921	48%
Objective 2	1,450,000	184,018	12.6%
Objective 3	1,175,553	643,954	54.7%
Equipment	650,000	144,591	22.2%
Sundries	762,911	82,813	10.8%
Program Support Cost	1,099,957	378,388	34%
Prov. Cost Increase	438,832	0	0%
Total	10,000,000	3,340,320	33.4%

As previously discussed, the project experienced many delays which led to a low burn rate in all budget components.

These delays are also clear when examining the project's expenditures in 2013 and 2014. Expenditures in these two years amount to only 24.2% of the total budget, while at the time of the evaluation in 2015 the expenditure for all activities since the beginning of the project reached 33.4%. This means while one year is remaining until the end of the preliminary project schedule, 66.6% of the project budget has not yet been spent. This is a very low burn rate at mid-term. This slow implementation has pushed ILO Cairo and the project team to request a project extension, originally for the end of December 2017 which was later shortened to June 2017. The ILO is waiting for approval from the donor. When approval is granted, a budget revision for 2016 and 2017 will be conducted based on the balance of allocated funds.

In terms of the distribution of expenditures, 37% of the total budget is allocated to achieving the project objectives (USD 3,708,000) and 33.4% is allocated to direct labor cost. This is typical of development projects, where direct labor cost runs between 30-35% of total project budgets. The third largest budget line is program support costs, at 10% of the total budget, which is also in line with common norms in development. It is safe to say that the project has efficiently allocated resources for achieving its overall goals and objectives.

The national Program Officers accounted for 3.8% of the project expenditures in 2013-2014, while it accounted for 10.37% in 2015. The increase is due to the inclusion of two new Program Officers in 2015, in addition to the three who were already working with the project since 2014. The increase was needed because of the multi-dimensional nature of the project and its wide coverage of industrial zones. The project team relied extensively on national expertise for implementing some activities, particularly the capacity building and assessments. The latter encompassed around 46 consultants, with 20 of them providing support on an ongoing basis. The consultants included six compliance advisors, eight work rights trainers, six OSH specialists, four social dialogue trainers and four legal materials validation experts, in addition to others. Reliance on international expertise has been very limited, with only three international consultants assigned by the project in the areas of developing productivity modules, social

dialogue/bipartite committees and inspection OSH checklists. The limited reliance on international consultants is certainly a sign that a lot of potential exists for local expertise in Egypt. This is the reality in a country with wide capacities such as Egypt. Nevertheless, on the other hand, the tendency to rely on a majority of national expertise is preventing the project and Egypt from benefitting from cutting edge international expertise and best practices, which might be necessary in the modelling stage.

Finally, regarding the disbursement process, three Administrative/Finance Assistants are handling the administration and finances for the project. While such capacity is supposed to be sufficient for a project of this size, the ILO procedures and the extent of required paperwork certainly represent a challenge. The three staff persons are supported on a daily basis by the administrative/finance section of ILO Cairo; however, the ILO Egypt office frequently issues new requirements for payment procedures, which causes continuous challenges for the administrative staff in processing different disbursements. Moreover, the shortage of human resources for handling the administration and finances of the ILO Cairo office is causing delays in various processes; in some cases the finalization of disbursements is taking up to two months. Another factor causing the delay in disbursement is the misunderstanding of some local suppliers regarding the norms and standards of the ILO, leading them to issue invoices that are not in line with ILO requirements.

3.5 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

3.5.1 Human Resource Management

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is understaffed. Whereas technical and financial resources may be available, human resources are at a bare minimum. It is important to note that the hiring of all core staff for this project was a time consuming process and caused serious implementation delays. The Cooperative Agreement for this project was signed in September 2011, with a start-up date of October 2011. However the project's Chief Technical Advisor (CTA) assumed his position almost two years later in July 2013. It took the project almost another year to hire all core essential staff: a National Officer for Objective 2 and a Monitoring and Evaluation (M&E) Officer were hired in February 2014, and a National Officer for Objective 3 was hired in July 2014. At the time of this evaluation, the second National Officer for Objective 2 has not yet been officially hired by the project.

Until April 2015, the project team included two staff members in Geneva, one CTA, three National Officers (one managing Objective 2, one managing Objective 3 and an M&E Officer), and one Senior Program Assistant (managing Objective 1), in addition to one Finance and two Administrative Assistants and two Drivers. As of April 2015, the two backstopping officers in Geneva were replaced by one only. In addition to the permanent project staff, the project relies on consultants for delivering trainings and follow-up with factories. The project has six advisors and seven trainers supporting Objectives 2 and 3, respectively. It is important to note, however, that the second National Officer for Objective 2 has not officially started getting paid by the project yet. The decision to add a second National Officer to this component was taken as a result of this objective's under-performance.

The project has the necessary technical expertise. The CTA has extensive experience establishing inspector's units in Jordan, which is a similar context to Egypt, and the four National Officers handling MOMM, employers and workers have solid experience working with their target stakeholders. The team is supported by strong Administrative and Financial Officers as well as a dedicated M&E Officer. Although technical expertise exists, the project needs field officers and area coordinators to ensure synergy and create the necessary linkages between the project's interventions.

The level of activities associated with the employers' component has necessitated the recruitment of a number of advisors who regularly visit factories and follow up on the implementation of action plans. There is obviously a need to increase the number of these advisors. At the moment, the project has six advisors with the intention of providing support to 100 factories. In addition, there is a need to reconsider the staffing of the workers' component in order to ensure that there is a stronger focus on results. Little or no follow-up is provided to workers, worker-management committees, bi-partite committees, and other workers' activities. Furthermore, once the model inspection unit starts operating, the project will also require additional support to follow up on the activities of the various labor and OSH offices. Available financial data suggests that the project continues to have adequate financial resources for this; at mid-term the project has only spent 33.7% (USD 3,379,887.13) from its allocated budget.

The project is implemented by a Cairo-based project team and receives technical and administrative support from the ILO office in Cairo and the ILO Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION) technical unit at ILO headquarters in Geneva. At the time of this evaluation it appears that the technical support provided to the project from Geneva and Cairo has been minimal, as indicated by the project's low implementation rate. Support from the Cairo office and Geneva should be increased in order to help the project move forward towards meeting its objectives. Clear follow-up mechanisms and roles and responsibilities for all staff members and paid technical support staff should be clearly defined.

Only since January 2015 did the backstopping in ILO headquarters start to exhibit strong knowledge of the context and experience in similar projects. It is important for the backstopping in Geneva to engage in ongoing conversations with ILO Cairo to ensure that implementation challenges, achievements and lessons learned are constantly generated. This will help re-position the project and increase coordination between the various programs within the ILO.

The project could be further supported by establishing the necessary linkages with OSH and inspection departments at ILO headquarters. It was noted that the project has a large focus on improving OSH in export factories; however, ILO Cairo lacks an OSH specialist. In addition, the project has little or no relation with the inspectors department at headquarters. ILO specialists in Cairo provide support only if asked or approached. It is important that the project becomes part of the ILO program approach and for activities with employers and workers to be supported by specialists at the ILO Cairo office.

In terms of management and governance, there is a need for further linkages to be taken up by ILO Cairo, particularly concerning policy advocacy and support for the government. MOMM has established a PAC that has only met once and a technical secretariat that remains to be activated. There is a clear need to support the project to ensure that the PAC is active. This could

be a role that the ILO Cairo office could play by constantly engaging with MOMM to ensure that PAC is meeting regularly. In case the ILO Cairo office is unable to advocate with MOMM, a high level delegation from ILO headquarters could be invited to support the project by advocating with MOMM.

