



ILO - EVALUATION

- Evaluation Title: Promoting worker rights and competitiveness in Egyptian export industries
- ILO TC/SYMBOL: EGY/11/06/USA
- Type of Evaluation : Independent Final Evaluation
- Country(ies) : Egypt
- Date of the evaluation: September 2018
- Name of consultant(s): Universalia Management Group (Ms Rima Slaibi, Mr Awny Amer)
- Administrative Office: FUNDAMENTALS
- Technical Backstopping Office: GOVERNANCE
- Date project ends: 31 March 2018
- Donor: country and budget US\$ USA, USD 10 million
- Evaluation Manager: Bernd Mueller, DWT/CO Pretoria
- Evaluation Budget: n/a
- Key Words: Egypt, Decent Work, Export Industries, Labour Inspection, Labour management and worker representation

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit

Acronyms

AGRIPOLE	Agro-Economic and Food Safety SME Incubator
AIZ	Akademie für Internationale Zusammenarbeit
BMGF	Bill & Melinda Gates Foundation
CAPM	Certified Associate in Project Management
CBIE	Canadian Bureau for International Education
CES	Canadian Evaluation Society
CIDA	Canadian International Development Agency
COIN	Competitiveness Industries
CSR	Corporate Social Responsibility
CV	Curriculum Vitae
DAC	Development Assistance Committee
DECLARATION	Declaration on Fundamental Principles and Rights at Work
DFATD	Department of Foreign Affairs, Trade and Development (now Global Affairs Canada)
DI	Confederation of Danish Industry
DJEP	Decent Jobs for Egypt's Young People
DMS	Data Management System
DWT	Decent Work Team
ECA	Eastern and Central Asia
EDLC	Egyptian Democratic Labour Congress
EEA	Egyptian Evaluation Association
EEFMP	Egypt Export Factory Monitoring Project
EFE-T	Education-for-Employment Tunisia
EFE-Y	Education for Employment in Yemen

EFITU	Egyptian Federation of Independent Trade Unions
ETUF	Egyptian Trade Unions' Federation
EU	European Union
FEI	Federation of Egyptian Industries
FPRW	Fundamental Principles and Rights at Work
FQDE	Quebec Federation of School Principals
FY	Fiscal Year
GAC	Global Affairs Canada
GDP	Gross Domestic Product
GEEW	Gender Equality and Women's Empowerment
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GrOW	Growth and Economic Opportunities for Women Programme
HQ	Headquarters
HR	Human Resources
HRBA	Human Rights-Based Approach
HRM	Human Resource Management
ICT	Information and Communication Technology
IDEAS	International Development Evaluation Association
IDRC	International Development Research Centre
IFC	International Finance Corporation
ILO	International Labour Organization
ILS	International Labour Standards
IMF	International Monetary Fund
IPDET	International Programme for Development Evaluation Training
IUCN	International Union for Conservation of Nature
LEAP	Launching Economic Achievement Programme

LO/FTF	Danish Federation of Trade Unions and the Danish Confederation of Salaried Employees and Civil Servants
LoE	Level of Effort
LT	Long Term
M&E	Monitoring and Evaluation
MENA	Middle East and Northern Africa
MFA	Ministry of Foreign Affairs
MLD	Ministry of Local Development
MOI	Ministry of Investment
MOM	Ministry of Manpower
MoTET	Ministry of Technical Education
MoU	Memorandum of Understanding
MQQ	<i>Mouvement québécois de la qualité</i>
MSME	Micro-, Small and Medium Enterprise
MTE	Mid-Term Evaluation
MTI	Ministry of Trade & Industry
NGO	Non Governmental Organization
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PCBF	<i>Programme canadien de bourses de la Francophonie</i>
PMI	Project Management Institute
PMO	Project Management Officer
PROCEJ	Youth Skills and Employment Development Project
PSME	Promotion of Small and Medium Enterprises
RBM	Results Based Management
RF	Rockefeller Foundation

RGM	Ready-Made Garments
ROAF	Regional Office for Africa
RRI	Rights and Resources Initiative
SAI	Social Accountability International
SDA	Steag -Decon Association
SOCODEVI	<i>Société de Coopération pour le Développement International</i>
SQEP	Quebec Programme Evaluation Society
ST	Short Term
STED	Skills for Trade and Economic Diversification
TOR	Terms of Reference
TOT	Training of Trainers
UMG	Universalia Management Group
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
US	United States
USDOL	United States Department of Labor
WFP	World Food Programme
WISE	Workforce Improvement and Skills
WUF	World Urban Forum

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Executive Summary

The Universal Management Group Limited (“Universal”) is pleased to submit this evaluation report to the International Labour Organization for the conduct of the Independent Final Evaluation of the Egypt Export Factory Monitoring Project (EEFMP). The evaluation team would like to thank the International Labour Organization (ILO) staff and partners for their cooperation in facilitating the evaluation process.

Country Context

The Egyptian context in the period of time between 2011 and 2017 provided a challenging background from which the ILO’s EEFMP operated. Events occurring in the political context of Egypt between 2011 and 2014 affected the country’s socioeconomic context, including the labour market.¹ In January 2011, major demonstrations held by Egyptian youth led to unprecedented political turmoil leading to changes occurring on the political scene and was accompanied by the formation of independent trade unions. By 2013, it was estimated that as many as 1,000 new independent unions in Egypt had been established. Despite this promise of the pluralization of trade unions in Egypt, however, a draft law on trade unions which intended to replace the Trade Union Act No. 35 of 1976 was finalized in 2017, following pushback against the proliferation of independent unions beginning in 2015. The draft trade union law is found by the ILO to fail to address long-standing concerns over the institutionalization of a single trade union system in Egypt, in terms of the inability for independent trade unions to be recognized under the new Law, the infringements made on workers to freely choose their trade union of membership, and hindering the formation of new trade unions through new minimum membership requirements.

Project Objectives

It is in this challenging, complex and fast evolving context that the EEFMP was implemented, between October 2011 and March 2018. The project aims to improve outcomes for employers and workers in Egypt’s labour-intensive export sectors, notably the ready-made garments (RMG), textiles and food processing sectors. The project focuses on three main objectives:

- 1) To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories;
- 2) To support export factories to improve productivity and working conditions;
- 3) To support the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives.

¹ United Nations Development Programme 2018, <http://www.eg.undp.org/content/egypt/en/home/countryinfo/>

Evaluation Background

This evaluation assessed the results achieved by the project across all three objectives and their corresponding 12 outputs, and provides strategic and operational recommendations to improve the performance and delivery for future similar projects. In particular, the evaluation assessed the relevance and coherence of the project within national development frameworks, overall progress made towards objectives, shortcomings in project delivery, extent of buy-in and participation in the project by government and social partners, synergies with other actors by the project, efficiency in resource use, and the potential for sustained impact.

The primary users of the evaluation are the United States Department of Labor (USDOL) and the United States Department of State as donors of the initiative, the Government of Egypt as a recipient country, constituents and the ILO as implementer of the project, as well as other relevant stakeholders. The evaluation has been conducted in line with ILO's policy and guidelines for evaluation which adhere to the OECD DAC principles² and UNEG Norms and Standards for Evaluation³.

The evaluation was sequenced in three phases: (a) inception (which produced an inception report outlining the methodology, evaluation matrix and data collection tools) (b) data collection (c) reporting and learning. The document review forms the backbone of the evaluation and included an analysis of relevant materials, including the project documents, progress reports and the mid-term evaluation, project outputs, results of internal planning, baselines and follow-up indicators. Data collection took place over 13 days between Sunday 25 February and Tuesday 22 March 2018 during which a total of 251 individuals⁴ comprised of ILO staff, USDOL representatives, project partners, employers and workers were consulted through interviews and focus group discussions. The evaluation chose to only include a sample of factories in governorates which received the most and least comprehensive services from the project so as to compare conclusions on project design, and to ascertain whether the project results vary depending on the comprehensiveness of the delivered services. Following data analysis, preliminary findings were validated during a validation workshop with all project stakeholders (held on March 22nd, 2018), after which this final report was drafted and submitted on 12th June 2018.

The evaluation faced some limitations, including a tight timeline (both in terms of the evaluation overall and in the limited time available for conducting of each interview), and the inability of the evaluation Team Leader to participate in the country mission to Egypt due to delays in obtaining a security clearance. The corresponding mitigation strategies to the limitations taken up by the evaluation team are detailed in Section 4.3.

² Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000).

³ United Nations Evaluation Group (2016). Norms and Standards for Evaluation.

⁴ 161 individuals were male (64.1%) and 90 were female (35.9%).

Relevance and Coherence

In assessing the relevance and coherence of the project, the project is found to be seen as highly relevant among project stakeholders, and in alignment with the ILO Strategy for North Africa. The majority of interviewees saw the project's adoption of a three-pronged approach of targeting the MOM and its inspectors, worker and employer organizations and indirect beneficiaries at the grassroots level, such as factory management and workers, as innovative and highly relevant in Egypt, allowing the MOM, trade and workers' unions and employers to "sit at the same table." In order to ensure that the project design responds to the stakeholders' needs, the project conducted needs assessments of the MOM, the national inspectorate, and selected sectorial business organizations, as well as baseline studies of workers' and employers' working conditions and industrial relations. This allowed the project to identify the gaps, the most appropriate approach to address these gaps, and to ensure that the project's logic is suitably conducive to implementation.

The project is found to be relevant in its orientation towards benefitting Egypt's export industries, a key engine of economic growth in Egypt, not only in the engagement of activities aimed at increasing productivity, improving labour standards and industrial relations, but also in creating greater labour stability and compliance to international standards with the intention of making the sector more attractive to international buyers and investors in the process.

The design of the project was found to be coherent as it successfully adopted a tripartite approach in which the project's three objectives were consistent in addressing the needs of all tripartite stakeholders. Stakeholders interviewed highlighted the express involvement of tripartite constituents over the course of the project as a key aspect of the project design. Several ILO project staff also expressed previous long-standing difficulties in including government actors, employers and workers in a single, consultative framework in Egypt. While the project was seen as coherent by the majority of stakeholders interviewed, some recurring suggestions were made, including a greater systematic focus on child labour issues, the expansion of buyers' forums to include more buyers and investors, and the replication of the Better Work program's activities in building partnerships with brands and retailers as well other supply chain actors, such as sourcing agents or intermediaries.

The project was found to be successful in forming partnerships and building synergies with other organizations, and some evidence could be found for steps taken towards expanding partnerships with other government ministries, donors and relevant projects. Some of the external organizations the project partnered with are the Danish Federation of Trade Unions and the Danish Confederation of Salaried Employees and Civil Servants (LO/FTF) Council and the Confederation of Danish Industry (DI), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and USAID's Workforce Improvement and Skills (WISE) project. The project has also organized activities with the participation of representatives from government ministries other than the MOM, such as the Ministry of Investment (MOI), Ministry of Local Development (MLD), Ministry of Education (MOE), Ministry of Tourism (MOT) and Ministry of Industry, Trade and Small Industries (MITSII).

Effectiveness

With regards to effectiveness, the project was found to be highly effective in pursuing its first objective in building specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories. The project was also effective in providing support to export factories in improving their productivity and working conditions through training and support for factories, as well as the improvement of engagement between export factories and international buyers. Finally, with regards to the project's third objective, the project was found to have built a strong base for the cultivation of social dialogue through its tripartite approach. However, stakeholders interviewed expressed the need for greater efforts from the project in following up on social dialogue committees after their formation to ensure functionality of committees and to address any issues they may be facing.

Relating to the first objective, the project, in cooperation with the MOM, initiated the creation of a specialized export factory inspection unit, and developed training, an inspection checklist and tools for labour and occupational safety and health (OSH) inspectors. The project was found to be highly effective in enhancing the capacities of the MOM in relation to labour and OSH inspections. The project met its target of creating a specialized inspection unit for export factories consisting of 60 labour inspectors and 60 OSH inspectors⁵. The inspection training program was completed by the end of 2017 and has since been delivered to governorates outside of the project's scope (Damietta, Kafr ElSheikh and Marsa Matrouh). Stakeholders interviewed reported improvements in the harmonization of inspection practices following the project's interventions as a well. As part of the project, a standard inspection check-list and toolkit for inspectors was developed in a participatory and consultative manner. The checklist was reported by stakeholders interviewed to have contributed to increased efficiency of labour and OSH inspections, and has since been published on the MOM website, and circulated among the MTI, MOI, the Federation of Egyptian Industries (FEI), the industrial chambers, exporting councils, employer and worker organizations and the project's targeted export factories. The relationship between employers and inspectors is also reported to have improved in terms of a positive change in inspectors' behaviours/attitudes during inspection visits and increased awareness among employers of the inspection process. At the institutional level, the project was also successful in validating and finalizing two databases for labour and OSH inspectors, and in introducing a computerized process of inspection which is poised to automate the workflow of the national labour inspectorate and improve the effectiveness and efficiency of inspections by reducing the amount of paperwork for inspectors.

Relating to the second objective, the project worked to support export factories by providing technical assistance on labour productivity, implementing the Competitive Industries (COIN) training curriculum on productivity and labour compliance, and organizing international buyers' forums in the effort to improve engagement between Egyptian export factories and international buyers. Training conducted as part of the project at the factory level was viewed as successful by employers and workers interviewed. Positive feedback on the project's interventions was expressed with regards to the raising of awareness of workers' rights and duties and OSH standards, increased compliance with international buyers' social standards, improved employer-employee relations, improved human resource processes, reduction in turnover and linkages made between factories and international buyers. The project also successfully implemented more than 80% of the ILO's Competitive Industries (COIN) curriculum by the end of 2016, and the curriculum came to be shared with WISE and SCORE CTA.

⁵ Of these 120 trained inspectors, 35 inspectors were selected to receive training of trainers (ToT) sessions.

With regards to the third objective, the project organized a mass outreach program among workers to raise awareness on workers' rights and duties, promoted sound industrial relations at the factory-level through the introduction of dispute mechanisms and worker dialogue services, and the building of capacities of trade unions and sectorial chambers on tripartite and sectorial dialogue. The project's tripartite approach was found to represent a strong base for the cultivation of greater social dialogue, seen through the formation of and regular role played by the Project Advisory Committee (PAC, comprising of representatives from the MOM, ILO Cairo office, FEI, QIZ, employer representatives and trade union representatives. Three Annual Social Dialogue Conferences were also organized, bringing together representatives from the MOM, FEI, ETUF, EDLC and other actors to discuss the role of social dialogue and the ILO's strategic goals. The project played a significant role in building the capacities of trade unions and sectorial chambers on a variety of topics towards the promotion of social dialogue and sound industrial relations. Thirteen factories reported the formation of worker-management committees, and social dialogue committees were formed at the industrial zone-level in the 10th of Ramadan, Alexandria and Port Said. Despite the advances made by the project in cultivating greater social dialogue, however, stakeholders interviewed expressed the need for greater efforts from the project in following up on social dialogue committees after their formation to ensure functionality of committees and to address any issues they may be facing.

The evaluation did not find any evidence for unforeseen adverse effects caused by the project's interventions. However, through data collection, the evaluation team noted a positive unforeseen result in the replication of its training in other organizations, such as the WISE project, and in the greater levels of discussion among private sector workers of benefits, leave days, social insurance and maternity leave.

Risk Mitigation

The project was found to be mostly effective in mitigating the risks that occurred. The risks for which the project was found to have mitigated effectively were: The ongoing political uncertainty in Egypt; Government priorities and the policy environment changing significantly in the short-term; a low level of dialogue and trust, leading to low willingness of export factories to commit to engaging in dialogue with worker representatives in good faith and creating a workplace culture in which trade union rights can be fully exercised. However, the project's risks assessment and mitigation strategy did not include the risk posed by external factors on the sustainability of the results of the project. As will be noted, the project's sustainability is found to be mixed due to the lack of ownership and maintenance of the project's activities among national stakeholders in ensuring that processes implemented are self-sustained and continued following project completion.

Monitoring and Evaluation

The evaluation found the project to be in possession of a good monitoring and evaluation (M&E) system, seen in its establishment of baseline measures in the initial phases of the project and regular monitoring of project performance in the form of quarterly progress reports, and the launching of an end-line survey in 2018 to track progress made by the project across its objectives vis-à-vis the baseline measures. The evaluation finds, however, that the project's M&E system could be improved through the inclusion of indicators for behaviour change within its framework.

Efficiency

With regards to efficiency, the project experienced delays in the delivery of its activities, with much of the project's activities delivered between 2016 and 2017. However, the project was efficient in engaging in cost-sharing with the MOM and other organizations and ILO projects such as the "Decent Jobs for Egypt's Young People" (DJEP) project, Skills for Trade and Economic Diversification (STED), GIZ and the FEI and industrial chambers.

Impact and Sustainability

The project's achievements to date were found to have built a solid foundation for improved labour conditions in Egypt. However, the sustainability of the progress made by the project remains in question, in the absence of strong ownership of project-initiated activities by non-ILO entities beyond the lifetime of the project. Specifically, while the project's ToT approach to inspection training and the developed inspection checklists show a positive potential for sustainability beyond the project's lifespan, it remains to be seen if the MOM can demonstrate sufficient resources to maintain the computerized inspection systems introduced. There is also room for improvement in the sustainability of international buyers' forums as there has yet to be any indication that an organization other than the ILO will take on further iterations of the event. While the project's achievements in relation to the cultivation of greater social dialogue is oriented towards making a positive impact, the potential for sustainability of these achievements is low, with further interventions targeting improvements made on following-up on social dialogue committees identified by this evaluation as highly important.

Cross-cutting Issues

The project was found to be lacking with regards to a systematic incorporation of a gender mainstreaming approach despite some specific actions having been taken towards gender mainstreaming as part of the project. The evaluation observed that there is a lack of evidence of specific actions undertaken by planners and trainers to ensure that women workers' specific needs are taken into account in the delivery of trainings, and the evaluation has not come across any documentation indicating that the project conducted an assessment to determine the appropriate measures to be taken to increase the awareness and to ensure equal participation for women and men workers in economic life.

The evaluation found the project to have successfully adopted a human rights-based approach in its express aim to support the participation of all stakeholders. The project was also found to support the mechanisms for the enhancement of workers' rights, as seen in the finding that knowledge and awareness of workers' rights and duties increased among employers and workers interviewed as a result of training and awareness sessions conducted at the factory-level.

Conclusion

In conclusion, the ILO EEFMP has made notable efforts towards the promotion of decent work in Egypt, supporting compliance to fundamental labour rights and principles, sound industrial relations and improved working conditions in export factories. The project's design is found to be coherent and relevant, consisting of three objectives, each with their own corresponding sets of outputs and target indicators. The project was found to be effective in enhancing the capacities of the national labour inspectorate. The project was also effective in its support to improving the working conditions at the factory-level, through provision of training, awareness-raising and the organization of international buyers' forums. Despite progress made in opening a channel of communication among constituents through various social dialogue initiatives, there is room for improvement on the extent to which social dialogue committees are followed up on by the project after their formation. While the project was found to be efficient in the use of its budget, approach to cost-sharing and its utilization of ToT, the project also experienced delays in the delivery of its activities. The project's relative success stands as a solid foundation for improved labour conditions in Egypt, and is oriented towards making a positive impact. However, the potential of the sustainability of the progress achieved remains in question, especially in light of the lack of strong ownership of the project's activities by local actors to ensure its continuance beyond the lifetime of the project.

Recommendations

The evaluation forwards seven actionable recommendations which are addressed to ILO HQ, ILO Egypt and the EEFMP team, the government of Egypt and project donors. The recommendations are intended to be constructive and future-oriented, and include:

- The ILO and its implementation partners should build on the accomplishments of the Egypt Export Factory Monitoring Project by expanding its activities to all governorates.
- The MOM should also give special attention to the institutional sustainability by promoting the role of the performance enhancement & training centre within MOM.
- The ILO should maintain its advocacy efforts at the policy level, to further align national policies with international labour standards and fundamental principles and rights at work.
- The ILO should maintain and expand its efforts to build the capacities of trade unions, including independent trade unions.
- The ILO should enhance the sustainability mechanisms for social dialogue, especially focusing on extending the achievements made by the creation of the PAC and the 13 worker-management committees.
- Future ILO projects should enhance their M&E systems to include qualitative indicators alongside quantitative data to measure the satisfaction of trainees with the quality of the trainings delivered, the nature of change that occurs within factories, etc.
- The ILO should ensure that gender considerations are further integrated into the design of the project.

1 Introduction

1. The Universalia Management Group Limited (“Universalia”) is pleased to submit this evaluation report to the International Labour Organization for the conduct of the Independent Final Evaluation of the Egypt Export Factory Monitoring Project (EEFMP).
 2. The evaluation team would like to thank the International Labour Organization (ILO) staff and partners for their cooperation in facilitating the evaluation process.
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2 Project Background

2.1 Country Context

3. The Egyptian context in the period of time between 2011 and 2017 provided a very difficult background from which the ILO's Promoting Workers' Rights and Competitiveness in Egypt's Export Industries project operated.

4. Events occurring in the political context of Egypt between 2011 and 2014 seriously affected the country's socioeconomic context including the labour market.⁶ In January 2011, major demonstrations held by Egyptian youth led to unprecedented political turmoil leading to numerous profound changes occurred on the political scene.

5. Accompanying episodes of political and social upheaval were security crises, in the form of terrorist insurgency, and a global increase in the inflation rate, which was reflected by rises in prices of energy, electricity (by 50% in 2014), fuel and natural gas and food.

6. The events occurring during this period severely affected the Egyptian economy. Since 2011, large numbers of factories have shut down including factories in the textile and garment sectors – which represent the largest source of employment in the industrial sector (with approximately 1 million workers). Additionally, factories in this sector faced a number of challenges including increase in taxes, security risks during freight transport and high energy prices coupled with shortages of foreign currencies (specifically the US dollar).⁷

7. Meanwhile, unemployment rates remain high (13.2%) especially among young Egyptians and women.⁸ In 2017, youth unemployment represented 33.1% of the total labor force ages 15-24.⁹ Women represent 46% of the work force.

8. Prior to the revolution, the government permitted workers to only join unions affiliated with the state-controlled Egyptian Trade Union Federation (ETUF), established in the 1950s. Since the formation of Egypt's first independent trade union, Union of Real Estate Tax Authority Employees (URETAE) in 2008¹⁰, and the revolution of 2011, independent trade unions in Egypt have increased in numbers.

9. The right to strike in Egypt was tightly controlled prior to the revolution. However, in the years leading up to the revolution, labor rights advocates nonetheless began organizing workers to participate in strikes and protests. More than 1.7 million workers participated in nearly 2,000 unofficial strikes and

⁶ United Nations Development Programme 2018, <http://www.eg.undp.org/content/egypt/en/home/countryinfo/>

⁷ Ibid.

⁸ United Nations Development Programme 2018

⁹ World Bank Group 2017, Data: Unemployment, youth total (% of total labor force ages 15-24) (modeled ILO estimate), <https://data.worldbank.org/indicator/SL.UEM.1524.ZS?locations=EG>

¹⁰ <https://www.thefreelibrary.com/Real+Estate+Tax+Authority+form+Egypt's+1st+independent+union.-a0198319924>

protests from 2004 to 2008¹¹, demonstrating the insufficiency of the state-controlled union federation in protecting workers' rights and advocating for their wellbeing. Between 2008 and the 2011 revolution, workers began submitting articles of association to form independent trade unions. Most of these were rejected by the government.¹²

10. Following the revolution of 2011, then-Minister of Labor Ahmed Hassan El-Borai stated publicly that Egyptian workers should have the right to organize their own unions and federations.¹³ He pointed to Egypt's ratification of ILO conventions 87 and 98 in the 1950s as an existing government commitment to protect workers' freedom of association and their right to organize and bargain collectively¹⁴. While the law drafted around that time to formally establish these rights was never passed, workers were emboldened by his pronouncement and began to form unions unaffiliated with the official ETUF, and the government allowed these new unions to register.¹⁵

11. Workers established two primary alternative union federations — the Egyptian Federation of Independent Trade Unions (EFITU) in 2011, and the Egyptian Democratic Labor Confederation (EDLC), in 2013 — along with several smaller independent federations.¹⁶ By 2013, it was estimated that as many as 1,000 new independent unions in Egypt had been established.

12. In 2015, the official government federation, ETUF, began to push back against the proliferation of independent unions, filing a court case asserting that independent unions are illegitimate and unrecognized by Egyptian law.¹⁷ The ETUF bases its court case on the Trade Union Act No. 35 of 1976. This law establishes the legal framework for trade unions. It is in contradiction with international labor standards, specifically Convention 87 on Freedom of Association and Protection of the Right to Organize Convention (1948) ratified by Egypt in 1957.¹⁸ Moreover, Articles 76 of the 2014 Constitution gave the right to establish trade unions.

13. An Egyptian court began to hear the case in February of 2016 but a ruling has been postponed. In the meantime, the Ministry of Interior decreed on March 1 that the stamps of independent trade unions would no longer be valid on official documents.¹⁹

14. The ILO has determined that the March 1 decree effectively revokes the fundamental right to negotiate and publish collective bargaining agreements, and exposes union leaders to the risk of dismissal or arrest²⁰. Article 76 of the constitution establishes a legal right to democratically organize federations

¹¹ http://www.solidaritycenter.org/wp-content/uploads/2015/02/pubs_egypt_wr1.p . Extracted from http://www.fairlabor.org/sites/default/files/documents/reports/may-2016-independent-trade-unions-in-egypt_0.pdf

¹² <https://www.hrw.org/news/2016/04/30/egypt-unshackle-workers-right-organize?platform=hootsuite>

¹³ <http://english.ahram.org.eg/NewsContent/1/64/7652/Egypt/Politics-/>

http://www.ilo.org/global/about-the-ilo/newsroom/statements-and-speeches/WCMS_153009/lang--en/index.htm

¹⁴ http://www.solidaritycenter.org/wp-content/uploads/2015/02/pubs_egypt_wr1.pd

¹⁵ <http://www.industrialunion.org/archive/icem/icem-encouraged-by-draft-labour-law-in-egypt>

¹⁶ <http://www.madamasr.com/sections/politics/whatever-happened-egypts-independent-unions>

¹⁷ <http://www.madamasr.com/sections/politics/why-are-egypts-independent-trade-unions-trial>

¹⁸ International Labour Organization 2017.

¹⁹ <http://arabtradeunion.org/node/1364/founding-congress>

²⁰ http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_468116/lang--en/index.htm

and trade unions, and states that unions may operate freely, advocate for their members' rights, and protect their members' interests.²¹

15. While positive steps were made towards greater allowance of independent trade unions in the Egyptian context, 2017 saw the finalization of a draft Law on trade unions intended to replace the Trade Union Act No. 35 of 1976. Despite some promise prior to finalization of the draft Law of the allowance of a pluralism of trade unions, the draft Law was found by the ILO to fail to address long-standing concerns over the institutionalization of a single trade union system. Some of the main concerns forwarded by the ILO include the inability for independent trade unions to be recognized under the new Law²², the infringements made on workers to freely choose the trade union they wish to join, and the hindering of the formation of trade unions at various levels brought about by new stipulations on minimum membership requirements²³.

16. **In terms of alignment with international conventions²⁴**, Egypt has ratified 64 conventions of which 63 are in force. Egypt was one of the first states to join the International Labor Organization (ILO) in 1936 and the ILO country office in Cairo was established in 1959.

17. Key ILO conventions have been ratified including, amongst others²⁵:

- The 1930 Convention on Forced Labor Convention (No. 29) in 1955;
- The 1948 Convention on The Freedom of Association and the Protection of the right of Organization (No. 87) in 1957;
- The 1949 Right to Organise and Collective Bargaining Convention (No. 98) in 1954
- The 1947 Labour Inspection Convention (No. 81) in 1956
- The 1957 Abolition of Forced Labour Convention (No. 105) in 1958

²¹ <http://www.sis.gov.eg/Newvr/consttt%202014.pdf>; <http://www.sis.gov.eg/Newvr/Dustor-en001.pdf>

²² Concerns were raised over the provision of continuance of the legal personality only to trade unions registered under the Trade Union Act No. 35 of 1976, as such a provision jeopardizes the legal recognition of trade unions which had been registered from 2011 onwards, following the Ministerial Declaration on Freedom of Association of that year. Further, the State Advisory Council is reported as having "issued a statement on 21 December 2016 stipulating that the Ministry of Manpower and Immigration shall not accept applications for registration from independent trade union organizations and that, as a result, there has been severe obstruction and interference with the internal trade union affairs of the organizations registered under the Ministerial Declaration." Source: http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3523915

²³ As part of the draft Law, the number of workers required to establish a trade union committee at the enterprise level was raised from 50 to 250. Furthermore, the draft Law stipulates that a minimum of 15 enterprise unions and 20,000 workers are required for the establishment of a general, sectoral trade union, while 10 general, sectoral trade unions and 200,000 workers are required to establish a trade union federation. Source: http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3523915

²⁴ As part of the draft Law, the number of workers required to establish a trade union committee at the enterprise level was raised from 50 to 250. Furthermore, the draft Law stipulates that a minimum of 15 enterprise unions and 20,000 workers are required for the establishment of a general, sectoral trade union, while 10 general, sectoral trade unions and 200,000 workers are required to establish a trade union federation. Source: http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3523915

²⁵ International Labour Organization 2017, http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:102915

- The 1951 Equal Remuneration Convention (No. 100) in 1960
- The 1958 Discrimination (Employment and Occupation) Convention (No. 111) in 1960
- The 1976 *Convention on Tripartite Consultation* (International Labor Standards) (No.144) in 1982;
- The 1999 Worst Forms of Child Labour Convention (No. 182) in 2002

18. Furthermore, in 1998, as an active member of ILO, Egypt committed itself to adhere to the ILO's *Declaration on the Fundamental Principles and Rights at Work*, which laid the foundations for International Labor Standards. As stated by Peter van Rooij, ILO Cairo Director:

"2017 was declared the Year of Women by H.E. Abdel Fatah El Sisi the Egyptian President, and the ILO's commitment to enforce women's economic empowerment efforts comes from its belief that their potential is able to gear other dimensions of empowerment and economic growth."²⁶

19. In Egypt, the ILO focuses on three areas: employment, social dialogue and social protection. Under each priority, some main issues are²⁷:

- Employment and Skills; Enterprise Development; Green Jobs
- Social Dialogue; Working Conditions and Occupational Safety and Health
- Social Protection; Social Security and Social Assistance, People with Disabilities; Labour Migration; Child Labour

20. The organization also works on two cross-cutting themes on Employers & Workers and Gender Equality & Women's Empowerment. ILO is currently conducting 13 projects under these various topics.

2.2 Project Objectives

21. **The project *"Promoting Workers' Rights and Competitiveness in Egyptian Export Industries"*** started in October 2011 and ended in March 2018. As highlighted in the Terms of Reference (TOR) of this assignment and as read in project documentation, the overall political and economic situation has deeply impacted the labor market and consequently the ILO's activities in Egypt.

22. It is in this complex and fast evolving context that the *"Promoting Workers' Rights and Competitiveness in Egypt's Export Industries"* project was implemented. The project focuses on three main objectives:

- 1) To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories;
- 2) To support export factories to improve productivity and working conditions;
- 3) To support the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives.

²⁶ International Labour Organization 2018, Decent Work in Egypt 2017 Results.

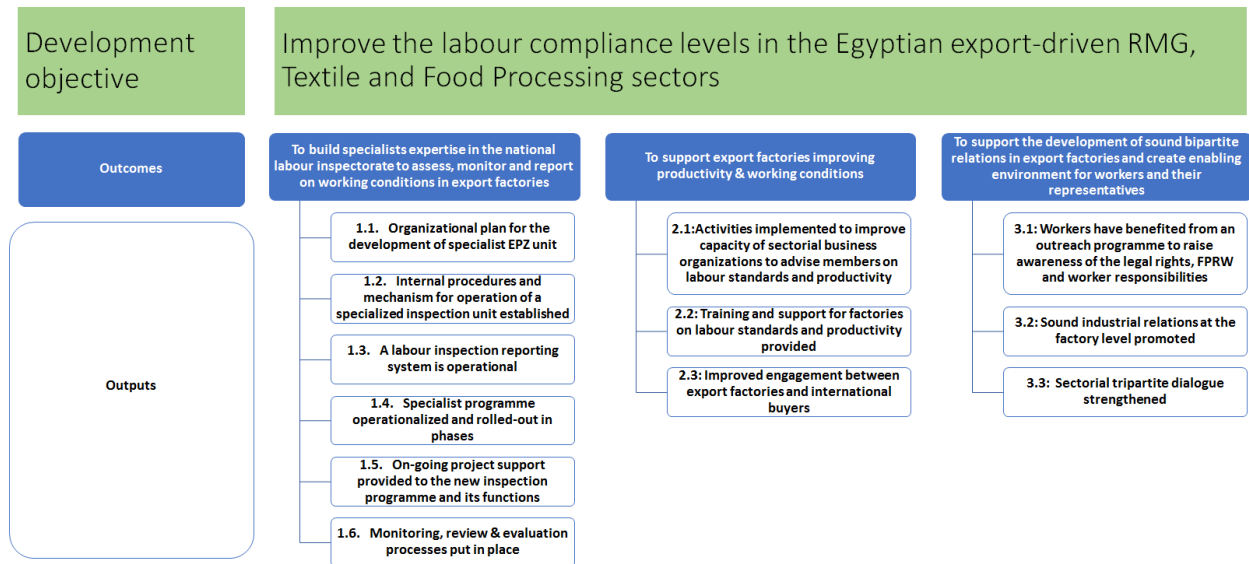
²⁷ (International Labour Organization 2018).