3.5.2 Effectiveness of Monitoring Systems

The project has a monitoring and evaluation system in place as well as a results framework and project monitoring plan. In addition, the project has a dedicated M&E Officer. Project Officers provide the M&E Officer with monthly reports, which are analyzed, collated and triangulated to inform management decisions. For example, according to project staff, if a pre- and post-assessment of a particular training reveals small changes, the Project Officer is advised to attend a subsequent training to ensure that trainers are well informed. The same applies in terms of following up on implementation and ensuring adherence to the work plan.

The project is monitored by its own management and reviewed by ILO Cairo and backstopping in Geneva. Nonetheless, the effectiveness of this monitoring and follow-up is limited. Despite the regular meetings and visits, no concrete actions and changes in implementation strategies have been adopted to support the advancement of the project and ensure it meets its targets.

There is no clear role and responsibilities for other stakeholders involved in project activities. For example, all relevant stakeholders interviewed during the interim evaluation had no concrete views regarding the project's other components. For example, MOMM could speak about the inspectors but had little or no information regarding the employers' or workers' activities. This is due to the fact that the PAC doesn't meet regularly and the technical secretariat was never activated.

The project has created forms to collect all relevant data. This data is systematically collected and collated and then disaggregated by sex, sector and geographic location. However, the project's technical progress reports do not reflect this kind of detail or the level of effort that is exerted at the field level. It is important to revisit the structure of the report to better reflect project achievements. It appears that the project team is using a standard reporting format provided by ILO headquarters. This form should be updated to better reflect the project interventions. During the course of this evaluation it became obvious to the evaluators that the project possesses an effective database and M&E instruments that could help provide better qualitative and quantitative reports on project activities and interventions.

Improvements could be made to the current framework. For example, objectives could be redefined to be outcome-oriented and a structure of indicators at the impact and output-level should be well conceptualized or reconsidered. Baseline values could also be identified based on the survey that has already been completed and targets should be set as a result. There is also a slight confusion in the use of terms between indicators and targets. Targets should be reworded to read more like the indicators. For example: Indicator 1 for Objective 1 is, *"Number of warnings and violations are decreased for the selected exporting factories (contractual violations, documentary records, holiday provision, overtime problems and working environment)"* and the associated target is, *"at rate of 30% of the current."* An improved formulation would read: *"30% decrease in the number of warnings and violations for selected exporting factories."* Furthermore, it is not clear how the project will measure this indicator when no baseline value related to

violations and warnings were collected from the factories. The project marks the baseline for this indicator with “Not Applicable.” It is important to know how many warnings and violations the factory has at baseline to be able to determine whether the indicator has been achieved or not.

Some of the terms used in the M&E system require a definition to facilitate the monitoring of project interventions. For example of Output 3.2 reads: *Sound industrial relations at the factory level promoted*. “Promoted” needs to be defined to ensure that indicators are measuring the right variables. The same applies to Output 3.3 (*Sectorial tripartite dialogue strengthened*).

3.6 IMPACT AND ORIENTATION TOWARD SUSTAINABILITY

In assessing impact orientation and sustainability, the evaluation team considered the following key components to determine whether the project’s sustainability plans are effective:

- The extent of national and local ownership of the project;
- How much the project focused on institutional development;
- The extent of capacity building for national leadership;
- Success stories and models created and implemented; and
- The capacity of the national and local partners to maintain the benefits of the project.

3.6.1 Extent of National and Local Ownership

The project was planned and designed by the ILO in coordination with the donor (USDOL) and with the involvement of the Ministry of Manpower and Migration and other relevant stakeholders. MOMM created a Project Advisory Committee through Ministerial Decree No 269 for the year 2014, which is chaired by the Minister of MOMM. The purpose of the committee is to supervise the project’s implementation. There is evidence to suggest that MOMM is engaged in project activities; however, comprehensive national ownership remains to be fully established. This has a direct effect on the sustainability of the project.

For example, while the creation of the PAC under the Chairperson of the Minister is an aspect of national ownership, it was noted that the committee met only once. Bearing in mind that this committee includes representatives from employers’ and workers’ organizations, the lack of meetings and the non-activation of the committee is hampering the concept and principle of tripartite national ownership. The committee needs to meet on a more frequent basis (recommended quarterly). With such low dynamism, it is not expected that the PAC could later be transformed into a national committee for the project, which could have been a way to further the project’s agenda and ensure its sustainability.

In addition, while MOMM Decree No. 276 for 2014 created a technical secretariat for the project in addition to the PAC, this technical secretariat was never activated. It was supposed to include directors of related ministries and representatives of employers and trade unions in order to function as an executive tool to monitor the project. Moreover, the same MOMM decree also created technical local committees to monitor and supervise the project’s implementation in the governorates, and these were never activated.

While there is evidence of national ownership of the project, it is noted that the local ownership at governorate level and in the industrial zones is limited. No local project committee encompassing line stakeholders exists, such as business associations and local trade unions. The project progress reports are not shared with them. There is no representative of these local stakeholders within the PAC, or ultimately the technical secretariat.

Another aspect that reduces the potential for project sustainability is the absence of an active and engaged tripartite national committee. A tripartite national committee was established by MOMM in 2014; however, it is not clear whether or not it convenes regularly.

3.6.2 Institutionalization

Institutionalization was taken into consideration during the design phase of the project, particularly regarding Objective 1. It manifests in the establishment of a “model” inspection unit focused on export factories, whose members received concentrated capacity building. Regarding the project’s second objective, institutionalization manifests in the form of improving the capacity of employers’ organizations to better advise its members regarding labor standards and productivity.

Institutionalization was achieved through an assessment of the restructuring process and training needs of the Federation of Egyptian Industries. It has also been achieved through the inclusion of some members of exporting councils (RMG, textile and food exporting councils) and sectoral Chambers of Industry in the productivity training modules regarding HR management, OSH, lean manufacturing and social compliance. To increase the likelihood of sustainability for interventions under this objective, it is important to adopt some of the recommendations of the FEI needs assessment, particularly in what concerns institutional reform.

It is also necessary to build or enhance the institutional capacity of local employers’ associations, such as the 10th of Ramadan Investor Association and the Port Said Investor Association. This support will ensure empowerment and strengthening of local actors and increase ownership of the process at the local level.

The Buyers’ Forum planned in the project document is a key factor for the success of the project. It provides employers with the necessary incentives to continue to engage with the project. Implementation of the Buyers’ Forum should be institutionalized with local employers’ associations and organizations in order to increase sustainability.

The third objective focused on building systems for labor-management cooperation and worker representation at factory and sectoral levels. This objective did not focus on institutionalization at the macro and meso levels to ensure the sustainability of such systems. For instance, the project did not include, at the source and from the design stage, any activity targeting institutional improvement of trade unions. There is need for this as all trade unions in Egypt are experiencing institutional and structural challenges at the moment.

As long as the unions and federations (whether formal or independent) continue to exhibit signs of weakness, it will be difficult to envisage a sound and solid tripartite system at the national or local levels. The project’s focus on institutionalization is manifested through the creation of bipartite committees at the industrial zone level.

The project, along with a second US government-funded project (*Conducive Environment*), supported a round table discussion between the 10th of Ramadan Investors Association and the Regional Federation for Trade Unions in 10th of Ramadan.⁸ This was followed by a large ceremony that took place shortly before the initiation of this evaluation, which launched the strategy for social dialogue and the Minister of MOMM's signing of the protocol between workers' representatives (the Regional Federation for Trade Unions in 10th of Ramadan) and an employers' organization (10th of Ramadan Investors Association). Other efforts were recorded in the Port Said industrial zone, where a tripartite social dialogue workshop was implemented and paved the way for a protocol for cooperation that was signed between the General Union of the Free Zone in Port Said and an employers' organization (Port Said Investor Association). However, this has not been translated into a sustainable mechanism. On one hand, the project support for the committee was a short term approach and did not take the form of continuous coaching and capacity building. On the other hand, conflict occurred within the industrial zone and led to the dismissal of some members of the committee, ultimately leading to its collapse.