23. The project aims to improve outcomes for employers and workers in labour-intensive export sectors, for example the ready-made garments (RMG), textiles and food processing sectors. While the textile and garments sector, in particular, is important to the Egyptian economy, several long-running issues related to labour have continued to hamper the sector’s performance, such as: inefficiencies and low productivity levels due to an acute shortage of trained workers and managers; high turnover and absenteeism; poor human resource management; and insufficient number of inspectors²⁸.

24. Despite its start in 2011, the project faced delays in its implementation, resulting in the commencement of the bulk of its activities from the end of 2013 onwards. The delays are reported to have been a result of the tumultuous political environment brought about by the revolution in 2011, and the frequent reshuffling of the cabinet and, consequently, the Minister of Manpower during this period²⁹. As such, the project’s activities are reported to largely have begun from the fourth quarter of 2013, during which the project implemented its first round of training of labour and OSH inspectors drafted a Protocol of Cooperation with the MOM, and conducted a capacities assessment of labour and OSH inspectors and the perception of inspection systems in Egypt.³⁰

25. The project targeted the achievement of the following objective, outcomes and outputs.

Exhibit 2.1 Project’s logic model



²⁸ ILO, Terms of Reference, Independent Final Evaluation of Promoting Worker’s Rights and Competitiveness in Egyptian Export Industries, p.3-5.

²⁹ Joint Independent Interim Evaluation, “Promoting Worker rights and Competitiveness in Egyptian Export Industries Project,” p. 21.

³⁰ Q4 2013 Progress Report.

3 Evaluation Background

26. As stated in the TOR (included under Appendix I), the purpose of this independent evaluation is to:

- independently assess the results achieved of the project across the three objectives and 12 outputs; assessing final performance and delivery as per the foreseen targets and indicators of achievement; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Egypt;
- provide strategic and operational recommendations as well as highlight lessons learned and best practices to improve performance and delivery for similar future projects.

27. The evaluation covers all the objectives and outputs of the Promoting Workers Rights and Competitiveness in Egyptian Export Industries project, paying 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 assesses all key outputs that have been or were planned to be produced since the start of the project.

28. In particular, the evaluation aims to guide ILO management on the performance of the project (including areas of success and/or challenges) and provide lessons learned for future projects of a similar nature by assessing:

- Relevance of the project and coherence within national development priorities/frameworks (and evolving context), both on paper and as perceived by the tripartite stakeholders
- Overall progress made towards achieving project objectives
- Any potential shortcomings in project delivery and highlight them clearly together with any identified causes for such underperformance
- Internal and external factors that influenced project implementation and delivery
- The extent of government buy-in, support and participation in the project, as well as follow-up and uptake following project activities
- Level of buy-in, participation, follow-up and uptake of project activities by social partners
- Synergies with other relevant ILO and US government programmes and activities, as well as any other relevant initiatives by Egyptian constituents (tripartite)
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Project's efficiency in resource use
- Systems for risk analysis, assessment and monitoring
- Potential for sustained impact.

Evaluation users

29. This evaluation has been carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal. Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in Egypt or countries in similar situations.

30. The primary users of the evaluation are the United States Department of Labor (USDOL) and the United States Department of State as donors of the initiative, the Government of Egypt as a recipient country, constituents and the ILO as implementer of the project, as well as other relevant stakeholders. ILO offices and staff involved in the project (Decent Work Team 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 also use the findings of the report. Tripartite constituents and other parties involved in the execution of the project will use, as appropriate, the evaluation recommendations and lessons learnt.

Evaluation Team

31. The evaluation team was composed of Mrs. Rima Slaibi, the evaluation Team Leader, Mr. Awny Amer Morsy, Senior National Consultant, and Mr. Ahmed Amin Mohamed and Mr. Zachariah Su, support analysts.

Evaluation criteria and questions

32. The evaluation has been conducted in line with ILO's policy and guidelines for evaluation which adhere to the OECD DAC principles³¹ and UNEG Norms and Standards for Evaluation³². The evaluation covers the following evaluation criteria:

- Relevance and strategic fit
- Effectiveness of project implementation and management arrangements
- Efficiency of resource use and project set-up
- Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes
- Sustainability and continuation of project-induced activities and impact beyond the project's lifespan.

33. The evaluation has followed a human-rights-based approach by promoting and protecting human rights. This means that the evaluation has included considerations that ensures that (i) the evaluation design supports the participation of all stakeholders, including the most vulnerable groups and promotes international treaties on human rights (ii) supports mechanisms for the enhancement of workers' rights and (iii) provides access of the evaluation results to all stakeholders.

³¹ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000).

³² United Nations Evaluation Group (2016). Norms and Standards for Evaluation.

34. In addition, the evaluation has also included gender equality as a mainstreamed approach and concern. This has included (i) the application of gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) the inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) the inclusion of qualitative methods and use of mix of methodologies, (v) a gender-balanced evaluation team, and (vi) the assessment of outcomes to improve lives of women and men. The analysis of gender-related concerns is based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September 2007).

35. In line with the results-based approach applied by the ILO, the evaluation focuses on identifying and analysing results by 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.

Evaluation Matrix

36. The evaluation team produced an evaluation matrix reflecting the evaluation criteria and questions set out in the TOR. This is available in Appendix II.

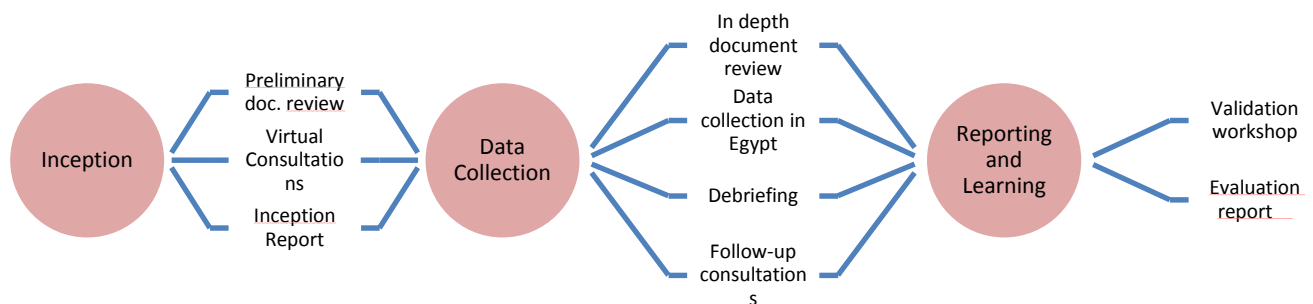
4 Methodology

4.1 Overall approach

37. The basic conceptual framework used for this evaluation is the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*. As stated above, the evaluation has been implemented under the ILO regular policies and procedures and adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from DAC/OECD and UNEG Standards.

38. The evaluation was sequenced in three phases: (a) inception (b) data collection (c) reporting and learning, as shown in Exhibit 4.1.

Exhibit 4.1 Phases of the evaluation



39. Following a preliminary document review and virtual consultations with main project stakeholders (including ILO Evaluation Manager, USDOL, and project team), the evaluation team produced an inception report that outlined the evaluation methodology, the evaluation matrix (Appendix II) and data collection tools (Appendix III).

40. Data collection took place over 13 days between Sunday 25 February and Tuesday 22 March. During this time the consultants undertook interviews in person in Egypt and by telephone and skype. The evaluation team also conducted an in-depth document review. A debrief presentation was delivered on the 20th of March 2018 to the ILO Egypt country office to review the data collected and preliminary findings. Finally, the team conducted additional follow-up consultations and document review to fill gaps and complete the data collection phase.

41. As will be outlined in section 4.3, the evaluation team leader was unable to personally conduct the country mission in Egypt due to delays experienced in obtaining a security clearance for travel. Despite this, the evaluation team leader remained responsible for: desk review of relevant documents; conducting inception interviews and producing inception report (including data collections tools and sampling strategy); liaising with the evaluation manager and ILO Egypt staff to organize logistics and meetings for the evaluation; providing guidance to the national consultant and troubleshooting obstacles occurring during the data collection; conducting virtual interviews and participating in meeting with national staff via Skype; conducting quality assurance on interview notes and collected data; systematically analysing

data through the use of data analysis software; and writing of the report in consultation with the national consultant.

42. Once all data was collected, the evaluation team proceeded to data analysis. Data was analysed systematically and summarized and informed the formulation of preliminary findings. Preliminary findings were validated during a validation workshop with all project stakeholders (held on March 22nd, 2018). The evaluation team then drafted this final report, which has been submitted to ILO on June 12th, 2018.

43. The various methodological elements of the evaluation are each discussed below.

4.2 Data sources

44. The evaluation has collected and analysed data from primary (interviews) and secondary (documentation) sources to interpret, triangulate, and evaluate all evaluation findings, draw conclusions, lessons learned, best practices and present the recommendations of the evaluation.

Document review

45. The document review forms the backbone of the evaluation. This review included an analysis of relevant materials, including the project document, progress reports, project outputs, results of internal planning, baselines and follow-up indicators. The in-depth document review analyzed, on the one hand, the project proposal and the progress reports made by the project team to identify milestones reached, challenges and delays in delivery of activities, if any. Documents related to the use of resources, budget and execution of the Project were also reviewed to evaluate the efficiency in the use of resources.

46. In addition, external information relevant to understanding the context in the country and other ILO reports and publications were reviewed. The evaluation team identified additional reports and documents that were needed for the evaluation and analysed the United Nations Development Assistance Framework (UNDAF), financial reports, meeting minutes of the project committee meetings, monitoring and evaluation (M&E) data, and secondary quantitative data relevant to the project outcomes, such as on the labour inspectorate performance, working conditions, wage levels, employment creation in export industries, etc.

47. A full list of documents reviewed is available in Appendix V.

Individual and Group Interviews

48. The evaluation conducted a 12 days data collection in Egypt. Three virtual interviews were conducted to complement the collected data. A total of 251 individuals were interviewed as part of the data collection undertaken by the evaluation. This number includes individuals interviewed individually and as part of focus group discussions. 161 individuals were male (64.1%), while 90 were female (35.9%).

49. Focus group discussions were also conducted with inspectors from the Ministry of Manpower (MOM) and workers from export factories. In total, 24 focus group discussions were carried out during the country mission to Egypt. 21 of these focus group discussions were with workers from export factories, while three focus group discussions were conducted with OSH and labour inspectors from the MOM. In total, 117 export factory workers were consulted through the focus group discussions, 37 OSH and labour inspectors were consulted. The number of individuals who participated in each of these focus groups discussions ranged from eight to 15 persons.

Sampling

50. In order to maximize data collection in Egypt, the evaluation team sampled factories at the governorate level based on the diversity of project interventions and on received services' comprehensiveness. Proximity was also a criterion for the selection of the governorates to be visited. The chosen sample of governorates includes two types of governorates:

- Governorates receiving the most comprehensive services, having the highest scores in terms of diversity of stakeholders.
- Governorates with the lowest scores, where ILO's services were less comprehensive.

51. This sampling allowed the evaluation to compare conclusions on project design, as to whether the project results vary depending on the comprehensiveness of the delivered services. The sampling plan is attached in Appendix IV for further details.

52. In-depth individual and group interviews were conducted with the project's partners, key stakeholders such as MOM, donors, ILO HQ, as well as project beneficiaries (direct and indirect, including labour inspectorate, workers and employers' organisations, etc., that have received direct support from the project and workers and managers in the factories that have been serviced by direct recipients of the project). Exhibit 4.2 presents the number of stakeholders interviewed during data collection.

Exhibit 4.2 *Number of stakeholders interviewed, per category of stakeholders*

CATEGORY OF STAKEHOLDERS INTERVIEWED	NUMBER OF STAKEHOLDERS INTERVIEWED
Project and ILO Egypt staff	25
USDOL	3
Project partners (Tripartite constituents including MOM, ETUF, EDLC, FEI)	28
Labour and OSH inspectors	37
Employers (including employers & management & HR unit staff) <ul style="list-style-type: none"> – Giza (13) – Alexandria (13) – El-Gharbia (13) – Kalyoubia (2) 	41
Workers <ul style="list-style-type: none"> – Giza (28) – Alexandria (27) – El-Gharbia (48) – Kalyoubia (14) 	117
TOTAL	251

53. A full list of interviewees is available in Appendix VI and interview protocols are included in Appendix III.

4.3 Limitations

54. Kindly find below some limitations faced while conducting this evaluation and mitigation strategies that were adopted to minimize their impact on the evaluation quality and results

55. The timeline of the evaluation was tight, with less than two months separating the submission of the inception report and the submission of the final evaluation report. Additionally, there was limited time dedicated to some interviews (approximately 30 minutes). In order to mitigate this constraint, the evaluation team privileged, whenever possible, group interviews and focus group discussions in order to collect perceptions of the large diversity stakeholders of the project. In total, the evaluation team conducted interviews with 251 interviewees.

56. Due to a delay in obtaining a security clearance, the evaluation team leader was unable to participate personally in the country mission in Egypt which posed the following challenges in the evaluation process: (a) reduced the coverage of the interviews and the number of stakeholders interviewed; (b) reduced the time available for the conduct of some interviews; (c) minimized the participation of the team leader in the data collection process. In order to mitigate these challenges, the following actions were taken:

- a. The Team leader attended some data collection sessions virtually.
- b. Constant communication among the team members was adopted to critically reflect on collected data and solve any encountered obstacles during data collection.
- c. During the 12 days of in-country data collection, detailed interview notes were taken for each meeting by the national consultant. Interview notes were then shared with the Team leader.
- d. The in-country collected data was complemented by a systematic document review.
- e. The Team leader conducted a systematic data analysis, using a qualitative data analysis software, to ensure that data is triangulated and that findings are evidence based.
- f. Constant communication among the team members was also adopted to critically reflect on collected data and solve any encountered obstacles during data collection.

57. Limitations on the monitoring and evaluation (M&E) system of the project were also noted. Although the project's M&E system provides some data on activities' implementation and outputs, the available data was not comprehensive in providing sufficient information in terms of behaviour change and other relevant outcomes. This represented an obstacle to assessing effectiveness comprehensively.

5 Findings

5.1 Relevance and Coherence

Finding 1: The EEFMP is seen as highly relevant by project stakeholders. It is also aligned with the ILO Strategy for North Africa.

58. During interviews with project stakeholders, the majority of interviewees indicated that the EEFMP is **highly relevant**. Its adoption of a three-pronged approach - targeting simultaneously the MOM and its inspectors, worker and employer organisations, and indirect beneficiaries at the grassroots level such as factories' management and workers, was seen as innovative as it allowed the MOM, trade and workers' unions and representatives of employers to "sit at the same table".

59. In order to ensure that the project design responds to the stakeholders' needs, the project conducted **needs assessments** of the MOM, the national inspectorate, and selected sectorial business organizations.

60. A preliminary scoping and consultation exercise was undertaken between January and February 2012 involving 35 MOM senior officials. The aim of these needs assessment meetings was for the MOM to provide input in laying the foundations of the project through the presentation of their consolidated needs. As reported in the project's M&E plan, the project in turn based its design of its three-phase capacity building program for the MOM on these meetings.

61. A needs assessment was also conducted within the inspectorate with the view of identifying its requirements in terms of training and equipment. Additionally, the needs assessment aimed to measure the capacities of labour and OSH inspectors in Egypt and the perception of the inspection system in the current context. The needs assessment was carried out through field visits to eight governorates³³ in the fourth quarter of 2013. Based on the needs assessments conducted, the project commenced the development of a strategic plan and budget for an inspection program and the creation of a specialized inspection unit, resulting ultimately in the development and subsequent approval by the MOM of a three-year strategic plan in 2015.

62. The project also conducted a needs assessment with the FEI in the first quarter of 2014 as part of its broader aim of identifying the training and resource needs from sectorial business organizations. Another series of needs assessments and organizational audits were carried out by the project in the fourth quarter of 2015 on the industrial chambers and export councils of the Food, Readymade Garment and Textile sectors in Egypt. As a result of these needs assessments, a strategy for communications and restructuring was developed and finalized to introduce best practices, as well as internal and external communication approaches. The strategy was ultimately introduced in the industrial chambers, Port Said Investor Association, 10th of Ramadan Investor Association and Alexandria Business Association.

63. Baseline studies were also carried out prior to the implementation of the project to identify the gaps, the best approach to address these gaps, and to ensure that the project's logic is suitably conducive to implementation. A baseline survey of workers and employers was also completed in December 2014

³³ Cairo, Giza, Kalyoubia, Sharqia, Gharbia, Alexandria, Port Said and Ismailia

and aimed to establish measures of satisfaction with working conditions and industrial relations prior to project implementation. A final project assessment was launched in October 2017 to assess the satisfaction of workers and employers with regards to working conditions, industrial relations and the performance of inspectors. The final study also aimed at monitoring any changes among sectorial business associations following the project's implementation of a communications and restructuring strategy. This final end-line survey report was published in the first quarter of 2018.

64. It should be highlighted that it was revealed during interviews with MOM representatives that the project is seen in high regard by ministry officials, with one mentioning to the interviewer that it is the best project they have seen. The project is currently seen as a potential model and success story and is being studied for potential replication in Iraq, particularly with regards to raising the capacities of the labor & OSH inspectors through the development of an electronic data base as implemented by this project (see Appendix VII [in Arabic]).

65. The project is found to be relevant in its orientation towards benefitting Egypt's export industries not only in the engagement of activities aimed at increasing productivity, improving labour standards and industrial relations, but also in creating greater labour stability and compliance to international standards with the intention of making the sector more attractive to international buyers and investors in the process.

66. According to the Decent Work in Egypt - 2015 Results published by ILO, the ILO Strategy for North Africa (2012–2015), entitled "Employment for Stability and Socio-Economic Progress," commits all stakeholders to pursuing three interrelated objectives: 1. creating opportunities for young women and men and the most vulnerable, 2. empowering social partners and other stakeholders, and 3. extending and improving social protection. The project aligns strongly with the latter two objectives. It empowers social partners and other stakeholders through the provision of support to factories, and development of sound bipartite relations in export factories. It further extends and improves social protection through the building of special expertise in national labour inspectorate and through the development of bipartite relations.

Finding 2: The design of the project was coherent, it successfully adopted a tripartite approach, where project pillars were consistent in addressing the needs of all tripartite stakeholders.

67. The ILO EEFMP consisted of three overarching objectives, and 12 corresponding outputs. The majority of stakeholders interviewed viewed the design of the project as logical, realistic and coherent.

68. The project included three key objectives which reflected the tripartite approach and the concerns of constituents. The tripartite model found within the project is typical of ILO initiatives, and stands as one of the hallmarks of the ILO's practices at large. Stakeholders interviewed highlighted the express involvement of tripartite constituents over the course of the project as a key aspect of the project design. Several ILO project staff expressed previous long-standing difficulties in including government actors, employers and workers in a single, consultative framework in Egypt. MOM staff highlighted the linkages made between the design of the project and the priorities and needs of the MOM, Trade Unions and Employers' associations.

69. Thirteen worker-management committees at the factory level were established over the course of the project's lifespan. As part of the project's tripartite approach, and its objective to support the development of sound bipartite relations, the project contributed to the formation of these worker-management committees through the provision of support in the development of the framework of topics to be addressed during committee meetings, scheduling of such meetings, and in establishing a procedure

for the recording and follow-up on decisions made during such meetings^[1]. Industrial relations were also improved via the use of other mechanisms such as the introduction of open door policies between employers and workers, or grievance mechanisms such as complaint and suggestion boxes. The effectiveness of the project's efforts to improve social dialogue among tripartite constituents will be discussed in greater depth (see Finding 7).

70. **Changes made to project design:** The project's design with regards to its three overarching objectives and their corresponding outputs remained unchanged throughout the lifetime of the project. The substantial change, however, to the project's design was seen in the development of a new results framework, which included an updated set of target indicators. The changes made to the target indicators for all objectives can be seen in Exhibit 5.2, and the updated set of indicators began to be reported on in quarterly progress reports from the third quarter of 2016. According to the interim evaluation of the project, the development of the new results framework came about as a response to USDOL recommendations made to the ILO following a joint mission carried out by USDOL and ILO representatives in 2014. The new framework is posited to focus on increasing employers' compliance with international labour standards through the introduction of measurable indicators which work towards assuring the delivery of the project's interventions to the targeted 100 factories.

71. It should be noted that prior to the introduction of the indicators, progress reports reported on qualitative data on workshops conducted in factories which worked towards strengthening factories' compliance, as well on the number of participants in such workshops. It was only after the introduction of the new indicators that progress reports display quantitative measures of the number of factories which have improved their rates of social compliance.

72. The evaluation team found that, at the factory-level, no major changes were made to the project design over the project's lifetime. The only changes in the project that were observed by employers and workers were in relation to the methodology and content of training sessions which came as a result of the flexibility and interactivity of such sessions.

^[1] Factory-level worker-management committees were formed in: Alexandria Clothing, Alexandria Apparel, Puttmann, Jade, Blue Nile 2, Daltex 1, Mass Food, Blue Nile 1, CCC, Zaafrania, Marib International Garment, E-msa, Fablous (Source: Copy of Factory Tool – 2018 excel spreadsheet)

Exhibit 5.1 Changes made to target indicators in ILO EEFMP results framework

IMMEDIATE OBJECTIVES	CORRESPONDING KEY INDICATORS 2011 – Q2 2016	CORRESPONDING KEY INDICATORS Q3 2016 – Q4 2017
<p>Objective 1: To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories</p>	<ol style="list-style-type: none"> 1. Strategic plan developed a central level and implemented for creation and functioning of new labour inspection program in relation to export factories 2. General awareness raising program of the new campaign at central level for all inspectors and representatives of workers and employers 3. 60 labour inspectors and 60 OSH inspectors provided with specialized training and equipped to be able to deal primarily with inspection of export factories 4. Around 1000 factory inspections within first full year of unit's operation (more in subsequent years) 5. Transparency of reporting on inspections enhanced through bi-annual reporting 	<ol style="list-style-type: none"> 1. At least 50% of the exporting factories are satisfied of the inspectors' performance and the advising role in the targeted sectors 2. At least reduction of 20% of warning and violations in the targeted industrial zones of the current percentage (contractual violations, documentary records, holiday provision, overtime problems and working environment) 3. % increase in the share of persons/workers working in companies visited by inspectors in exporting zones, as publicly reported by the ministry 4. At least two bi-annual reports were published and discussed with project stakeholders
<p>Objective 2: To support export factories to improve productivity and working conditions</p>	<ol style="list-style-type: none"> 1. Improved capacity of sectoral business organizations to advise members on labour law compliance and productivity issues 2. Programme of support and advice for export factories on labour and productivity issues, provided by team of professional advisers 3. Improved HRM systems implemented in participating factories 4. Improved labour law compliance and productivity in participating factories 5. Creation of Buyers' Forum to enhance engagement between international buyers and Egyptian suppliers on productivity, social standards and related issues 	<ol style="list-style-type: none"> 1. By the end of the project, workers' satisfaction levels is improved and increased at the rate of 10% of the current percentage 2. By the end of the project, 25% of the targeted exporting factories turnover decreased at rate of 30% of the current percentage 3. At least 50% of participating factories improving the efficiency of their HRM 4. At least 50% of participating factories improving their compliance with international buyers' social standards 5. Number of international buyers as a percentage of the global market that actively take part in the Buyers' For a (RMG/Textiles and Food)

IMMEDIATE OBJECTIVES	CORRESPONDING KEY INDICATORS 2011 – Q2 2016	CORRESPONDING KEY INDICATORS Q3 2016 – Q4 2017
<p>Objective 3: Support the development of sound bipartite relations in export factories to create enabling environment for workers and their representatives</p>	<ol style="list-style-type: none"> 1. Improved social partnership and reduction in labour disputes in the selected export sectors, including the launch of and support for sectorial dialogue platforms 2. Establishment of worker-employer committees in key export sectors 3. Worker awareness training delivered to at least 50,000 workers 	<ol style="list-style-type: none"> 1. Number of workers representatives has improved their capacities on dispute resolutions, social dialogue at factory and sectorial levels, and on the labour code and ILS (at least 1500 worker representatives, employers and unionists) 2. Number of effective sectorial dialogue platforms operational at the governorate level/industrial zones (at least two sectorial bipartite dialogue platform (Textile/RMG and Food) 3. Number of exporting factories have improved the industrial relations at factory level and adopting/improved the disputes resolution process and formal grievance procedures (at least 12 factories of the targeted export factories) 4. At least 10% of the workforce in the targeted factories and industrial zones has improved/applied their awareness of their rights and duties with respect to the labour code at the rate of 20%

73. **Suggestions to add to project's design:** While the project was seen as coherent by the majority of stakeholders interviewed, the evaluation team found recurrent suggestions made by stakeholders interviewed:

- a. Despite the project's alignment with international labour standards, the evaluation team found that the project's focus on child labour is subject to improvement. There are some indications of efforts made, on the part of the project, to address issues of child labour in targeted export factories. For example, according to the first quarterly report of 2017, two workshops were organized targeting 49 labour inspectors on child and women labour inspection. However, this evaluation finds that child labour could be more substantially and systematically addressed within the project's design. As will be noted in this report's finding on the project's effect at the factory-level, 24 factories were found to have chosen to discontinue the project's interventions for a variety of reasons, of which employment of child labour was one of them (see Finding 6 paragraph 150).

- b. Employers interviewed were appreciative of the project's efforts to improve the engagement between export factories and international buyers, especially in its organization of annual buyer's forums since 2016 as seen most recently in the organization of "Destination Africa 2017" in collaboration with RMG and textile exporting councils. While employers interviewed were largely positive in their view of such forums, with some reporting success in gaining international clients as a result of participation in these forums and most requesting continued annual organization of such forums, some interviewed expressed the need for even more emphasis on aiding factories with the exporting aspect of their operations within the project design. Suggestions were made for the inclusion of an even greater number of buyers and investors during events organized, and for the use of staff who specialize in event management for such forums.
- c. In this regard, some employers interviewed highlighted the possible usefulness of replicating the efforts of the Better Work (BW) programme, an ILO and IFC joint initiative, in building partnerships with brands and retailers as well other supply chain actors, such as sourcing agents or intermediaries. This stems from the view of a few employers interviewed that the project could work towards connecting factories with international buyers through more direct means, rather than through organizing annual buyers' forums. It should be reiterated, however, that despite suggestions made, employers interviewed largely expressed their appreciation of the inclusion of improving engagement between Egyptian export factories and international buyers within the project design.

74. Additionally, it should be noted that a pilot BW programme has been approved to be implemented until 2018 at the request of the Egyptian government. The pilot programme is implemented with the aim of complementing the progress made by the EEFMP thus far. The BW programme is centred on conducting compliance assessments of individual factories based on core labour standards and other national labour laws of the participating country. Compliance assessments focus on eight "clusters" which include OSH, working conditions and other labour standards such as child labour, discrimination, forced labour and the freedom of association and collective bargaining.

75. The EEFMP can be seen as an adaptation of the BW programme in its focus on conducting assessment to increase factories' compliance with labour standards. One of the main distinctions between the EEFMP project and the BW programme, however, is the BW program's use of external, independent inspectors to conduct the assessments within the factories and the making of reports on compliance accessible to the public. On the other hand, the EEFMP's objective to build specialist expertise in the national labour inspectorate in export factories focused on national, rather than external, inspectors conducting inspections in factories, and the reports of the inspections were not made public. The introduction of the pilot BW programme in Egypt thus provides the possibility that compliance assessments will be conducted by external inspectors, and that such assessments will be made public, as per BW programme practices.

Finding 3: The project is successful in forming appropriate partnerships. Evidence was found for steps taken, on the part of the project, towards expanding partnerships, especially with other government ministries, donors, and relevant projects.

76. The evaluation team found that the project succeeded in selecting appropriate partners. The project has demonstrated success in building synergies with other organizations and has shown steps made towards greater collaboration with other government ministries such as the Ministry of Investment

(MOI), Ministry of Local Development (MLD) and Ministry of Industry, Trade and Small Industries (MITS), Ministry of Education (MOE), and Ministry of Tourism (MOT). The efforts made by the project to engage with these ministries through its activities will be explicated in subsequent paragraphs.

77. **Building of synergies with external organizations:** The EEFMP has sought out partnerships with other organizations to build synergies between other organizations' initiatives.

78. A partnership agreement between the ILO EEFMP, the Danish Federation of Trade Unions and the Danish Confederation of Salaried Employees and Civil Servants (LO/FTF) Council and the Confederation of Danish Industry (DI) was finalized in 2015 after a series of meetings over the course of 2014. The aim of the partnership is to synergize the activities of all parties with regards to the development of sectorial tripartite dialogue among social partners in Egypt. The partnership also aims to focus on knowledge and experience exchange between the ILO EEFMP, LO/FTF Council and the DI with regards to industrial relations and social dialogue mechanisms. The partnership produced a specialized seminar in 2014 on social dialogue and its role in promoting productivity, competitiveness and decent work which targeted 30 of the project's factories, as well as workers' organizations.

79. Furthermore, the EEFMP has collaborated with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) beginning in 2015 following the signing of a memorandum of understanding (MoU) between the parties. A labour market access program was developed in 2016 as a result of this collaboration, ultimately producing a scientific tool to calculate the cost of employee turnover. The intended goal of the tool is to help companies better visualize financial management and human resources decisions through the use of this tool. The tool was launched in the Port Said governorate and the project, as of the end of 2016, replicated this tool for use in six of its targeted governorates, namely: Port-Said, Alexandria, Sharqia, Giza, Qaliubeya, and Gharbia .

80. The project also built synergy with USAID's Workforce Improvement and Skills (WISE) project. WISE aims to improve technical secondary education in order to meet the labour demands of the market, minimize skills mismatches and link students with jobs. In the context of Egypt, WISE aims to update technical secondary education in 11 governorates, improve workforce skills and advocate for workforce development. The ILO Exporting Factories project supported WISE by providing its list of targeted factories and assisted in nominating 25 factories in five different governorates to benefit from the program. Significantly, the project also shared Competitiveness Industries (COIN), a training module for medium and large-scale export companies developed by the ILO, with WISE and contracted 6 ILO project advisors to work with WISE (for more on COIN, see Finding 6 paragraph 137).

81. The project also established strategic partnerships for the purpose of improving engagement between export factories and international buyers. The project established partnerships with Sedex, a British non-profit organization, and Social Accountability International (SAI), an American organization, over the course of the organization of its buyers' forums for the food and textile sectors respectively, as well as its Destination Africa events held in 2016 and 2017. Both partners were involved in initial meetings for the events and provided support to the project through the use of their communication networks to send invitations for the events.

82. **Towards collaboration with more government ministries:** The project has had success in establishing partnerships with other organizations and their respective projects or programmes. Over the course of its lifetime, the EEFMP has focused on its partnership with the MOM. Interviews conducted with stakeholders provided suggestions for the expansion of the number and diversity of the project's partnerships. Other government ministries, such as the Ministry of Investment (MOI) and the Ministry of Trade & Industry (MTI), were suggested as possibly beneficial to the pursuing of the project's aims, especially in relation to the navigation of laws and ministerial decrees with regards to investment.

83. The evaluation team was able to find some activities carried out by the project which involved the participation of ministries other than the MOM, indicating steps taken towards greater collaboration with a wider variety of Egyptian government ministries and the project.

84. The project has invited government ministries other than the MOM to participate in workshops. An example of this can be seen in the organization of a three-day workshop in 2015 on the three-year inspection programme strategic plan which included not only trade unions, Federation of Egyptian Industries (FEI) representatives and MOM officials, but also representatives from the Ministry of Investment (MOI), Ministry of Local Development (MLD) and Ministry of Industry, Trade and Small Industries (MITSI).

85. Also in 2015, the project oversaw the organization of a workshop on “Occupational Licensing in Egypt and Abroad” aimed at activating the Egyptian occupational licensing system and improving the quality of workers’ skills in this regard. The workshop saw the involvement of constituents from the MOM, Ministry of Education (MOE), Ministry of Tourism (MOT), FEI, export factories management and trade union representatives³⁴.

5.2 Effectiveness

86. The evaluation adopts the definition of effectiveness as “the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance”³⁵ from the OECD DAC’s Glossary of Key Terms in Evaluation and Results-Based Management.

87. Using the aforementioned definition as a basis, in this section, we first examine the extent to which the three project components were effective, namely the extent to which the planned activities were delivered and led to intended outputs and outcomes.

88. As per the TOR, we also examined management effectiveness, in order to assess whether there were any adverse effects resulting from the project, whether the project had an effective risk assessment and mitigation strategy, and whether the project had established a M&E system to effectively measure the achievement of target indicators across various objectives and outputs.

5.2.1 Project implementation

89. Findings relating to effectiveness of project implementation are presented as per the three broad objectives of the project, namely: 1) Building specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories; 2) Supporting employers and their representatives to improve compliance, working conditions and productivity; and 3) Supporting the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives.