Hence, to ensure the sustainability of these structures, a program needs to be developed for coaching, intense capacity building and institutional strengthening. This program needs to raise awareness about the roles of employers' and workers' organizations, bringing them together in joint activities. The implementation of such a program, including its coaching dimension, will require project offices to be established in industrial zones where the project is being exercised.

3.6.3 Leadership Capacity Building

The project design focused on building the capacity of the leading national stakeholders as a cornerstone for sustainability. The project targeted MOMM leadership, the leadership of FEI (despite its organizational challenges) and the leadership of trade unions (formal and independent unions, despite their challenges and institutional issues).

The sustainability of the project could also be enhanced by focusing on building the capacity of the leadership of local investors and business associations related to the project, namely: the 10th of Ramadan Investors Association, the Alexandria Businessmen Association, and the Port Said Investor Association. Building the capacity of the management in these associations is a key factor in the sustainability, continuation and monitoring of all project activities at the local level in the three industrial zones of Cairo, Alexandria and Port Said.

The project also intends to build the capacity of all stakeholders regarding workers' rights, along with promoting a tripartite relationship, strategic labor policy planning, human competitiveness norms, etc. These activities are supposed to be carried out by international consultants through condensed training and/or sessions on best practice, or through organizing study tours to other countries with success stories and good practices. In 2013, an international training on "Labour Inspection Academy" was organized and conducted in the ILO training

⁸ As previously discussed, *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* is one of three projects that were/are funded by the US government in Egypt. All three were implemented by the ILO and were similar in scope and activities. As such, two of the projects (*Conducive Environment* and *Promoting Workers' Rights*) collaborated in holding this roundtable.

center in Turin, with the goal of developing the capacity of the inspection directors in MOMM; however, this is the only such activity that has taken place thus far. Building leadership capacity has not been given sufficient weight in the project design.

It is certain that the evolution of the political context over the last four years has had repercussions in terms of changes to the Minister of Manpower, where five different ministers have been in office since 2011. Each minister brought about changes and shifts at different managerial levels within the ministry, including the project focal point. No stability has yet been achieved, bearing in mind that new parliamentary elections are expected to take place before the end of 2015. This would engender a resignation of the existing cabinet and the arrival of a new cabinet, which may appoint a new Labor Minister. This would cause another complete change of the managerial team within the Ministry of Labor.

While instability was overwhelming at the leadership level within the Ministry of Manpower, there was also instability at the union level. For example, the leadership of the Federation of Egyptian Industries has witnessed several changes. This applies to the labor unions as well; in fact, while independent unions were created after 2011, the status, strength and sustainability of these independent unions are still in question. After the departure of its founder, the Egyptian Federation of Independent Trade Unions (EFITU) is facing instability. There is a consistent demand among its members for the modification of its internal regulation systems and the organization of the regular general assembly.

However, despite this overwhelming instability in the leadership of ILO's main counterparts, the project should have invested further in building the leadership capacity of some local stakeholders at the decentralized level. There is more stability at this level in relative terms as compared to the national level. For instance, the leadership of the Port Said Investor Association apparently has solid roots and has witnessed continuity over the years despite the many changes and revolutions witnessed in the country.

3.6.4 Capacity of National and Local Partners to Maintain the Project Benefits

Capacity building was woven into the project's first objective. There is concrete and fruitful evidence of the impact of the trainings received by MOMM inspectors. This paved the way for a sustainable establishment of the model unit. There were many aspects and elements indicating that the inspectorate unit and MOMM have the capacity to sustain the benefits of the project: the selection of 120 inspectors for the unit (60 labor inspectors and 60 OSH inspectors) in line with specific criteria; the capacity building for the inspectors; the development of guidelines and an electronic data system; and the inspectors' conceptualization of the strategy for developing their unit.

To ensure the sustainability of the unit, it will be important for the project to negotiate a prerequisite with MOMM in order to ensure that trained inspectors continue to work in the model unit for a specific period of time and are not transferred to other locations where they may experience difficulties in implementing what they have learned.

Notwithstanding the above, while the project provided capacity building to the different inspectors selected to work with export industries in the inspectorate corps, it did not build ties with the MOMM training center. It also did not seek to enhance MOMM's training capacity in this area in order to promote their capability to provide the required training and capacity building

on export industry inspection to future waves of inspectors. This aspect should absolutely be addressed in the next term of the project.

Additionally, it will be necessary for the project to have a discussion with MOMM regarding the question of double subordination of inspection branches (technically to the ministry, and administratively to a local governance entity such as the governorate or municipality/*baladia*). This creates confusion and this change would put the national monitoring of the inspectorate on a much more harmonized and solid basis.⁹

The issue of funding must also be addressed, as the inspectorate still suffers from a lack of resources. Advocacy vis-à-vis the MOMM and government is required so that further resources will be allocated, given the new unit's particular strategic importance and the role that it could eventually play in the monitoring, normalization, evaluation and orientation of good human resources, health, and safety standards within Egyptian export industries. This would optimize their role and contribution toward encouraging Egyptian exports.

In the other two components (namely supporting employers and their representatives to improve compliance, working conditions and productivity; and building systems for labor management cooperation and worker representation at factory and sectoral levels), there is no indication so far that concrete capacity exists at macro or meso levels for national and local partners to maintain the benefits of the project. Some of the eighteen companies involved in the project may certainly have an increased appreciation of sound industrial relations and the importance of workers' satisfaction, and may put better mechanisms for worker-employer coordination and cooperation in place. However, this is still limited to the micro level in some cases.

There are other initiatives and programs within Egypt related to the question of promoting workers' rights and export promotion, either directly or in a complementary way. These include the Fund for Export Support, the Industrial Modernization Center and the various Chambers of Industry. This should be taken into consideration when analyzing the capacity of the national partners to maintain the benefits of the project. It is advisable for the ILO project to build ties and networking links among these different stakeholders in order to benefit from their know-how and comparative advantage. Egypt possesses highly skilled expertise in terms of training and consulting, making it possible for national partners to rely on local expertise in the continuation of the project.

3.6.5 Potential for Scale-Up

The activities of the project's first component, which focused on strengthening the inspection function of MOMM, could be viewed as good progress. Some trained inspectors interviewed during the course of this evaluation explained that they have started to use paper-based checklists to improve their performance. They await the activation of the electronic system to implement all that they have learned. The development of the inspectorate unit, the strategic

⁹ As stated in the Strategy Document of the Inspection Unit on page 17 under Threats.

plan, and the labor inspection database are achievements that the project should be commended for.

With regard to the second objective, some progress was reported for the export factories, such as the improvement of HR management (five companies) or implementing grievance mechanisms (two companies). However, the evaluators recognize that this is limited progress bearing in mind that the project is targeting 100 factories. It did not reach a stage of modelling that could be scaled up.

This might require reconsidering the extent of the project's geographical coverage at the design stage; it might not have been realistic to focus on thirteen industrial zones in eleven governorates for Objective 1 and nine industrial zones in seven governorates for Objectives 2 and 3. Even if the project does not deliver the training by itself, the capacity of local institutions is extremely weak. Regardless of how much money the project has, these institutions require time to develop and mature in their ability to provide services to others.

A refocus on fewer industrial zones may be preferable, monitored by strong local business committees or associations which could ultimately become reliable and constructive local partners. Furthermore, refocusing on fewer industrial zones would allow project staff to give more of their time, concentration, monitoring and follow-up to bringing about concrete achievements instead of wasting a lot of energy working across a broad geographical zone. Instead of offering limited follow-up and limited vertical implementation due to the large horizontal dimension of the project as currently constituted, project staff would be more likely to achieve modelling and success stories with employers and the industrial zone itself. At the moment the project is progressing very slowly on this objective, possibly making it unlikely that they would meet their targets and intended outcomes regarding improved social compliance and increased competitiveness. If the project decides to have a local branch and teams in the different industrial zones in which it is operating, this would ensure the proper monitoring in order for it to achieve its quantitative and qualitative targets, creating models that could be scaled up beyond the 100 factories in the future.

Regarding the third component, the protocols of cooperation that were signed between local trade and local employers' organizations in the industrial zones of 10th of Ramadan and Port Said are certainly achievements. However, it remains to be seen if the signed agreements will translate into a concrete, constructive and sustainable relationship to become truly success stories. In the case of Port Said, the absence of capacity building and project involvement eventually led to the collapse of the committee at the first real test, when workers demonstrated and went on strike supported by the independent trade union. The current impasse in Port Said requires strong intervention by the project to reactivate the committee and rebuild trust between workers and employers. The project could achieve impact by clearly articulating and defining the expected results of the project's interventions, including unpacking and clearly stating what "competitiveness" and "social compliance" entail and require. It is also necessary to provide close coaching both to employers and workers.

IV. CONCLUSIONS

The *Promoting Workers' Rights and Competitiveness in Egyptian Export Industries Project* continues to be a timely and needed project. Despite the changes in the context and political situation, economic development and increasing exports remain yet a key development priority for Egypt as exhibited by the attention and special focus given by the Egyptian government to the Economic Conference held in March 2015 and the new Vision 2030 issued by the Egyptian Ministry of Planning.

The project faced numerous implementation challenges. These included contextual changes, cabinet reshuffles, changes in leadership at various levels, difficulty in securing qualified project staff and constant delays on behalf of MOMM. There is some progress noted on a number of activities related to Objectives 1 and 3. This is particularly the case for activities related to building a model inspection unit to monitor export factories in the targeted governorates. However, progress toward Objectives 2 and 3 is slow. The project design is very broad and focuses on three sectors across a wide geographic area. This is not accompanied by a clear staffing structure that can support this outreach. The project does not have field offices or field coordinators who provide follow-up and coordination at the governorate and sectoral levels.

One reason for this is the project's lack of clarity regarding the intended impact and results under these two objectives. It is necessary for the project to redefine its objectives along intended results. The targets set by the project at the moment (reaching 100 factories and 50,000 workers) makes it more focused on reaching its numerical targets instead of achieving actual outcomes and results from delivering those trainings. Interventions at the factory level at the moment are solely based on the willingness of the factories to join the project.

The reorientation of the project implementation strategy and its implications require revisiting. On the one hand, the project has elected to work on a sectoral level with RMG, textile and food processing; however, this policy is not uniform and systematic. Although working at the sector level is an effective approach, the national level cannot and should not be overlooked, particularly when it comes to working with employers. Egypt does not have well established business sectors with clear roles and responsibilities. It would be not sustainable in the long run to overlook the national level.

The level of coherence varies between project components. While Objective 1 is clearly structured, the same cannot be said of Objectives 2 and 3. What the project is trying to achieve is not very clear and the linkages are not well established. For example, there is no clear policy or strategy regarding which factories to target and how to categorize these factories. While there are both multinationals and Egyptian companies among the export industries targeted by the project, this is not based on a strategy where multinationals and foreign owned companies are used as models. It will be difficult to convince the Egyptian companies to drastically change their approach to human resources. For them to give their employees more rights and better working conditions, incentives will be necessary, such as facilitating their access to additional external markets and improving their productivity, quality and sales.

The project achievements and burn rate are small to date, considering that the project started operating in October 2011. However, it is worth noting that many of the expected outputs

require a preparation phase. This preparation phase should have started with the signing of the Cooperative Agreement in 2011. However, the fact that the ILO was unable to find a CTA for almost two years (until July 2013) is a key challenge. In addition to this delay, it took the project almost another year (until July 2014) to have all essential team members on board. Once all the materials are ready, the project could move forward at a higher speed in terms of implementing activities. While doing so, it is important to ensure that trainings, awareness raising and other interventions are considered as tools to reach specific ends with regard to targets and indicators. It is necessary to ensure that the M&E system clearly captures the impact of these interventions.

At the moment the project seems to be facing numerous challenges and its progress towards targets is rather limited. Whether this is due to the challenging environment, contextual changes or staff capacity is hard to establish. The situation is further exacerbated by the absence of national capacity that can take up the implementation of project activities as originally envisaged, which would potentially allow the project team to focus on working towards results. Neither workers' nor employers' organizations are capable or willing to effectively implement capacity building activities for their constituents. This is true of all constituents except ETUF and FEI. This situation is one of the reasons that this evaluation is recommending the piloting and creation of some models in different locations. These models can then be scaled up to more than just 100 factories after the life of the project. In order to achieve this, however, local capacity must be built.

The impact of the project and its sustainability require further attention and planning. For example, there is no guarantee that the inspectors selected and trained for the export industry inspection unit will work permanently in that unit without being transferred eventually. In that case the cooperation and partnership with the MOMM training center, as well as the enhancement of its inspection capacity, would have to guarantee sustainability. Through such cooperation, another generation of inspectors could be trained by the center.

V. RECOMMENDATIONS

5.1 Relevance

	Recommendation	To Whom	By When	Specific Objective
1	Reconsider numerical targets and refocus on priority intervention areas.	Project Management/Donor	End of 2015	General
2	Focus project interventions on building models that can be scaled up across other industrial zones.	Project Management/Donor	End of 2015	General
3	Reconsider the validity of working only at the sectoral level and create the necessary linkages to ensure consistent relevance of the project at the national level.	Geneva Backstopping/Donor	End of 2015	General
4	Upgrade the Buyer's Forum from an output to become a fourth objective in the project. This will be necessary due to its weight and the required outputs and activities related to it.	Geneva Backstopping/Donor	End of 2015	General

5.2 Validity of Project Design

	Recommendation	To Whom	By When	Specific Objective
1	Reconsider the breadth of project implementation and refocus/reduce the number of industrial areas from eleven to a maximum of three or four. This will give the project staff the capacity to concentrate on specific areas, to provide the necessary follow-up, and to conceptualize success stories to be used for scale-up.	Project Management/ ILO Cairo/ ILO Backstopping/ Donor	End of 2015	Objectives 2 & 3
2	Redefine the objectives to be impact-oriented. The structure of indicators at the impact- and output-level should be well conceptualized or reconsidered. Baseline values should be identified based on the survey already conducted and targets should be set as a result.	Project M&E/ ILO Cairo/ ILO Backstopping	End of 2015	General
3	Establish better linkages between project staff, ILO Cairo and ILO headquarters in Geneva in order to provide increased technical support for the project, particularly with regard to OSH and labor inspection.	Project Management/ ILO Cairo/ ILO Backstopping	As soon as possible	General

5.3 Effectiveness and Impact

	Recommendation	To Whom	By When	Specific Objective
1	Conduct a high level meeting between ILO and MOMM to resolve the issues pertaining to finalizing the protocol with MOMM.	ILO Cairo/ ILO Backstopping	End of 2015	Objective 1
2	Ensure that the PAC convenes regularly. If proven impossible, create a sub-technical committee to ensure smooth coordination between project components.	Project Management/ MOMM/ ILO Cairo/ ILO Backstopping	End of November 2015	General
3	It will be necessary for the ILO Cairo office to negotiate with MOMM for the activation of the PAC and the technical secretariat of the project. The presidential decree could be used as a means to increase MOMM's dynamism in monitoring the project.	ILO Cairo/ Project Management	End of November 2015	General
4	Design innovative ways to engage FEI in project activities, even if no direct support/benefits are provided.	ILO Cairo/ Project Management	End of 2015	Objective 2
5	Mainstream gender issues in the project's implementation strategies and ensure that project interventions do not contribute to reinforcing gender roles that could lead to further marginalization of women in the workplace.	Project Management	End of 2015	General
6	Harmonize implementation strategies with unions either by working at the federations' level with both EDLC and ETUF or at the sectoral level for unions.	Project Management	End of 2015	Objective 3
7	Develop specialized programs for middle managers at MOMM as well as at factory level.	Project Management/ MOMM/ Employers	Mid-2016	Objectives 1 & 2
8	Open local offices for the project in the selected governorates in order to facilitate daily follow-up and coaching.	Project Management/ ILO Cairo/ ILO Backstopping/ Donor	End of 2015	General
9	Establish a partnership with the MOMM training center. The capacity of the latter should be built so that it is capable of training future generations of inspectors to work within the export sphere.	Project Management	Mid-2016	Objective 1