90. The project achieved largely positive results in fulfilling its three main objectives. With regards to the first objective, the project achieved a high degree of success in the training of inspectors and capacity

³⁴ The organization of this workshop was reported in Q1 2015 progress report under Output 1.2: Internal procedures, training and mechanisms for operation of a specialized inspection unit/programme established.

³⁵ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). Page 22.

development of inspection units. The project developed the capacities of inspection units in its targeted governorates and met its target indicators for number of inspectors trained. As a result, number of inspections and workers visited by inspectors increased, and workers and management were assessed to have been more satisfied with the performance of the inspectors through the project's end-line survey.

91. The project interventions were completed in the majority of targeted factories, and results of the interventions were positive among factories which fully received the project's interventions. The evaluation team found that 75% of targeted factories completed the EEFMP's interventions, while 25% of factories stopped implementation of project interventions partway due to a variety of reasons. This report will discuss the reasons for this stoppage among this minority of targeted factories, as well as the changes in factories which have fully implemented the projects' training programs.

92. The project's training activities in the factories which completed the project were well-received by employers and employees, and the training content and delivery process were effective. The project's interventions at the factory-level brought about positive results such as greater awareness on OSH, workers' rights and duties among employers and employees, higher degree of factories' compliance with international buyers' social standards and improved employer-employee relations.

93. The project has worked towards laying a foundation for greater dialogue among the tripartite stakeholders (further detailed in Finding 7). However, stakeholders noted the need for greater emphasis on the cultivation of social dialogue within the project's design, especially highlighting the need for follow-up on social dialogue committees after they have been created. However, it is unclear how these committees are sustained following project completion (further elaborated in Finding 12, Figure 5.6).

Finding 4: The Project operated in a challenging environment and encountered a constantly changing context that required continuous adaptation. The flexibility and adaptability of the project approach allowed results achievement despite these challenges.

94. As mentioned in the Country Context section of this report, the project operated in a constantly changing context which implied a great adaptability from the project team. In this respect, the project has taken a suitable approach by remaining flexible and adaptable. This flexibility was made possible by USDOL, the project's donor, who also took a flexible approach to the project.

95. Following this evaluation's conducting of a workshop with project stakeholders in March 2018, the evaluation team found that the commencement of much of the project's activities and interventions was delayed due to on-the-ground challenges faced. The Egyptian context posed a significantly challenging one for the implementation of the project's activities, especially in light of the social upheaval and national security crisis seen most vividly between 2011 and 2014.

96. Another significant contextual constraint faced by the project was the relatively low levels of women workers' participation in the training and awareness raising activities. According the second quarterly progress report for 2016, female participation in a series of awareness days carried out in six governorates (Cairo, Giza, Sharqia, Gharbia, Alexandria and Beni Suef) was measured at 17.5%. In response to this, the project worked towards increasing the rate of female participation in its activities through the facilitation of training of trainers (TOT) sessions for female trainers only. As such, a series of TOT workshops for female trainers were conducted over the course of 2016 on topics such as national labour laws, workers' rights and duties, gender and women's issues. The project is reported, in the third quarterly report of 2016, to have improved the inclusiveness of its training activities for female workers with 31% female representation reported for 2016, and figures exceeding 35% throughout 2017.

97. Before presenting the level of achievement of the results of the different components of the project, the following table presents the factors that facilitated and those that hindered its implementation and effectiveness, as mentioned in the project reports and during interviews.

Exhibit 5.2 Summary of Facilitating Factors and Constraints, as Expressed by Project Stakeholders

FACILITATING FACTORS	CONSTRAINTS
<ul style="list-style-type: none"> • Strong political will at the Ministry level guided by the desire to improve the work of the MOM on different levels, facilitated by the understanding of the government of: <ul style="list-style-type: none"> – The need to comply with international standards on workers’ rights, occupational safety & health, work inspection and the competitiveness in the export sector. – The need to upgrade and harmonize the knowledge and performance of inspectors. – The importance of working with both of the employers and workers in one integrated project • Having some success stories of some of the factories/companies of the project. • Donor’s flexibility allowing the project team to make changes to the project to address contextual challenges was also mentioned as a key facilitating factor for the project. • The proliferation of workers’ unions following the revolution. • Relevant gaps identified by needs assessment – a professional and scientific method of identifying needs of stakeholders to inform the project’s design. • The capacity and experience of the project team and its Chief Technical Advisor was one of the strengths of the project. 	<ul style="list-style-type: none"> • Prior to project implementation, perceptions by some national-level stakeholders of the ILO as distant, not easy to approach. • Lack of understanding of some of the project stakeholders of the work of ILO and lack of trust among some targeted stakeholders (for example among factories and inspectors). One of the key elements of ILO’s work was to address this issue by creating opportunities for dialogue among all project stakeholders (see Finding 7). • The fear of some of the employers, particularly at the beginning of the project (where the effects of the revolution were omnipresent and protests about the workers’ rights were abundant), that the ILO’s intervention would lead to protests and rights claims within factories, due to an increased knowledge among workers about their rights & duties. This challenge was dealt with through the involvement of factory high level staff in the training that targeted their workers. The project also focused on increasing the level of trust between factories’ management and workers. • At the MOM-level and inspection units: The high turnover at MOM was a challenge for the project. For example, MOM Minister changed several times throughout the project lifespan. Interviews conducted also indicate a high turnover rate among inspectors. The fourth quarter progress report of 2016 indicates that inspector turnover was at approximately more than 30%. • Delays in project implementation due to contextual challenges. Main period of implementation of project’s activities seen in 2016-2017, two years out of the project’s total seven-and-a-half-year lifetime. • Relatively low levels of women workers’ participation in the training and awareness raising activities. The evaluation team found that this was a result of a culturally male-oriented mentality among many employers stemming from a fear of hiring during pregnancy, or a simple preference of hiring men over women.

Finding 5: The project was highly effective in enhancing the capacities of the Ministry of Manpower (MOM) at the labour and occupational safety and health (OSH) inspection levels.

98. In reference to capacity development, the evaluation applied the OECD DAC definitions for ‘capacity’ and ‘capacity development’ adopted by the United Nations Development Group (UNDG):

- ‘Capacity’ refers to the ability of people, organizations and society as a whole to manage their affairs successfully.
- ‘Capacity development’ denotes the process whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain that ability over time.³⁶

99. As such, global discourse on capacity has undergone important changes, including: (i) a shift from a focus on the skills of individuals to placing emphasis on performance of wider groups or organisations, which was then replaced by the notion that the capacity to deliver results is but one dimension of capacity that must extend to the broader abilities needed to make an organization or system endure, adapt and perform over time; and, (ii) a shift from viewing capacity development as linear and externally generated or stimulated, to seeing it as self-organising, emergent and part of a complex adaptive system³⁷. The evaluation thus examined the capacity development of the Egyptian national labour inspectorate as a result of the project’s interventions at three levels: the individual level; the institutional level; and the policy level.

100. With regards to measuring changes in the capacity of the Egyptian labour inspectorate, the project’s M&E results framework utilizes a number of indicators which focuses on the performance of the specialized inspection unit in export factories created as part of the project. Such indicators correspond to outputs 1.1³⁸ and 1.2³⁹.

101. Interviews with Project staff, MOM officials, Labour and OSH inspectors and factories revealed that the project was successful in increasing the capacities of the inspection units and enhancing their inspection processes. This is evidenced by the project’s results framework which reported a 44% increase in the number of inspections conducted by labour inspectors, a doubling of the number of workers visited by labour and OSH inspectors and an increase in the number of violations found by labour inspectors. The increase in number of inspections conducted and number of workers visited by inspectors is tied to the contributions made by the new inspection unit in increasing efficiency of inspectors, especially through the introduction of a computerized system of inspection which saved time and effort among inspectors (see paragraph 125).

102. The project cooperated with the Assistant Minister of MOM who is in charge of the social protection interventions in Egypt to enhance the institutional capacities of MOM at the inspection level. Interviews revealed that the project was successful in implementing a holistic approach where capacity enhancements were made at the individual, institutional and policy level.

³⁶ Organisation for Economic Co-operation and Development's Development Assistance Committee

³⁷ Baser, H. & Morgan, P. 2008. *Capacity, Change and Performance*. Study report, ECDPM Discussion Paper no. 59B. Maastricht: ECDPM.

³⁸ Indicators include: ILO/MOM Protocol of Cooperation on reforming the inspection department and establishment of an EPZ specialized inspection adopted; A specialized inspection programme focusing on the labour-intensive export sector was created and capacity of labour inspectorate was improved; Strategic plan developed and adopted by MOM for the creation and functioning of new labour inspection program in relation to export factories

³⁹ Indicators include: Key procedures and tools developed/improved in collaboration with MOM; Key performance indicators for labour and OSH inspection designed and reporting duties identified among OSH and labour inspectors

At the Individual level

103. **Training of Inspectors:** As a result of the project's interventions, 120 total inspectors were trained and given access to participation in activities oriented towards developing their capacities as inspectors. Within the inspection unit of 120 inspectors, 60 were trained as OSH inspectors, while the remaining 60 were trained as Labour inspectors.

104. The training of inspectors took place over three years, between 2014 and 2016 for 60 of the OSH inspectors. A total of 35 inspectors, from both the OSH and the labour groups of inspectors, received training of trainers (TOT) sessions. As such, the training of inspectors essentially involved either the main training component, or TOT training made available to a select number of inspectors.

105. **Training content:** From the results framework updated in December 2017 provided by the ILO, the inspection training program was designed in the 1st year of the project and added to the inspection strategic plan in 2014. The planned training program was finalized and implemented in 2015, and was completed by Quarter Three of 2017. Another series of skills training and TOT have been requested by the MOM.

106. The training plan, consisting of both basic and advanced technical levels on inspection, was validated through a consultative process among inspectors, inspection trainers and directors from the MOM and external experts in the form of multiple workshops between the end of 2014 and its finalization at the end of 2015. The process sought to validate the training materials, manuals and toolkits of the training plan. A series of five training workshops (each five days long) were organized in 2015 which aimed to develop validated training toolkits on basic-level international and national legal principles relevant to OSH and labour inspection, as part of the standardized inspection training plan. These workshops were reported by the project's progress reports as having brought about the production of a clear proposal, on the part of the OSH and labour inspectors who participated, for an integrated training plan which includes an agreed-upon training schedule and an approach to the practical application of the training manuals. As such, the project developed three sets of training manuals and toolkits covering: 1) International labour standards and simplified iterations of OSH and labour inspection related conventions; 2) National labour code and other relevant national laws; and 3) the basic technical manual for OSH inspections.

107. The implementation of the training program was officially completed in the third quarter of 2017, with over 500 training hours reported as having been provided to each inspector. An additional series of training was requested through an assessment conducted by the project involving 22 inspectors and MOM training officials. The additional training is projected to focus on M&E procedures, impact assessment and project management with regards to job training. There is evidence that such additional training has already begun, as seen in the organization of a one-day refresher training workshop on TOT training of labour and OSH inspection checklists which targeted 16 MOM inspectors/trainers (9 labour inspectors and 7 OSH inspectors).

108. Significantly, training on the use of inspection checklists has been delivered to non-targeted governorates, namely Damietta (49 inspectors trained), Kafr El Sheikh (56 inspectors trained) and Marsa Matrouh (54 inspectors trained) in the fourth quarter of 2017. This was reported to be a result of the aforementioned one-day refresher TOT training workshops, which was positioned as a training session with the express objective of training inspectors/trainers to deliver inspection checklist training to non-targeted governorates across Egypt.

109. **Inspection Harmonization:** According to interviews with MOM officials, inspectors and Project staff, inspection training provided by the project's interventions were beneficial in harmonizing inspection practices among inspectors by:

- Improving inspectors' understanding of the relevant laws and legislations, including the ministerial decrees
- Improving their understanding of the international labor standards, including workers' rights
- Unifying the inspectors' understanding of the key concepts that should be covered during inspection processes

110. Following ILO's training, MOM and inspectors indicated that they observed "significant reductions" in the number of irregularities among the inspectors' reports, indicating that this improvement is a result of the unified understanding and adequate application of labour laws. In the fourth quarter report of 2017, the training program for inspectors is reported by the ILO as officially finished and implemented with positive results including improved performance and skills among inspectors, greater satisfaction of inspector performance and improved compliance levels.

111. **A comprehensive approach to inspection:** Interviews also revealed that the project contributed to upgrading the inspectors' perception of their work: shifting the thinking from "labor inspection" to what is called "the comprehensive inspector." The project's baseline assessment highlighted discordance among the different inspection units & inspectors in terms of their understanding and application of inspection. The trainings and tools created by the project unified the inspectors' understanding of key concepts of what an inspection process should cover. This was done through the development of a check list of all the inspection elements that should be covered, referring to the international & national standards in this regard. (This checklist was adopted by the MOM through an official decree [see finding at the Policy level below] and became a legal reference).

112. **Check-list and Toolkits:** The evaluation team conducted a series of three focus group discussions with inspectors who received training as a result of the ILO EEFMP's interventions. As part of these focus groups discussions, the participants identified the participatory and consultative manner in which the development of the inspection check-list and toolkits (National labor standards guide; International labor standards guide; Training manual for training replication by TOTs) was conducted as one of the main achievements of this project. As noted previously, the project organized multiple workshops aimed at validating its inspection training program among inspectors, inspection trainers and officials from the MOM and external experts between 2014 and 2015.

113. Interviewed inspectors indicated that these tools were scaled up to other inspection offices inside the MOM. This is also evidenced by the project's results framework which reports the circulation of the checklist to MOM inspectorates in all governorates of Egypt following its publication on the MOM website. The checklists are also reported as having been circulated among the Ministry of Trade and industry (MTI), Ministry of Investment (MOI), the FEI, the industrial chambers, exporting councils, employer and worker organizations and the project's targeted export factories. Focus group discussions with inspectors indicate that the checklists have even been shared with other organizations such GIZ, USAID following their publication on the ILO website. As such, self reported data indicated that a total of 911 inspectors have been trained as a result of the project on the inspection checklist and the above-mentioned toolkits. However, the evaluation could not validate the systematic use of training pre-test and post-test.

114. The inspection checklists are reported as having contributed to the increased efficiency of labour and OSH inspections conducted by Egypt's national labour inspectorate. Importantly, the usage of the project's inspection checklists by inspectors across Egypt have been enforced by a ministerial decree issued by the MOM.

115. **Improved relationship with the factories/employers:** Interviews with employers and with Labor and OSH Inspectors revealed that thanks to the formulation and dissemination of an explicit checklist for inspection, this checklist served as a guiding document to the employers. It clarifies the purpose of the

inspection visit and promotes transparency between the employer and the inspector. From the end-line study of the project published in 2018, 56.6% of factory managers are reported as knowing the content of the labour inspection checklists, while 66.1% know the content of the OSH inspection checklist. From interviews, the evaluation found some evidence to show that a positive change in inspectors' behaviors/attitudes during the inspection visits to the factories was seen among employers⁴⁰; there was an increased awareness among employers of the inspection process⁴¹, and; there were improvements in the relationship between inspectors and the factories/employers⁴².

116. **Increased number of inspections:** According to the project's results framework updated to December 2017, the number of companies visited by labour inspectors increased by 44%. While the number of companies visited by OSH inspectors decreased from the baseline figures (from 3082 in 2015 to 2774 in 2017), the results framework reports that this is due to a targeting of more labour-intensive factories. The number of workers visited by inspectors increased between the baseline measurement and the final months of the project, from 64,842 in late 2015 to 201,136 in July 2017. The end-line survey of the project⁴³, released in early 2018, found that 83% of managers did not know in advance the dates of field visits by the inspectors to their premises, while 11% were sometimes aware of their visits.

At the Institutional Level

117. **Strategic plan developed and adopted by MOM for national inspection program:** An important achievement of the project's activities in supporting Egypt's national labour inspectorate is the development of a three-year strategic plan, and adoption of the plan by the MOM, for the inspection unit. The strategic plan is based on a needs assessment conducted at the beginning of the project which aimed to ascertain the capacities of OSH and labour inspectors and the perception of the inspection system in Egypt. The strategic plan underwent a validation process, primarily through workshops involving multiple stakeholders, as seen in a specialized training workshop conducted in early 2015 which involved 31 members of the PAC and other stakeholders. The workshop discussed and worked towards validating the inspection strategic plan and the proposed implementation milestones for that year. The strategic plan was launched alongside the OSH and labour inspection checklists and toolkits in the fourth quarter of 2015.

118. As a result of improvements made in strategic planning at the inspection unit-level, the project's interventions were found to bring about greater engagement in areas previously less focused on among inspection offices. Over the course of conducting data collection for this evaluation, the evaluation team found that inspection offices were organizing additional awareness sessions, were more committed to adhering to the 5% guideline for hiring of persons with disabilities and were more knowledgeable on the provision of social insurance for employees as a result of training conducted by the project.