	Recommendation	To Whom	By When	Specific Objective
10	Provide the program with support and advice via the sectoral business organizations, utilizing a coaching approach that targets these organizations after building their capacity.	Project Management	End of 2015	Objective 2
11	Include institutional development support targeting different employers' and workers' organizations. On one hand, this would fulfill their terms of reference vis-à-vis the employers and workers they represent; on the other hand, it would give them the capability of working together maturely and sustainably.	Project Management	End of 2015	Objectives 2 & 3
12	Create tripartite local project committees in each industrial zone included in the project, implementing MOMM Decree No. 276 from 2014.	MOMM/ ILO Cairo/ Project Management	Mid-2016	General
13	Promote workers' rights to employers as being an integral part of increased production and competitiveness.	Project Management	Mid-2016	Objectives 2 & 3
14	Increase the number of advisors who regularly visit factories and follow up on the implementation of action plans so that the caseload of factories per advisor is more realistic.	Project Management	End of 2015	Objective 1
15	Consider providing incentives for Egyptian companies to change their approach to human resources. This could take the form of facilitating their access to additional external markets and improving their exports and sales.	Project Management	End of 2015	Objectives 2 & 3
16	Reconsider the criteria for choosing participating factories, specifically with regard to increasing the weight of social compliance in the selection criteria.	Project Management	End of 2015	Objective 2
17	Reconsider the staffing of the workers' component to ensure that there is a stronger focus on results.	Project Management	End of 2015	Objective 2
18	Review project staffing and if necessary, conduct a budget revision to ensure that enough funds are available for staffing. This revision could include a review of the rationale and amounts available for support from Cairo and Geneva backstopping.	Project Management/ ILO Cairo/ ILO Geneva	End of 2015	General
19	Provide increased technical support to the project by establishing the necessary linkages with OSH and inspection department at ILO HQ.	ILO Cairo/ ILO HQ	End of 2015	Objective 1

5.4 Impact and Sustainability

	Recommendation	To Whom	By When	Specific Objective
1	Revisit the strategy included in the original project document and elaborate this in much more detail, particularly given the shifting context.	Project Management	End of 2015	General
2	Focus on building bipartite committees at the factory level and at the industrial zone level.	Project Management	Mid-2016	Objectives 2 & 3
3	Reengage and reactivate the Port Said bipartite committee by drawing lessons learned from previous experience and advocating for better industrial relations in the industrial zone.	Project Management	Mid-2016	Objective 3
4	Advocate for the establishment of an executive committee or secretariat that encompasses directors from line ministries and other stakeholders which closely monitor the project using a tripartite participatory approach, in order to resolve difficulties and problems that the project may face.	Project Management /ILO	Mid-2016	General
5	Build the capacity of the leadership among local investors and business associations related to the project in order to ensure the sustainability of these structures.	Project Management	Mid-2016	Objective 2
6	Advocate with MOMM and the government so that additional resources are allocated to the inspectorate, given its particular strategic importance and the role that it could eventually play in the monitoring, normalization, evaluation and orientation of good human resources, health, and safety standards within Egyptian export industries	Project Management	Mid-2016	Objective 1

VI. LESSONS LEARNED AND GOOD PRACTICES

The following are the lessons learned and good practices that were identified at mid-term:

6.1 Lessons Learned

- Operationally targeting wide geographic areas in multi-dimensional projects can hamper its ability to effectively achieve its results. This wide geographic scope would not give the project staff the capability of focusing on vertical and consistent follow-up on different factories case by case, which is the way to bring about success stories.
- When working both at the national and local levels, it is important to have locally-based staff to ensure the required follow-up at the local level. A field team should operate in each local office to ensure daily follow-up.
- Developing sound tripartite systems may not be achieved without institutional development and coaching for different employers and trade unions, both at central and local level.
- Having relevant training materials in the language of the country of operation saves time and effort. It allows the project to immediately start implementing training modules without having to wait for translation and contextualization.
- Even if projects are not solely focused on gender and women's employment issues, it is important to ensure that all project interventions are gender balanced (both workers and employers activities). It is important to ensure that project interventions do not contribute to reinforcing gender roles that could lead to further marginalization of women in the workplace.
- It is important to recognize that many exporting factories have suffered from labor issues over the last four years. Employers are distrustful and require concentrated advocacy and incentives to participate. New strategies on how to approach factories could be developed to enable the project to meet its numerical targets.
- The most powerful incentives to employers could be the presentation of compelling evidence to show them that making these changes (investment) to improve their practices could increase their productivity and make them more profitable in the long run. This will in turn help gain their commitment and ultimately ownership to sustain the improvements.

6.2 Good Practices

- Providing employers with incentives has helped ensure their commitment to improving working industrial relations within their enterprises.
- Designing capacity building programs with close collaboration and participation of local partners ensures their buy-in and helps secure their support.

- Holding awareness raising sessions inside factories increases the level of attendance by workers.
- Simplifying and contextualizing complex legal material (labor law) helps workers better grasp their rights and obligations with regard to their employers.
- Developing monitoring systems allows projects to collect the necessary data to make adjustments in implementation in order to improve results and outcomes.

ANNEX A: Evaluation Terms of Reference

Terms of Reference

Independent Interim Evaluation of

Promoting Workers' Rights and Competitiveness in Egyptian Export Industries

June 2015

Title of project to be evaluated	Promoting Workers' Rights and Competitiveness in Egyptian Export Industries
TC Code	EGY/11/06/USA
Administrative Unit responsible for administrating the project	ILO Country Office in Cairo
Technical Unit(s) responsible for backstopping the project	ILO Declaration, Geneva
Type of evaluation	Independent Interim Evaluation
Geographical coverage	Egypt
Donor	US Department of Labour
Budget	USD 10 million

1. Introduction & rationale for evaluation

Promoting Workers' Rights and Competitiveness in Egyptian Export Industries is a project launched to contribute to the promotion of decent work in Egypt by supporting improved compliance to fundamental principles and rights at work, improved labour-management cooperation and higher levels of productivity. This 46-month initiative funded by the US Department of Labour focuses on improving outcomes for employers and workers in Egypt's labour-intensive export sectors, particularly the ready-made garment (RMG), textiles and food processing sectors, which together represent a critical source of employment and growth for the Egyptian economy.

The independent interim evaluation of the project is undertaken in line with agreement between USDOL and the ILO and in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005.

The overall objective of the evaluation is to analyse progress made towards achieving established objectives/outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of outcomes during the rest of the project period. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the rest of the project period.

2. Brief background on project and context

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

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

Improving labour market outcomes is a key priority. Egypt's unemployment rate remains stubbornly high and has been negatively affected by the political turmoil. The Egyptian labour market is dogged by high levels of youth unemployment. At the same time, Egypt has one of the lowest rates of female labour market participation in the world (28%)¹⁰. The quality of employment on offer is also of

¹⁰ World Bank, 2010. *Narrowing the Gap: Improving labour market opportunities for women in Egypt*, gender assessment. Egypt is ranked 131st out of 135 countries on labour market participation according to the World Economic Forum's gender gap index. See Global Gender Gap report, 2011: <http://reports.weforum.org/global-gender-gap-2011/>

concern: jobs are concentrated in low-productivity, non-tradable sectors of the economy. Approximately 35% of workers are thought to be engaged in the informal economy, which accounted for nearly 75% of jobs created between 1998 and 2006¹¹.

In recent years, living standards have been eroded by double-digit inflation, with food price increases a particular problem. Despite progress on poverty reduction in recent years, there is still an estimated 15.4% of the population living on US\$2 a day¹². Labour market outcomes for the poor – who are concentrated in the informal economy – are closely correlated with low levels of education, with 41% of the workforce classified as illiterate or semi-illiterate. In 2011, Egypt was ranked 113th out of 187 countries on the UNDP's Human Development Index.

Political unrest linked to the 2011 Revolution spilled into the arena of industrial relations. In the three years leading up to the events of 2011 and during the same year, Egypt experienced a sharp rise in the number of strikes and other forms of workers' protest. At the beginning of LOP there were no effective mechanisms for dialogue between employers and workers at the national, sectoral or enterprise levels that would provide a channel for addressing these tensions. Under the previous regime, there was little encouragement for social partnership approaches, and new structures have yet to develop under the new political system.

Egypt has ratified 63 ILO Conventions, including the eight core conventions set out in the ILO's 1998 Declaration on the Fundamental Principles and Rights at Work. However, there is a pressing need to strengthen the tripartite constituents' capacity and commitment to implement and enforce the rights and principles embodied in the core conventions. There are important legal and practical barriers to effective recognition of these rights at enterprise level within many sectors, including export industries. A key area of concern is the right to freedom of association and collective bargaining and the urgent need for legislative reform to bring Egypt's trade union laws into conformity with Conventions 87 and 98.

The textile and garment sectors represent the largest source of employment in the industrial sector, providing employment for around 1 million workers. The textile and garment industry is a particularly important source of employment for Egyptian women, who comprise 46% of the workforce. While the Egyptian textile and garment sectors enjoy certain advantages – including competitive energy costs, preferential access to key export markets and abundant labour supply – a number of factors continue to constrain its growth as a whole, including inefficiencies and low productivity levels. Contributing labour factors include:

- An acute shortage of trained workers and managers and little or no commitment to continuous training;
- Low productivity and poor human resource management;
- High levels of worker absenteeism and turnover, particularly in the RMG sub-sector; and
- Disruptions due to poor industrial relations, particularly in recent years.

The Egyptian Labour Inspectorate, which is part of the Ministry of Manpower and Migration, faces a number of challenges, which are not limited to its role in relation to export factories. According to the Ministry of Manpower, the main issues include inadequate budget, inadequate numbers of inspectors

¹¹ Ministry of Economic Development and UNDP, 2010. *Egypt's progress towards achieving the Millennium Development Goals*: www.undp.org.eg/Portals/0/MDG/2010%20MDGR_English_R5.pdf.

¹² 2008 estimate based on 2005 purchasing power parity (PPP). See: World Bank Development Indicators: <http://data.worldbank.org/indicator/SI.POV.2DAY>

relative to the number of registered enterprises, inadequate targeting of inspections, low salaries and lack of transportation. Private sector employers regard inspections as superficial, while unions do not see inspections as a means for promoting respect for worker rights.

The Promoting Workers' Rights and Competitiveness in Egyptian Export Industries project is designed to contribute to the promotion of decent work in Egypt by supporting improved compliance with the fundamental principles and rights at work, stronger labour/management cooperation and higher levels of productivity and competitiveness. The project focuses on improving outcomes for workers and employers in Egypt's labour-intensive export sectors. The project seeks to strengthen compliance with national legislation and build productivity within export factories by working through three parallel and complementary channels:

- Building the capacity of the national labour inspectorate;
- Supporting employers and their representatives to improve compliance, working conditions and productivity; and
- Building systems for labour-management cooperation and worker representation at factory and sectoral levels.

The project has the following three main objectives and outputs:

Objective 1: To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories

- Output 1.1: Organisational plan for the development of a specialist export factories programme within the labour inspectorate developed
- Output 1.2: Internal procedures, training and mechanisms for operation of a specialized inspection unit established
- Output 1.3: A labour inspection database and reporting mechanisms developed
- Output 1.4: Specialist programme operationalized and rolled-out in phases
- Output 1.5: On-going support provided to the new inspection programme and its functions
- Output 1.6: Monitoring, review and evaluation processes put in place

Objective 2: To support export factories to improve productivity and working conditions

- Output 2.1: Activities implemented to improve capacity of sectoral business organisations to advise members on labour standards and productivity
- Output 2.2: Training and support for factories on labour standards and productivity provided
- Output 2.3: Improved engagement between export factories and international buyers

Objective 3: To support the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives

- Output 3.1: Worker outreach programme to raise awareness of the legal rights, FPRW and worker responsibilities developed
- Output 3.2: Sound industrial relations at the factory level promoted
- Output 3.3: Support provided for strengthening sectoral tripartite dialogue

Project management arrangement:

The project is administered in accordance with the FY2010 USDOL-ILO Management Procedures and Guidelines. It is implemented and technically backstopped by the ILO Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION) in

Geneva, in close coordination with the ILO Office in Cairo, which handles all administrative and financial arrangements.

The project is managed by an international Chief Technical Advisor (CTA) based in the project office in Cairo and reports to the director of the ILO Decent Work Team (DWT) office in Cairo and the Senior Declaration Officer in Geneva. The CTA is the principal staff responsible for the administrative, operational and technical supervision and implementation of all project interventions.

In order to facilitate smooth functioning of the project, and promote accountability and buy-in, a Project Advisory Committee (PAC) was established. The PAC is composed of the following representatives from the government and ILO social partners:

- 4 representatives from the Ministry of Manpower and Migration (MOMM) (head of the committee);
- 3 representatives of the relevant ministries (Ministry of Industry and Foreign Trade, Ministry of Investment and Ministry of Local Development);
- 3 representatives of the workers organizations to cover both Egyptian Trade Union Federation ETUF and The Egyptian Democratic Labour Congress EDLC; and
- 3 Representatives of employers organizations

3. Purpose, scope and clients of the evaluation

Purpose

The independent evaluation serves two main purposes:

1. To independently assess progress to date of the project across the three objectives and 12 outputs; assessing performance as per the foreseen targets and indicators of achievement; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Egypt;
2. To provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results

Scope

The independent evaluation will cover all the objectives and outputs of the Promoting Workers Rights and Competitiveness in Egyptian Export Industries project, with particular attention to synergies across the three closely related channels , namely building the capacity of the national labour inspectorate; supporting employers and their representatives to improve compliance, working conditions and productivity; and building systems for labour-management cooperation and worker representation at factory and sectoral levels. The evaluation will assess all key outputs that were to have been produced since the start of the project.

In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving project objectives
- How to ensure the achievement of results (outputs) within the project period
- Internal and external factors that influence speed of implementation
- The extent of government buy-in, support and participation in the project
- Relevance of the project within national development priorities/frameworks (and evolving context)
- Synergies with other relevant ILO programmes and activities
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis, assessment and monitoring
- Other specific recommendations to improve performance and the delivery of results

Evaluation users

The primary users of the evaluation are the USDOL as donor of the initiative, the governments of Egypt as recipient countries, constituents and the ILO as implementer of the project as well as other relevant stakeholders. ILO offices and staff involved in the project (DWT Cairo, project staff, ILO departments at HQ – in particular ILO Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION) and the Regional Office for Africa (ROAF) will use the findings of the report. Tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation recommendations and lessons learnt.

4. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

1. relevance and strategic fit,
2. validity of design),
3. project progress and effectiveness,
4. efficiency,
5. impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation¹³.

Analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms¹⁴ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC).

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the indicators in the logical framework of the project.

Key Evaluation Questions

The evaluators shall examine the following key issues:

- A. Relevance and strategic fit,
 1. Is the project relevant to the achievement of the outcomes in the national development plan?
 2. Does the project take into account the needs and priorities of tripartite stakeholders in Egypt?
 3. Is the project relevant to achieve the targets set in the Decent Work Agenda for Africa (DWAA) and other relevant regional and global commitments such as ILO Sub-Regional Strategy for North Africa?

¹³ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

¹⁴ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

B. Validity of design

4. Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
5. Was the project design realistic?
6. Did the project design include an integrated and appropriate strategy for sustainability?
7. Is the recently developed (August 2014) implementation approach valid and realistic?

C. Project effectiveness

8. Based on project monitoring data and achievement of indicator targets, to what extent has each of the expected seven project sub-objectives and their related outputs been achieved according to the work plan or are likely to be achieved? Please disaggregate this analysis by geographic area, sector and project component.
9. Has the project successfully built or strengthened an enabling environment (laws, policies, people's attitudes, etc.)?
10. Which have been the main contributing and challenging factors towards project's success in attaining its targets?
11. What, if any, unintended results of the project have been identified or perceived?

D. Efficiency of resource use

12. How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
13. To what extent are the project's activities/operations in line with the schedule of activities as defined by the project team and original (and subsequent) work plans?
14. To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?

E. Effectiveness of management arrangements

15. Are the available technical and financial resources adequate to fulfill the project plans? If not, what other kind of resources may be required?
16. Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by the PAC and other parties involved?
17. How effectively has the project management and relevant stakeholders monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
18. Is the project receiving adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Cairo and Addis Ababa (ROAF)) and the responsible technical units (DECLARATION) in headquarters?

F. Impact orientation and sustainability

19. Assess whether project outcomes are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives?
20. How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to the national partners? Once external funding ends will national institutions and implementing partners be likely to continue the project or carry forward its results?

5. Methodology

The evaluation will be carried out through a desk review and field visit to the project sites in Egypt for consultations with ILO management and staff, constituents, as well as other relevant implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Washington, D.C. and Geneva will be done and the method for doing so will be decided by the evaluation team in consultation with evaluation managers. The independent evaluation team will review inputs by all ILO and non-ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and public sectors as well as civil society.

The evaluation team leader will be responsible for completing the draft evaluation report, which will be shared with all relevant stakeholders. Comments will be requested by the evaluation team leader within a specified timeframe (not more than 12 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, interview, focus group discussions, field visits, informed judgments, and scoring, ranking or rating techniques. The initial conclusions and recommendations of the evaluation team will be presented in a stakeholder validation workshop to be conducted in Cairo upon completion of the fieldwork. The participants will be determined by the evaluation team in consultation with the evaluation managers and USDOL and ILO officials involved in the project's management etc.

Desk review

The evaluators will carry out an initial desk review to analyse project and other documentation including the approved log-frame, annual and semi-annual reports provided by the project management and Field and HQ backstopping officers. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions, to be reflected in an evaluation matrix to be included as part of the inception report. This will guide the final evaluation instruments which should be finalized in consultation with the evaluation managers.

Interviews with ILO and USDOL staff

The evaluation team will undertake group and/or individual discussions with project staff in Egypt. The evaluation team will also interview key staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project in ILO DWT Cairo, and ILO HQ. The evaluation team will also interview the USDOL project manager.

Interviews with Tripartite Stakeholders in Cairo

A first meeting will be held with the ILO Director of DWT Cairo Office and with the Project Team. After that, the evaluation team will meet relevant stakeholders including members of the PAC and technical working group, as well as project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs of the respective objectives of the project. An indicative list of persons to be interviewed will be developed by the evaluation team in consultation with the project management (CTA) after further discussion with the ILO and USDOL Evaluation Managers.

Visit to export enterprises benefitted by project activities

The Evaluation Team will visit export enterprises in the textile sector that may have benefitted from project activities, in order to assess the effects of project action on enterprises' HRM systems, compliance with labor standards, increase in productivity and improvement of social dialogue.

Debriefing to ILO Staff in Cairo

At the end of the data collection the evaluation team will make a debriefing to the ILO Director of DWT Cairo Office and the project team.

Stakeholder Validation Workshop

Additionally, a stakeholder workshop will take place on August 2015. This meeting will be conducted by the Evaluation Team to provide feedback on initial evaluation results. It will bring together a wide range of stakeholders. The agenda of the meeting and list of participants will be determined by the Evaluation Team in consultation with project staff.

The stakeholder workshop will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The presentation will concentrate on good practices identified at the time of the evaluation, lessons learned and remaining gaps as identified by all the stakeholders. The presentation in the workshop will be constructive in format and will not dwell on personal or small project details.

Post-Fieldwork Debrief to USDOL

Upon completion of its mission, the Evaluation Team will provide a debriefing by phone to USDOL on the preliminary findings, as well as the evaluation process.

6. Expected Outputs/ Deliverables

1. Inception report (with detailed work plan and data collection instruments)
2. A concise Evaluation Report (maximum 40 pages) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices
 - Annexes:
 - TOR
 - Project PMP and Data Table on Project Progress in achieving its targets
 - Project Work plan: Level of completion of key activities
 - List of Meetings and Interviews
 - Any other relevant documents
3. Evaluation Summary, Lessons learned and best practices using the ILO template and any additional requirements of USDOL.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the ILO and USDOL evaluation managers in electronic version compatible with Word for Windows.

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

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

7. Management arrangements, work plan & time frame

Composition evaluation team

This is an independent external co-evaluation, in which both the donor and grantee will appoint evaluation managers and one member of the Evaluation Team each.

The evaluation team will consist of two international evaluation consultants. Ms. Nahla Hassan, the evaluator contracted by USDOL through its contract for evaluation services with Sistemas, Familia y Sociedad, shall serve as the Evaluation Team Leader. She will work jointly with the independent Co-Evaluator contracted by the ILO (Mr Wael Zakkar).

The two international consultants will work together to collect the data and draft the initial report. The team leader will be responsible for resolving any outstanding disagreements that may arise between the two evaluators as well as working closely with the ILO and USDOL evaluation managers as needed to produce and submit one evaluation report in accordance with the deliverable schedule and contract specifications. The evaluation team, in consultation with the ILO and USDOL evaluation managers as needed, will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Evaluation Managers

USDOL has appointed as evaluation manager for this evaluation the firm Sistemas, Familia y Sociedad – Consultores Asociados (SFS), who will be represented by Dwight Ordóñez and Azure Maset. The ILO has appointed as evaluation manager for this evaluation Gugsu Yimer Farice, Regional Evaluation Officer.

The evaluation team will report to the evaluation managers, USDOL's contractor SFS, represented by Dwight Ordóñez and Azure Maset (and Mr. Gugsu Yimer Farice of the ILO) and should discuss and resolve any technical and methodological matters with the evaluation managers, including the evaluation coordinators at ILO-EVAL in Geneva (Mr. Guy Thijs) and for USDOL (Ms. Lili Stern) as appropriate, should issues arise. The evaluation will be carried out with full logistical support and services of the project, with the administrative support of the ILO DWT Office in Cairo.

Ethical Considerations and Confidentiality

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

Work plan & Time Frame

The total duration of the evaluation process is estimated to be 28 working days over 10 weeks period from 27 July to 2 October 2015. The independent consultants will spend at least 12 work days in Egypt.

Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to the donor no later than 9 October 2015.