⁴⁰ An employer reported a "significant change in the behaviour/attitudes" of inspectors during inspection visits to the factory. The inspector's use of the checklist is mentioned as playing a role in better relations between factories and employers.

⁴¹ ILO project staff mention the increased understanding among employers of the role of inspectors in keeping companies successful, and their role in promoting companies' levels of productivity and competitiveness.

⁴² ILO project staff report that there is a "better understanding among employers of the role of inspectors as supportive, in its aim to increase awareness," rather than perceiving inspectors simply as auditors.

⁴³ Page 120/148.

119. **Training of trainers (TOT):** In addition to trainings provided to improve inspection practices, the project provided TOT to 35 inspectors. The aim was to increase the outreach of the project's training activities through training duplication. As mentioned previously, additional training along the lines of the training program implemented by the project has been requested by the MOM following the completion of the training program in 2017. The project has already conducted a one-day refresher training workshop in 2017 with the aim of training inspector/trainers to deliver inspection checklists training to non-targeted governorates. The delivery of such training has already occurred in Damietta, Kafr El Sheikh and Marsa Matrouh.

120. **Computerization and Electronic Database:** The project has made great progress in releasing, validating and finalizing two databases for labour and OSH inspectors. This is significant in light of the occurrence of a fire in 2014 in the MOM central building which slightly affected the existing MOM inspection database servers and infrastructure. A national consultant was contracted in the beginning of 2015 to assess the extent to which the accident affected the database infrastructure.

121. The inspection database development process was initiated in the third quarter of 2016, and a number of workshops involving MOM representatives and inspectors occurred that year aimed at validating the OSH checklist for computerization, completing the labour and OSH inspection workflow, and providing specific technical training on the administration of the database.

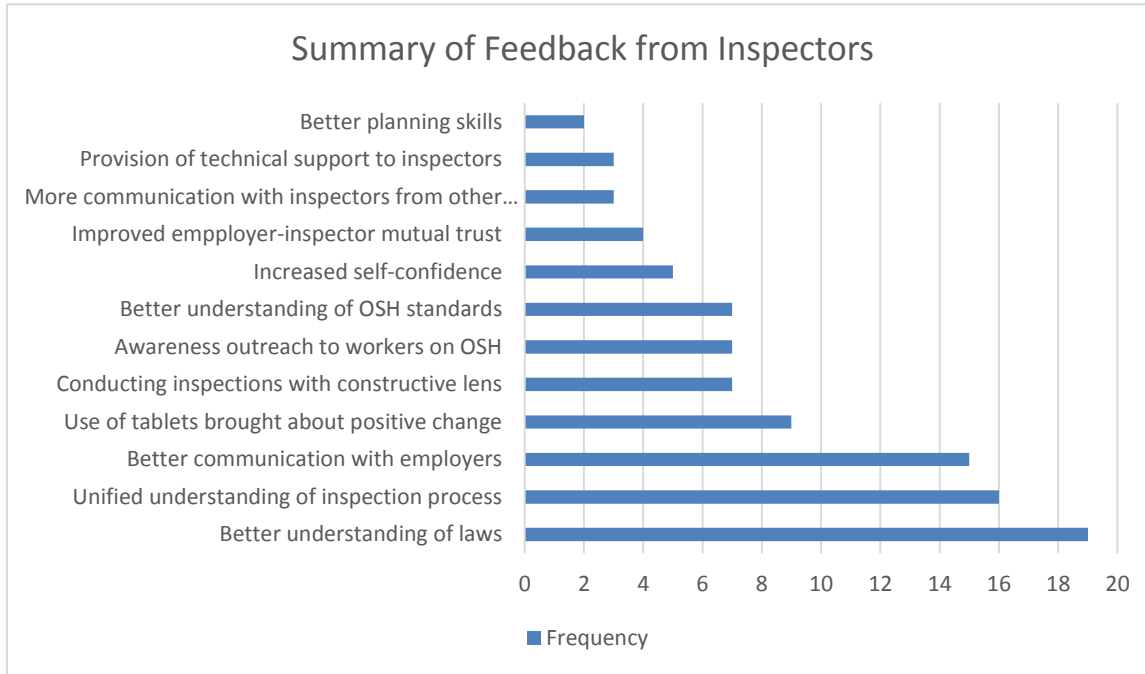
122. According to progress reports, a preliminary inspection database launching event was held in early 2017 in the Burj El Arab industrial zone which involved the first trial usage of the database on tablets. The final "Gamma" version of the inspection database was released and approved by the MOM, IT department and Inspection Labour Department Director in early 2017 as well. The final "Beta" version of the OSH inspection database was finalized, released and deployed in the fourth quarter of 2017 in four governorates (Cairo, Minia, Gharbia and Port Said) with the intention of replacing the paper-based OSH inspection system with a new computerized system.

123. Interviews with MOM representatives and inspectors revealed that the project helped revamp the labor inspection office with the needed computerization equipment and tools to improve inspection processes: The inspection units were provided with tablets and an electronic database was developed to facilitate inspection reporting and data management. All 120 inspectors received training on the use of the new tablets and database after identifying their training needs.

124. As such, the revamping of the inspectorate's database and introduction of a computerized process of inspection is seen to have served its original aims of automating the workflow of the national labour inspectorate and improving the effectiveness and efficiency of inspections by reducing the amount of paperwork for inspectors. Employers' responses during focus group discussions indicate that the introduction of the computerized inspection process has allowed employers to receive their inspection result via automatic emails upon completion of the inspection visit, hence eliminating waiting time between inspection and dissemination of results.

125. Interviewed inspectors indicated that using the tablet for inspection and electronic reporting is another main achievement and value-added of the project. MOM representatives interviewed indicated that the computerized reporting helped improve accuracy, speed of action and compliance with labour inspection check list. Inspection supervisors also indicated that the database improved their planning, follow-up and monitoring of inspectors' performance. Additionally, reflecting on their own experience, interviewed inspectors indicated that using the tablet and the electronic database saved time and effort. In that sense, the number of inspection visits per inspector increased from 20 to 35 visits per month. Inspectors also indicated that the computerized processes and tools helped increase their self-confidence and self-esteem when dealing with the employers during factory visits.

Exhibit 5.3 *Summary of feedback from Inspectors. Interviewed inspectors were asked to reflect on changes that occurred in terms of their knowledge, attitude and practices, following their participation in the ILO training. The following list is a summary of their feedback collected during focus group discussions, aggregated by frequency*



At the Policy level

126. **Supportive policies and processes within MOM:** The ILO Exporting Factories project held a consultative process with labour inspectors for the “Amendment of the labour inspection procedural manual,” following which the labour inspection procedural manual has been amended to cope with the new inspection automated system and to ease the inspection process, prioritize intensive factories and ensure the advisory role of the inspector.⁴⁴ As mentioned in the preceding section on inspection checklists and toolkits, the project’s inspection checklists were recognized as an efficient tool for the national labour inspectorate, resulting in its subsequent circulation among all Egyptian governorates by the MOM and its publication on the MOM website. Additionally, a ministerial decree was issued by the MOM to harmonize the usage and application of the improved checklist and procedural manual on the part of labour and OSH inspectors.

127. **Involvement in technical education in collaboration with GIZ:** The project, in collaboration with GIZ has also played a role in the organization of training aimed at the Ministry of Technical Education (MoTET) personnel in 2015. The series of workshops lasting four days came as a result of the EEFMP signing an MoU with GIZ on the use of its jointly developed OSH training module. As such, the workshop aimed to raise the awareness of practical workshop trainers from the MoTET on OSH standards and procedures, with the added objective of these trainers going on to train other teachers. The workshops thus strived towards the reduction of risks to students in their practical workshops in their respective

⁴⁴ Progress report – Q2 2017.

technical secondary schools, and to raise awareness of safe working environments among students from an early age.

128. **Successful advocacy at the labour law level:** Regarding the project achievements on the policy level, interviews with stakeholders from MOM and project staff revealed that the project held a consultative process in 2015 with labor and OSH inspectors to discuss the draft labour code. It should be noted that this draft labour code has yet to be approved.

129. Beginning in 2014, a seminar was organized under the project's auspices targeting 35 trade union representatives from the Egyptian Federation of Independent Trade Unions (EFITU) and the Egyptian Democratic Labour Congress (EDLC) and MOM legislative committee representatives to discuss the labour code and its adherence to fundamental labour rights and principles. The trade union representatives issued a series of recommendations following the seminar, including:

- Highlighting the need for inclusion of non-discrimination clauses according to sex, ethnic origin, language or religion with regards to working conditions and wages in general provisions of draft labour code;
- Entitlement of the individual to issuance of at least four copies of work contract, of which the fourth edition should be kept by the MOM;
- Discouragement of the use of contractors or private agencies at the factory-level, unless the agency is licensed to recruit workers to factories in accordance with provisions law.

130. A seminar was also organized in 2015 which targeted trade union representatives from the EDLC, EFITU and other workers' federations and trade unions and ACTRAV specialists. The purpose of the seminar was to discuss an updated draft of the labour code and to provide feedback to the MOM with regards to the labour code's adherence to national labour rights and principles. As a result of the seminar, recommendations were made on: the need for consensus between the Egyptian constitution, ILO conventions and the labour code; the necessity of covering all categories of work including informal and domestic workers; more explicit mentioning of disabled workers and their entitlements to be more in line with national constitution; the introduction of changes in termination processes as the labour code continues to provide conditions which favour the employer and impede workers' right to strike.

131. The draft labour code was issued in 2013 and came to be discussed in 2015 through one workshop (3 days training program) organized by the project. The workshop targeted 36 OSH and labor inspectors and focused on the inspection legislation chapters for OSH and labor in law 12/2013 and the proposed new draft for labor law submitted to parliament. The consultative process led to recommendations that were shared with the legislative committee. According to the fourth quarterly progress report for 2015, more than 50% of OSH inspector's recommendations were considered in the new draft for OSH inspection chapter and 30% of labor inspectors recommendations were considered in the labor inspection chapter. This information was validated through interviews with labour and OSH inspectors and has also been confirmed by MOM staff. The draft labour code has yet to be passed by parliament, with its most recent submission to parliament in 2017.

132. **Less successful advocacy efforts on other laws in 2017:** As mentioned in the country context section of this report, 2017 saw the finalization of a draft Law on trade unions intended to replace the Trade Union Act No. 35 of 1976. Despite some promise prior to finalization of the draft Law of the allowance of a pluralism of trade unions, the draft Law was found by the ILO to fail to address long-standing concerns over the institutionalization of a single trade union system. Concerns were raised over the provision of continuance of the legal personality only to trade unions registered under the Trade Union Act No. 35 of 1976, as such a provision jeopardizes the legal recognition of trade unions which had been registered from 2011 onwards, thus entailing the inability for independent trade unions to be recognized

under the new Law⁴⁵. Additionally, concerns were also raised in relation to the infringements made on workers to freely choose the trade union they wish to join, and the hindering of the formation of trade unions at various levels brought about by new stipulations on minimum membership requirements, as the number of workers required to establish a trade union committee at the enterprise level was raised from 50 to 250⁴⁶.

Finding 6: At the factory level, training was successful and led to positive effects. Both training content and training delivery process were effective and met trainees' expectations.

133. The EEFMP targeted 100 factories, of which 75 have completely received the project's interventions. Out of these 75 factories, 61 registered for the project's services and have improved their Human Resources Management (HRM) systems, working conditions and social compliance, while 14 factories were registered and are slated to be assessed during the first quarter of 2018. 24 factories registered but did not complete the program (for further details, please see the end of this finding).

134. **Positive feedback on training process:** This evaluation conducted several interviews with employers in the project's targeted export factories, as well as a series of focus group discussions of workers employed in these factories. Almost all employers interviewed reported conducting training of their upper-level management teams on workers' rights and duties, OSH and First Aid procedures. Such training sessions were reported as lasting three days. All workers surveyed during focus group discussions reported receiving training and awareness sessions on their rights and duties, OSH procedures, First Aid, firefighting, and emergency/evacuation plans.

135. As a result of the training conducted, the majority of employers and workers interviewed reported better understanding of OSH standards, First Aid procedures, and workers' rights and duties particularly regarding salary calculation, leave days, working hours and incentives. Additionally, as part of a wide-reaching media campaign, more than 60,000 workers were reported as having been included in the campaign which aimed at increasing their awareness of OSH procedures at work, as well as their understanding of workers' rights and duties at the factory and industrial zone levels.

136. A significant achievement of the project was the implementation of the COIN training curriculum in the third quarter of 2016. COIN stands as a package of modules formulated to aid medium and large-sized companies in the improvement of industrial relations, workers-management communication, dispute resolution mechanisms and the promotion of decent working environments. The curriculum is also aimed at helping decrease labour turnover, increase worker satisfaction levels of their working environment, reduce accidents and injuries, and companies' adherence to OSH regulations. COIN consists of three customizable modules and one complementary module: 1) Human Resources Managements

⁴⁵ Following the Ministerial Declaration on Freedom of Association of that year, the State Advisory Council is reported as having "issued a statement on 21 December 2016 stipulating that the Ministry of Manpower and Immigration shall not accept applications for registration from independent trade union organizations and that, as a result, there has been severe obstruction and interference with the internal trade union affairs of the organizations registered under the Ministerial Declaration." Source: http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3523915

⁴⁶ Furthermore, the draft Law stipulates that a minimum of 15 enterprise unions and 20,000 workers are required for the establishment of a general, sectoral trade union, while 10 general, sectoral trade unions and 200,000 workers are required to establish a trade union federation. Source: http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3523915

(a. Management module; b. Workers' awareness module; c. Industrial relations module); 2) OSH module; 3) Lean manufacturing, and; 4) Social compliance module.

137. By the fourth quarter of 2016, more than 80% of COIN was implemented and completed among targeted companies. According to the project results framework provided by the ILO, by the end of 2017 more than 25 advisors were trained on COIN of which more than 15 were then contracted to support/advise targeted factories. In this respect, the project exceeded its original target of 25 advisors trained on a productivity and labour compliance curriculum. As noted in this evaluation report's finding on partnerships (see Finding 3), COIN was shared with USAID's WISE project and the project contracted out 6 of its advisors trained in COIN to aid the activities of WISE. COIN was also shared with SCORE CTA upon their arrival in Egypt for the purpose of exploring the potential of creating a score project for Egyptian SMEs. Discussions took place between the project and SCORE CTA on the interventions of the ILO project, its results and success stories, and how COIN is implemented. Based on review of documents, no local organizations were identified as having been trained in COIN, apart from the companies which were targeted by the project.

138. As a result of focus group discussions with workers, the evaluation found that the majority of participants found the training and awareness sessions carried out by the project useful, with many voicing their appreciation for the sessions' interactive nature and the simplicity in the manner in which training content is presented. Despite the usefulness of the training content, workers also noted the shortness of the training sessions as a point to be improved upon by the project. Training sessions across factories were reported to be largely conducted in sessions of two hours, twice a day and in six rounds. Employers interviewed also expressed a similar concern, adding that the training could only be conducted in two-hour-long sessions on a rotation basis due to the need to soften the impact on the factory's immediate productivity as a result of the time taken up by training and awareness sessions.

139. **Positive results for factory-level training:** The training and awareness sessions conducted at the factory-level were found to have a number of positive effects.

140. *Awareness raising.* The project initiated the creation of a mass outreach media campaign to promote awareness of OSH standards and workers' rights and duties. The campaign was launched during a large event in early 2017 which was led by the minister of Manpower and attended by the project's tripartite stakeholders. The media campaign included the use of the following media: newspaper, radio, info graphs, posters, social media (creation of Facebook page: more than 20,000 followers), television and an application for mobile phones. According to project documents, more than 60,000 workers were reached by the campaign in seven targeted governorates at the factory and industrial zone levels. The project team launched a study assessing workers' and employers' satisfaction with their working conditions and industrial relations, with the final report released in the first quarter of 2018. The MOM and the inspection department have since taken over management of the mass outreach media campaign.

141. It should also be noted that workers who participated in all of the focus group discussions highlighted their increased knowledge of their rights, especially in relation to their leave days, incentives, and working hours as a significant positive change in their lives as a result of the project's activities. Workers who participated in the focus group discussions also reported the new ability to review their salary statements on a regular, monthly basis. Five separate interviews of employers similarly expressed an increased awareness among workers on their rights, in relation to the calculation of wages, leave days and additional working hours. Employers also expressed a better understanding of OSH standards and their linkage with export and competitiveness practices as a result of the project's activities. Workers who participated in 17 of the focus group discussions indicated that they had a better understanding of OSH standards as a result of the project's interventions. Data from the project's end-line survey similarly

indicates a greater awareness of OSH standards at the factory-level, with 96% of factories found to be more mindful of application of OSH standards following the project's training.