Phase	Tasks	Responsible Person	Timing
I	<ul style="list-style-type: none"> Preparation of TOR 	Evaluation managers	1- 30 June
II	<ul style="list-style-type: none"> Identification of independent international evaluator Entering contracts and preparation of budgets and logistics 	Evaluation manager	5 June – 15 July
III	<ul style="list-style-type: none"> Telephone briefing with evaluation managers Desk review of project and related documents Inception report , including evaluation matrix Evaluation instruments designed based on desk review 	Evaluators	27 July – 7 August
IV	<ul style="list-style-type: none"> Consultations with Project staff/management in Egypt Consultations with ILO HQ Units Consultations with relevant USDOL Officials Consultations with US Embassy in Cairo (?) Consultations with stakeholders Visit to sample of export enterprises that worked with the project Debriefing and presentation of preliminary findings 	Evaluation team with logistical support by the Project	17 -31 August
V	<ul style="list-style-type: none"> Elaboration of draft report 	Evaluation team	1-7 September
VI	<ul style="list-style-type: none"> Draft evaluation report submitted to SFS and ILO Evaluation Manger for quality & completeness review 	Evaluation team	8 September
VII	<ul style="list-style-type: none"> Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to evaluation team leader 	Evaluation managers	Circulate 11 Sept. Deadline for comments 25 Sept.
VIII	<ul style="list-style-type: none"> Finalize the report. Provide explanation on comments that were not included 	Evaluation team	29-30 September
IX	<ul style="list-style-type: none"> Forward the revised evaluation report and comment matrix to the USDOL and EVAL for review 	Evaluation managers	1- 2 October
X	<ul style="list-style-type: none"> Final copy edited, 508-compliant Report send to USDOL, grantee and stakeholders 	Evaluation mangers	9 October

For this independent evaluation, the final report and submission procedure will be followed:

- The evaluation team leader is solely responsible for preparing the evaluation report and for the contents, conclusions and recommendations made in it. In case the other team member has a dissenting opinion, USDOL and ILO's strong preference is that the team members come to an agreement on the key findings of the evaluation. The report must be drafted in accordance with international evaluation standards and norms reflected in the TOR, including with respect to the content, format, and schedule for review and submission.
- The evaluation team leader will send all drafts of the evaluation report in English directly to the evaluation managers from both ILO-EVAL and ILAB (in this case, ILAB's contractor, SFS). The ILO evaluation manger will consolidate ILO comments to facilitate the work of the

evaluation team. All parties will subsequently be requested to provide comments and questions on draft reports directly back to the lead evaluator and evaluation manager concurrently.

- The evaluation team leader will finalize the report incorporating any comments deemed appropriate and providing a comment matrix explaining how the comments were addressed and why any comments might not have been incorporated. Within the remit of the ToR the evaluation team leader will have full discretion as to whether or not (and in what manner) to revise the report on the basis of USDOL and ILO inputs.
- The evaluation team leader will submit the final report and comment matrix to the ILO and SFS evaluation managers.
- The ILO evaluation managers will review the evaluation team leader's latter submission to check if all comments from donor and grantee have been addressed, whether in the final report or in the comments matrix. If there is any comment that has not been addressed, they will request the evaluation team leader to complete this omission. If the report is deemed complete and compliant with the TOR, the evaluation managers will submit to USDOL for final approval.
- Once USDOL approves the evaluation report, the evaluation manager at SFS will prepare and package the final report in accordance with formatting and other terms as outlined in the contract and forward the report to the USDOL evaluation contract coordinator (for official approval and acceptance of the contract deliverable) as well as the ILO evaluation manager, concurrently.
- The ILO evaluation manager officially forwards the evaluation report to EVAL, PARDEV and other stakeholders as appropriate.
- All components of the evaluation should be completed in a timely fashion, according to timelines agreed between ILAB, its contractor (SFS) and ILO-EVAL in the TOR. As noted above, if a component cannot be completed according to the schedule outlined in the TOR, the lead evaluator must inform the SFS evaluation manager as soon as possible and propose an alternative timeline. The SFS evaluation manager will confirm agreement of the proposed alternative timeline with the ILO evaluation manager before issuing an approval to the evaluator.

8. Key qualifications and experience of the Evaluation Team

The **international consultants** should have the following qualifications:

- Master degree in Business Management, Economics, law or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of decent work, productivity, working conditions and management of development programmes, preferably in Egypt.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country (Egypt) would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Arabic language skills

ANNEX B: Evaluation Field Work Schedule

Time	Meetings	Venue
Monday 17/08/2015		
09:00-10:30	Project Achievements and challenges	Project Premises
10:30-11:30	Monitoring and Evaluation System	Project Premises
11:30-12:30	Productivity Interventions	Project Premises
12:30-13:00	Lunch in Zamalek	
13:00-14:00	Worker Interventions	Project Premises
14:00-15:00	Inspection Interventions	Project Premises
Tuesday 18/08/2015		
08:30-09:15	MOMM	MOMM Premises
09:15-10:15	MOMM	MOMM Premises
10:15-11:00	MOMM	MOMM Premises
11:00-11:30	MOMM	MOMM Premises
11:30-12:15	Labour Inspectors/Technicians of the inspection department/Trainees	MOMM Premises
12:15-13:00	Labour Inspectors/Trainees	MOMM Premises
13:00-14:30	Labour Inspectors/Trainees	MOMM Premises
14:30-15:00	MOMM Minister	MOMM Premises
15:30-16:30	ETUF/General Union of Food	Nasr City
Wednesday 19/08/2015		
09:00-10:00	FEI	TBD
12:00-13:00	10th of Ramadan Investor Association in 10th of Ramadan	Investor Association Premises in 10th of Ramadan city
13:00-14:00	Worker -management Committee in 10th of Ramadan	Investor Association Premises in 10th of Ramadan city
14:00-15:00	Jade Co.	10th of Ramadan
Thursday 20/08/2015		
08:30 - 09:30	Admin and Finance	Project Premises
09:30 - 10:15	Employers Specialist	ILO main building
10:15 - 10:45	MOMM/Legal department	Project Premises
10:45 - 11:45	QIZ Unit	Project Premises
11:45 - 12:15	Local NGO/Female association - New Women Foundation	Project Premises

Time	Meetings	Venue
12:15 - 13:00	EDLC	ILO main building
	Commuting time	
14:30-15:30	RMG Exports Council	Fifth settlement Area
15:30-16:30	Textile Exports Council	Fifth settlement Area
Sunday 23/08/2015 Departure to Alex at 9:30 am - 12:00		
12:00-14:00	Nile Linen Group	Amria Free Zone - Alexandria - Egypt
17:00-18:00	EDLC	Alexandria
Monday 24/08/2015		
10:30-12:30	Ruby Red Co.	Alexandria
14:00-15:30	Kapo Co.	Alexandria
Tuesday 25/08/2015		
10:00-12:00	Alexandria Clothing Co.	Alexandria
12:00-15:30	Depart to Port Said	
Wednesday 26/08/2015		
09:30-10:30	Port Said Investor Association	Investor Association Premises in Port Said
10:30-11:30	Bipartite dialogue Committee	Investor Association Premises in Port Said
11:30-14:30	Lotus Co. (is a group of 7 large RMG factories, more than 11,000 workers)	Lotus premises
14:30-16:00	Dolphin Co.	Dolphin premises
Thursday 27/8/2015		
09:00-11:00	Independent trade union of Investor Association	TBD
11:15-13:00	Eurotex Co.	Eurotex Co. Premises
13:30-14:30	El Nahar ElKhaled Co.	TBD
14:30 - 17:30	Depart to Cairo	
Sunday 30/08/2015		
08:30 - 09:15	ILO Office DWT/CO-Cairo	ILO main building
09:15 - 10:15	Admin and Finance Team	Project Premises
11:00-2:00	Debrief Project Staff	Project Premises
Tuesday 1/9/2015		
11:30-15:30	Debrief about the evaluation results/recommendation	TBD

ANNEX C: Stakeholders' Meeting Attendees

This page is intentionally left blank in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.