142. *Compliance.* Based on self-reported data in the results framework, the number of factories which participated in the project that are compliant with international buyers' social standards increased during the lifetime of the project. According to the December 2017 version of the project's results framework, social compliance has improved in more than 50 factories, with 13 factories having reduced the number of non-compliance points and improved their social compliance level at the rate of 20% of the current registered rate. 47 factories are reported as having reduced their number of non-compliance points and improved their social compliance levels at the rate of less than 20% of the current registered rate. However, the project reporting data does not provide further details about specific compliance areas where improvements were observed, nor was the evaluation team able to validate the self-reported data by other means. Additionally, during visits to factories as part of the data collection phase of the evaluation, it was found that new compliance units were created in 2 of the 12 factories/companies visited. The establishment of the compliance units is also seen to contribute to the promotion of the effectiveness and quality of products, which is further linked to the improvement in export rates. From the end-line survey of the project, 77.4% of employer and employee respondents reported a decrease in the number of violations observed in their factories between 2016-2018, while 11.3% of respondents reported the persistence of the number of violations. Only 1.6% of those surveyed reported an increase in number of violations.

143. *Employer-employee relations.* Interviews with employers and focus group discussions with workers indicated increased levels of dialogue between employers, management and workers. Apart from the formation of worker-management committees, introduction of complaint and suggestion boxes, open door policies, and open days for recreation and sports among employers and workers were important. Ultimately, the general shift in industrial relations gleaned by the evaluation team from data collection conducted was the shift from saying "I" to "We" among employers and workers in reference to their relationship. Interviews and focus groups indicated increasing levels of worker involvement in decision-making processes at the factory-level as a result of the project's interventions, with workers successfully providing input on decisions made to improve OSH concerns and productivity of the factory's activities. A significant example was the "Let's Hear Your Voice" initiative undertaken in Edita Food Industries. As part of the initiative, workers were encouraged to present at least one original idea with regards to their company, resulting in the collection of 150 different ideas for improving the company's activities. The initiative is also mentioned as helpful for workers who possess lower proclivities to speaking in front of others (see Box 2 for more examples found of workers' involvement in decision-making processes in their factories). Additionally, end-line survey data, measured against baseline data, shows that worker-management mutual confidence increased by 82%, companies' awareness of workers' problems increased by 66%, and harmony among workers increased by 57%.

Box 2: Examples of workers' involvement in decision-making processes at factory-level as result of project's interventions

- Workers' recommendations for OSH procedures, standards
 - Placing fire extinguishers specifically where there are signs indicating its location for better immediate usage during emergency.
 - Daily check-ups for dustbins in factory at the end of the working day for any potential fire hazards from mixing of chemicals and rubbish in bin.
- Workers' recommendations for increasing productivity
 - Transferring the employment of manual processes to digital for a specific production phase. Resulted in an increase from 50 to 70 pieces produced per day for each machine.
 - Alteration of machine in order to automate it through the addition of a spare part. Workers undertook this themselves, saving the company money which would have otherwise been spent on hiring external experts.
 - Addition of more ironers in production halls to allow for a second round of quality assurance before packaging of product.
- Workers' recommendations for increased dialogue
 - Organize football matches during breaks among management and workers.

144. *Improvement of human resource processes.* More than 61 exporting factories are reported as having improved their HRM systems. This figure exceeds the project's target of having at least 50% of participating factories reporting improvements to their HRM systems. Additionally, according to interviews with employers conducted, nearly all factories reported training of their HR personnel and upper-level management staff. Employers also reported engaging in company restructuring processes, especially in terms of creating HR units within the company. Other restructuring processes undertaken by employers included: creating new positions, modifying job descriptions, developing performance systems, giving special attention to the orientation of new employees to ensure comprehensive understanding of job requirements, and adding social compliance officers.

145. The improvements made in human resources processes at the factory-level come as a result of a comprehensive gap analysis of approximately 15 factories between 2014 and 2015. The gap analysis aimed at determining the demands of factories for improvements of capacities of employers and workers in OSH procedures, lean manufacturing, food safety management and for improvements of factories' HRM systems.

146. Based on data from the project's end-line survey, factories surveyed are shown to have "developed a clear and accurate job description" at an increased rate of 43% compared to the baseline measure, while increases of 40% and 50% from the baseline were seen with regards to the implementation of continuous HR training programs and setting up of a clear system for promotions respectively.

147. *Reduction of turnover.* Employers interviewed reported significant reductions in their worker turnover rates over the course of the lifetime of the project. This finding is supported by the project's results framework released in December 2017 which reports that more than 39% of targeted factories' turnover decreased at the rate of 30% of the current percentage. This is in excess of the project's target of 25% of targeted factories' turnover rate decreasing at the rate of 30% of the current percentage.

148. *Linkages between factories and international buyers.* Multiple buyers' forums were established by the project with the aim of connecting factories with prospective international buyers. The first textile

buyers' forum was first launched in March 2016, in which nine international buyers and 46 RMG and textile factories participated. The project team and some of the participating export factories were also involved in meeting buyers at "Destination Africa 2016"--an international textile buyers' forum. Additionally, a second textile buyers' forum was organized on the side of "Destination Africa 2017."

149. Interviews with employers reported increases in export rates among factories which participated in the project. Edita Food Industries reported a two-fold increase in their export rates since 2015, while factories such as CSA (Borg El-Arab), Mass Food (Giza) and Modern Tex (Alexandria) saw increases in the number of international clients since their participation in project-initiated buyers' forums. It should be noted, however, that the end-line survey report does not provide systematic data on increases of export rates.

150. **Note on factories which discontinued project's interventions:** The project received high levels of appreciation from employers and workers on its interventions at the factory-level among factories which fully participated in the project, and has achieved demonstrable results from these interventions. However, as mentioned in the beginning of this finding, 24 of 100 targeted factories elected to discontinue their involvement in the project's activities partway. The project's results framework reports that these companies chose to stop their involvement in the project due to the company itself shutting down and the lack of commitment to improve the working conditions or the knowledge of workers' rights and duties possessed by workers employed in their factories.

151. Additionally, one company which discontinued the project's interventions, and was interviewed by the evaluation team, was found to have chosen to discontinue the project due to its employment of child labour. The company reported employing not more than eight to ten children under the age of 18 out of their total 250 workers labour-force, further noting that the children employed were covered under social insurance. The employers interviewed highlighted the proliferation of children as the main income source for families living near the factory due to high poverty levels in the area.

Finding 7: The project's tripartite approach represents a strong base in cultivating greater social dialogue. Improvements could be made, on the part of the project, to engage in more follow up on social dialogue committees after their formation.

152. The EEFP has been found to provide greater opportunities for a wider variety of stakeholders to be involved in tripartite dialogue.

153. **The tripartite approach:** Interviews with ILO project team members and trade union members found that the EEFP project design has contributed to opening a formal channel of communication among a variety of trade unions via their inclusion in social dialogue initiatives. A contribution made by the project was the building of trust with tripartite stakeholders, including the Egyptian government and independent trade unions.

154. A key mechanism through which the project's tripartite has been exercised is the Project Advisory Committee (PAC) which is composed of representatives from the MOM, ILO Cairo office, FEI, QIZ, employer representatives and trade union representatives. The committee has met every six months almost throughout the lifetime of the project and has played a key role in meeting to discuss matters relating to project planning, implementation and progress. The main function of the PAC is to facilitate the project's activities and to promote accountability and buy-in to the project among the tripartite constituents. The PAC has also been involved in the formulation process of key outputs of the project, such as the inspection toolkits and checklists as well as the planning of buyers' forums.

155. The PAC has held a total five official committee meetings, of which the latest was held in October 2017. The meeting discussed project progress and results, the 3rd bi-annual inspection report and the plan

for sustainability of the project. Importantly, as a result of the meeting, the PAC formally put forth a request for the extension of the project by three years, and to further extend the scope of the project to include a wider variety of industrial sectors.

156. In addition to the PAC, the project has also initiated numerous events including conferences, workshops and seminars with the aim of improving dialogue among the tripartite constituents. Three Annual Social Dialogue conferences have taken place during the lifetime of the project. Of note, the 2nd annual social dialogue conference, which took place in January 2016, was organized in collaboration with the MOM, FEI, Industrial Chambers, Investors' Associations, employers' organizations, trade unions and the project's exporting factories. The conference aimed to discuss social dialogue in Egypt in comparison with Tunisia. A key result of the conference was the signing of a declaration by the minister of Manpower originating from participants' recommendations to develop a strategic plan for future activities related to social dialogue. As part of this, a tripartite social dialogue advisory group was formed to develop and support the strategic plan.

157. The 3rd Annual Social Dialogue conference, which took place mid-2017, saw the participation of over 180 representatives from the MOM, FEI, ETUF, EDLC, and a number of other actors from other trade unions, employers' organizations, investor associations and the ILO. The discussion of the conference centred on social dialogue and the ILO's strategic goals, the role of international social dialogue institutions and setting out a plan to cultivate an enabling environment for social dialogue. The conference also discussed the future establishment of the National Council for Social Dialogue as a manner of building on the successes achieved by the project. The establishment of this council is set to be discussed after the presidential election of 2018.

158. It should be noted, however, that the passing of the new trade union law to replace the Trade Union Act No. 35 of 1976 poses a significant obstacle for the continuity of the project's results with regards to greater social dialogue among tripartite constituents. As mentioned in the country context section of this report, the new draft law has been seen by the ILO to fail to address long-standing concerns over the institutionalization of a single trade union system. As such, it remains to be seen how the project's relative success in cultivating social dialogue can be continued.

159. **Building capacities of trade unions:** The project has worked towards building the capacities of Egyptian trade unions. The project set out to build the capacities of trade unions through the implementation of a program which targeted the FEI, workers' organizations (including the ETUF, EDLC and other unions) and 100 export factories in nine industrial zones in 7 governorates. The project is noted as having contributed to the capacity development of independent unions at a technical level.

160. With regards to the project's aim of building the capacities of trade unions, the evaluation found that the project organized numerous workshops targeting trade unions quarterly since 2014 on a variety of topics. Workshops have aimed to improve trade unions' awareness of international labour conventions, records and documentation practices, settlement rules of collective labour disputes and skills in negotiation⁴⁷. In 2017, approximately six workshops were reported as having taken place targeting trade union representatives and focusing on a variety of topics such as trade union good governance, social insurance law, international and national labour legislation, and collective bargaining frameworks.

⁴⁷ There is a lack of data monitoring the performance of trade union representatives after receiving training as a result of the project activities. However, a trade union representative noted that trade union staff have been found to have increased capacities in terms of their knowledge of labor laws and legislation, as well as OSH international standards, after training received from the project's activities.

161. According to the third quarter of 2016 progress report, a sound industrial relations curriculum has been developed and validated through the conducting of a technical workshop. The curriculum includes training material on social dialogue, consensus building, social protection, social assurance, strategic planning, the use of media and communications, and women's rights and duties. The curriculum is reported to target upper-level experts and representatives from workers' organizations.

162. The project has also been found to provide material support to trade unions. In 2016, the project is reported to have provided furniture and desktop computers to workers' organizations offices in Alexandria and Port Said. Additionally, the project also initiated the development of the application of databases for ETUF and EDLC.

163. Interviews with trade union representatives indicated the importance of the project's interventions in building the capacities of trade unions, not only in improving their understanding of workers' rights and duties, but also on a number of topics such as strategic planning, social dialogue, increasing competitiveness and organizing workshops and awareness sessions.

164. At the factory-level, interviews with employers and focus group discussions with workers indicate that numerous factories began organizing regular meetings (either weekly or monthly) between employers and workers. According to project self-reported data, twelve employers reported the formation of worker representation and worker management committees in their factories. Furthermore, during interviews, five factories reported significantly lower employee turnover rates, posited to be a result of increased social dialogue. Based on the project's end-line survey report, 80% of sampled respondents indicated that worker-management committees worked towards seeking a solution to problems brought up by workers and management.

165. **Linkages with chambers and investors' associations:** The project was also found to have worked with industrial chambers and investors' associations with regards to the promotion of social dialogue and sound industrial relations.

166. The project has worked with the FEI at various points throughout the project, most recently in relation to the worker mass outreach programme as the project is reported as having engaged in discussion with FEI representatives in the fourth quarter of 2017 on the possibility of the FEI continuing the use of the campaign's tools and content in the future. The project has also supported the FEI and its industrial chambers in the re-opening of offices in Alexandria and 10th of Ramadan industrial zones. The opening of the offices is posited to improve communication among FEI and chambers members and to deliver technical services training in relation to social dialogue, HRM and social compliance standards. The inauguration of more offices in Upper Egypt is planned for 2017.

167. Interviews with FEI personnel also indicate that as a result of participating in the project's interventions intended at improving the federation's capacities to organize events to disseminate training among its members, the FEI has conducted approximately 40 workshops, administering a total of 68 training days to 539 companies, to a total of 935 trainees in each of the three sectors (RBM, textile and food). The topics covered in the workshops include:

- Working environment and conditions.
- Marketing strategies and international marketing.
- Labor law and social dialogue about the new labor law.
- Clean technology
- Human Resources management
- Reinforcement of workers' rights

- Quality system requirements and standards
- OSH and labour inspection checklists
- ISO systems 2005-22000 and compliance with the export requirements
- Social insurance law
- Food safety requirements and procedures & food legislations
- TOT
- Commitment to environmental responsibility
- Corporate Social Responsibility (CSR) and its linkage with the export requirements
- Time management and priorities setting
- Maximize productivity via lean manufacturing

168. Beyond the FEI, the project has aimed to build the capacities of the sectoral chambers in terms of provision of training, advice and information services to their members and in the organization of events for sharing of experience and best practices in their respective sectors. As part of this effort, the project formulated a three-year strategic plan in the first year of the project for industrial chambers, additionally formulating a Restructure and Communication strategy not only for industrial chambers, but also for the Port Said investors' association, 10th of Ramadan investors' association and the Alexandria Business Association.

169. It is also worth mentioning that other entities such as the FEI are asking for their support to replicate the training on the inspection checklists developed as part of the project within their organizations. The FEI and the RMG, Textile and Food industrial chambers had previously organized training workshops in cooperation with the project in 2016 on the OSH and Labour inspection checklists. Led by the MOM inspectors, the training sessions targeted more than 145 participants from employers and workers organizations to raise awareness on the inspection checklist and compliance with the national labour code.

170. In relation to the project's work with investors' associations, the evaluation also found evidence for the collaboration between the project and investors' associations in the joint organization of training workshops. In the first quarter of 2017, two training workshops were organized in coordination with the 10th of Ramadan investors' association on the promotion of sound industrial relations, and one training workshop was conducted jointly with the Port Said Investors' Association and targeted factory representatives focused on the efforts at re-launching the social dialogue committee in the Port Said industrial zone.

171. As a result of these capacity-building efforts undertaken by the project, more than 900 industrial chambers representatives are reported in the ILO project's results framework as having attended training workshops on a variety of topics such as social dialogue, OSH procedures, HRM, social compliance standards and the developed inspection checklists and toolkits. The FEI and industrial chambers are also reported to have jointly organized workshops, as a result of capacity-building efforts, as seen in the example of a workshop which provided training and raise awareness on the OSH and labour inspection checklists among 145 targeted employers and workers. An interviewed ILO project team member also reported witnessing a "change in the mindset of the three industries chambers (Textile, RMG and food processing)" in dealing with its members in an efficient manner through the provision of technical support.

172. **Social dialogue committees:** The project also contributed to the formation of social dialogue committees in three industrial zones (10th of Ramadan, Alexandria and Port Said). Three social dialogue

committees were formed in different industrial zones. However, only one is functional (10th of Ramadan city), another was discontinued (Port Said), and the third is yet to achieve effective functionality (Alexandria). Despite some success in the formation of social dialogue committees at the industrial zone level, stakeholders interviewed expressed the need for greater efforts from the project in following up on social dialogue committees after their formation to ensure functionality of committees and to address any issues they may be facing. As such, the project does not seem to have built a lasting capacity to support these social dialogue committees.

Finding 8: No evidence was found for any adverse effects caused by the project’s interventions. The work of the project brought positive unforeseen effects in the replication of its training in other organizations and the obtaining of benefits among private sector workers.

173. The evaluation did not find any evidence for adverse effects brought about by the project’s interventions during the project’s lifetime. Data collection did, however, find a positive unforeseen effect of the project on the broader context of Egyptian labour rights. An interviewee noted that as a result of the increased levels of discussion regarding labour laws, as well as the greater detail to which such laws were discussed, some workers from the private sector also received benefits such as leave days, social insurance, maternity leave, profit-sharing with employers and other financial incentives. This was seen as only possible from the shared understanding of the common objective of increased export and competitiveness among these private sector workers and employers.

174. Additionally, the replication of some of the outputs produced by the project on the part of other organizations represent a set of positive unforeseen effects of the project. This is evidenced in the sharing of the project’s COIN training curriculum with USAID for its WISE project (see Finding 6); the circulation of the project’s OSH and labour inspection checklists and toolkits among other government ministries (see Finding 5, Policy level); and the use of the tool jointly developed by the project and GIZ to calculate the cost of worker turnover by other organizations (see Finding 3).

5.2.2 Management arrangements




Finding 9: The risks assessment and mitigation strategy was effective in ensuring the project’s effectiveness. However, it was not comprehensive in the inclusion of mitigation strategies for risks posed by external factors which could affect the results-sustainability of the project.


175. Five risks were identified in the project document. Exhibit 5.4 presents those risks, their associated mitigation strategies/key assumptions, and whether they occurred during project implementation. As it can be seen in the table, four of the five identified risks occurred, namely, changing political context and priorities, low level of dialogue and trust between unions and export factories, and low level of social dialogue.

176. Evaluation results revealed that the project was mostly effective in mitigating the risks that occurred. For example, in terms of the changes in the political context and priorities, the project was flexible and adaptable to achieve considerable results despite the challenges. The only risk when it occurred, that caused obstacles during project implementation and led to mixed effectiveness is the risk relating to low investment in social dialogue.

177. These obstacles and their impact on the Project delivery were explained in the previous findings; however, it can be observed that the risk mitigation strategy was effective.

Exhibit 5.4 Risks, assumptions and their occurrence during project implementation

RISK DETAILS	KEY ASSUMPTION/ MITIGATION STRATEGY	OCCURRENCE OF RISK DURING PROJECT IMPLEMENTATION	EFFECTIVENESS OF RISK MITIGATION STRATEGY
Ongoing climate of political uncertainty in Egypt.	Key assumption: There will be a relatively stable political environment for the duration of the project and that the tripartite constituents' activities will not be overtaken by on-going political developments	Yes	
Government priorities and the policy environment may change significantly in the short-term	Key assumption: Government of Egypt will show its on-going commitment and support for the project, including activities to promote freedom of association and worker representation	Yes	
Low level of dialogue and trust, leading to low willingness of export factories to commit to engaging in dialogue with worker representatives in good faith and creating a workplace culture in which trade union rights can be fully exercised	Key assumption: Incentive for factories to engage with the programme – i.e. to improve their HRM systems and productivity levels, address compliance issues and enhance their reputation amongst international buyers – will be sufficiently strong to attract them to the programme and maintain their involvement	Yes	
Low level of interest from international buyers in engaging in the international forum, given the perceived risks in sourcing from Egypt at the current time	Early engagement with buyers and on-going effort to clarify their priorities and build strong relationships	No	n.a.

RISK DETAILS	KEY ASSUMPTION/ MITIGATION STRATEGY	OCCURRENCE OF RISK DURING PROJECT IMPLEMENTATION	EFFECTIVENESS OF RISK MITIGATION STRATEGY
Productivity levels, compliance rates and social dialogue will fail to improve, despite project activities, in light of the uncertain political environment and low levels of trust between key stakeholders	Project will exert every effort to mitigate that through high level dialogue.	Partially	

178. In assessing the sustainability of the project (see Finding 12), the evaluation identified a number of external factors which prevented the project from having a positive potential for its results-sustainability. The project’s sustainability is found to be mixed due to the lack of ownership and maintenance of the project’s activities among national stakeholders in ensuring that processes implemented are self-sustained and continued following project completion. As such, the project’s risks assessment and mitigation strategy did not include the risk posed by external factors on the sustainability of the results of the project.

Finding 10: The project has a good monitoring and evaluation (M&E) system to monitor and make necessary adjustments to its interventions. However, the project’s M&E system could be improved through the further incorporation of behaviour change-related indicators and lessons learned.

179. When assessing M&E systems, the evaluation examined the extent to which the project clearly identified expected results, measured results through a results framework, had functional mechanisms to collect information on results, and collected data regularly.

180. The ILO EEFMP was found to possess a good monitoring and evaluation (M&E) system to monitor and make necessary adjustments to its interventions. However, improvements to the system could be made in terms of including indicators which measure the performance or behaviour change of recipients of the project’s activities.

181. **Establishment of baseline:** The project was found to have set baseline indicators at the beginning of its activities through conducting two sets of surveys among employers and workers. Among employers, a baseline survey was conducted to determine the following issues: 1) Level of compliance to labour laws and legal obligations; 2) Degree of understanding of buyers’ needs; 3) Levels of competitiveness and productivity; and 4) Existing HRM and industrial relations practices. Among workers, a baseline survey was conducted to determine workers’ satisfaction with their working conditions in their respective factories.

182. **Regular monitoring and evaluation of project performance:** The evaluation team found that the project conducted regular monitoring and reporting on project activities, outputs and outcomes. Monthly and quarterly progress reports have been published by the project team. These progress reports contained overall developments made during the course of a given quarter, as well as specific progress made on all objectives, outputs and indicators as set out by the project’s strategy. These progress reports were shared with the evaluation team. Concrete data points are set in the form of output indicators to measure progress made by the project towards achieving its objectives. Quarterly progress reports reflect

any findings on these indicators regularly. The project also has a results framework updated to December 2017 which reflects data collected on the full set of indicators and the progress made for each.

183. The project also initiated two separate rounds of monitoring during 2016 which entailed field visits to factories alongside MOM staff to monitor the performance of inspectors and to ensure their use of inspection checklists and tools. A similar round of M&E was carried out in June/July 2017 after which results were discussed with the PAC committee.

184. A final study on workers' and managers' satisfaction with working conditions and inspectors' performance, and their capacities in maintaining improved industrial relations, was launched in October 2017 and targeted 46 factories, 1,200 workers and 95 managers. The final results have since been published in the first quarter of 2018 in an end-line survey report.

185. While this evaluation found the M&E system of the project to be adequate, it may be useful to mention that stakeholders reported the need to develop a structured follow-up system to track the performance and possible changes in behaviour of all the factories, companies, unions and chambers which took part in this project. This includes follow-up on the performance of social dialogue committees to capture lessons learnt before scaling it up during the life of the project.

5.3 Efficiency

186. The evaluation utilizes the OECD DAC Criteria's definition of efficiency, "a measure of how economically resources/inputs are converted to results."⁴⁸ Efficiency of the ILO project can be assessed by the extent to which inputs (usually financial, human, technical and material resources) were converted to outputs in an economic way.

Finding 11: The project experienced delays in the delivery of its activities. However, it was efficient in its approach to cost-sharing and its utilization of ToT (training of trainers).

187. **Delays in the delivery of activities:** The evaluation found room for improvement in the timeliness of the delivery of the project's activities. While there was delivery of outputs corresponding to the project's objective of building specialist expertise in the national labour inspectorate with regards to export factories (objective 1) and the support of export factories to improve their productivity and working conditions (objective 2), occurring within the first two years of the project, much of the project's activities were delivered in two years of the project, between 2016 and 2017.

188. **Use of budget:** According to the project's most recent financial report made available to the evaluation team, the project was allocated a US\$10 million budget, of which it has expended approximately US\$9.4 million as of writing, thus indicating a burn rate of 94%. Hence, the project has delivered its activities over the course of its lifetime within the constraints of its budget. More specifically, the project has expended the budget allocated to procurements related to the conducting of its activities (US\$4.94 million) at a burn rate of 97%; staffing (US\$3.54 million) at a burn rate of 92%; sundries and operations costs (US\$373,685) at a burn rate of 91%; and support and provision (US\$1.15 million) at a burn rate of 94%.

⁴⁸ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 21.

189. In the absence of a comparative project, it was not possible for the evaluation to assess the accuracy in terms of resource allocation.

190. During the data collection phase of this evaluation, the evaluation team also found that the Egyptian central bank's decision to unpeg the Egyptian pound to the US dollar in late 2016 worked in the favour of the project's budget. As result of the decision to float Egypt's national currency,⁴⁹ the pound was devalued by approximately 50%, effectively doubling what was remaining of the project's budget at the time.

Exhibit 5.5 Project Expenditure of Budget (based on EEFMP financial report 2018)

	PROJECT ALLOCATION (2013-2018)	PROJECT EXPENDITURE (2013-2018)	BURN RATE
Staffing costs	3,535,725	3,248,840.66	92%
Ongoing activities and procurements	4,940,147	4,809,995.26	97%
Other sundries and operation costs	373,685	341,388.52	91%
Support and provision	1,150,443	1,087,550.89	94%
Total	10,000,000	9,487,775.33	94%

191. **TOT as a contributing factor to efficiency:** TOT training, if well conceived and well implemented, represents a potentially efficient approach to generating a multiplier effect of the activities of a given project or initiative. This evaluation sees the active engagement in TOT by the project, across its objectives, as a contributing factor its efficiency. The TOT engaged by the project was found in the training of inspector trainers, employers and workers at the factory level and among trade union and chambers representatives. The inclusiveness of the engagement of TOT by the project suggests a high degree of potential transfer of learning to a large audience. As such, the TOT approach was found to be an efficient training delivery approach.

192. **Cost-sharing with the MOM and other organizations:** The project was found to have engaged in cost-sharing with the MOM, other organizations and other ILO projects. Such cost-sharing collaborations include:

- The ILO EEFMP collaborated with the joint initiative undertaken by the ILO and the Canadian International Development Agency (CIDA), "Decent Jobs for Egypt's Young People" (DJEP) project. As part of this collaboration, the project shared costs with the DJEP project on a series of training workshops held in the fourth quarter of 2016 aimed at improving the technical capacities of MOM IT department staff as part of the inspection unit's database development and administration.
- The delivery of a one-day training workshop in co-operation with the DJEP project, as well as another ILO project, Skills for Trade and Economic Diversification (STED). Cost sharing among parties involved produced the workshop aimed training 50 representatives from numerous government

⁴⁹ Business Insider 2016.

ministries, export factory management and trade unions on occupation licensing in Egypt and overseas.

- As part of the joint development of a tool to calculate the cost of worker turnover with GIZ, costs of activities related to training of supervisors in targeted export factories in the use of the tool were shared 50-50 between the project and GIZ.
- FEI and industrial chambers contributed to costs of project's activities, contributing to the improvement of its offices and administrative infrastructure, providing venues for trainings conducted in 2017 and covering 30% of the training costs of four project advisors for the last six months of 2017.
- Finally, the MOM has contributed to the costs of the activities of the project as well. The MOM supported the upgrades made to targeted inspection offices and servers. The MOM also provided for the necessary connection & subscription costs, sim cards and 40 tablets as part of the project's efforts to computerize and automate the inspection process.

5.4 Impact Orientation and Sustainability

193. Impact is defined by OECD DAC Criteria as being the “The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators.”⁵⁰

194. Sustainability is defined by OECD DAC Criteria as being “the continuation of benefits from a development intervention after major development assistance has been completed” and “The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.”⁵¹

Finding 12: The project's achievements to date have built a solid foundation for improved labour conditions in Egypt. However, the sustainability of the progress made by the project remains in question, in the absence of strong ownership of project-initiated activities by non-ILO entities beyond the lifetime of the project.

195. As presented in Exhibit 5.6, capturing some of the project's potential impact was possible. The project's work in building specialist expertise in the national labour inspectorate in the export sector is oriented to have an overall positive impact, especially in light of the creation of training plans, toolkits, checklists and efforts to computerize inspection processes. Progress achieved through the project's training of inspectors is expected to be sustained by the ToT approach and sessions which have been conducted. Interviews with MOM representatives indicated the MOM's capacity and willingness to replicate the training through the ministry's HR function. The inspection checklists and toolkits which have been widely circulated by the MOM are also expected to contribute to the sustainability of the project's achievements.

196. The project is also oriented towards impact through its success in introducing a computerized system of inspection. However, the MOM has yet to demonstrate sufficient resources to maintain and

⁵⁰ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 24.

⁵¹ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 36.



keep the computerized inspection system up to date, as the system is not yet present in all inspection offices and no mechanisms to maintain the computerized system have yet been put in place.





197. The project’s achievements in pursuing its second objective is oriented towards having an impact in terms of improving employer-worker relationships and HR processes; greater participation of international buyers/brands in buyers’ forums; and increased awareness of worker’s rights and duties. The COIN curriculum, which has been shared with USAID’s project WISE, shows potential for sustainability.

198. However, it should be noted that there is room for improvement with regards to the sustainability of the project’s activities in organizing buyer forums to connect Egyptian export factories with international buyers. While employers interviewed expressed the usefulness of these buyer forums, and requested for subsequent forums to be organized, there is no indication that anyone other than the ILO has taken up the organization of forums beyond the lifetime of the project.

199. Achievements made in relation to the project’s third objective are oriented towards making an positive impact on the state of social dialogue among tripartite constituents in Egypt. This is seen in the establishment of 12 worker management committees in export factories. However, the potential for sustainability of the project’s achievements under this objective is low, and the project is subject to further interventions targeting improvements made on following-up on social dialogue committees.

Exhibit 5.6 *Expected impact and sustainability of project’s activities*

TARGET		POSSIBLE IMPACT		EXPECTED SUSTAINABILITY
Objective 1 To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories		Positive possible impact overall (trainings, checklist, database). However, observed discrepancies between trained and untrained inspectors.		TOT approach and Inspection material and checklist have a mixed potential for sustainability. Beyond the project lifespan, trained ToT have the capacity to replicate the trainings to other inspectors, and is dependent on the MOM’s capacity and willingness to replicate the training through its HR function. It remains to be seen if the MOM can demonstrate the resources to ensure the maintenance and sustainability of computerized inspection systems.

TARGET		POSSIBLE IMPACT		EXPECTED SUSTAINABILITY
Objective 2 To support export factories improving productivity & working conditions		Improved working relationships and HR Processes. Participation of international buyers/brands in the Egyptian Textile Buyer forums. Increased awareness on rights and duties.		COIN material has a strong potential for sustainability if it is used in future projects and by some relevant institutions such as SCORE CTA and USAID's WISE project. Lack of non-ILO entity which has taken ownership of organizing future iterations of the international buyers' forums.
Objective 3 To support the development of sound bipartite relations in export factories and create enabling environment for workers and their representatives		Strong project advisory committee including tripartite constituents. 13 worker management committees established. Social dialogue committees subject to improvement.		Low potential for sustainability - subject to further interventions targeting sustained social dialogue committees. In the absence of strong ownership of the process by local actors, the potential for sustainability of progress made towards this objective is weak.

5.5 Cross-Cutting Issues

Finding 13: Some specific actions were taken towards gender mainstreaming by the project. However, the gender mainstreaming approach was not systematic. Additional efforts could be made towards explicitly addressing gender gaps.

200. The project takes gender into account through the choice of the textile and garment sector in view of the female worker-intensive nature of such sectors in the Egyptian context. The project team, in collaboration with the FEI, has also organized a conference on Women and Enterprises aimed at promoting a better environment for female entrepreneurs and increasing awareness for gender equality through improvements made in female participation in the labour market.

201. A gender assessment was conducted in 2016 of six export factories which participated in the project. The assessment aimed to determine whether the working environment of the factories are in line with the values of gender equality, especially in relation to: recruitment, opportunities for advancement, safety at work, representation, wage gap and legal compliance with laws related to female.

202. This evaluation did not analyse the content of the training at the factory level to assess whether the gender component was taken into consideration in the training manuals. However, the evaluation observed that there is a lack of evidence of specific actions undertaken by planners and trainers to ensure that women workers' specific needs are taken into account in the delivery of trainings.

203. In some factories, it was even noted that there were not any women employees. At the design level, the evaluation has not come across any documentation indicating that the project conducted an assessment to determine the appropriate measures to be taken to increase the awareness and to ensure equal participation for women and men workers in economic life. Also, there was no evidence in project planning of any explicit measures to ensure that they would not face challenges or unintended negative results during their participation.

Finding 14: The project adopted a human rights-based approach. The project's planning and implementation involved all of its stakeholders.

204. This evaluation assessed the extent to which the project adopted a human-rights based approach by determining the degree to which the project's planning, implementation and monitoring involved all project stakeholders. As per the Terms of Reference for this evaluation, a human rights-based approach is characterized by the addressing of the project to its stakeholders, the provision of tools and approaches appropriate for collecting data from them, the set-up of processes of broad involvement of stakeholders, and enhanced access of evaluation results to all stakeholders⁵². Evidence for such an assessment were sourced from the project design, in relation to the extent it included most vulnerable groups and promoted the stipulations of international human rights treaties, as well as from the extent to which the project supported mechanisms for the enhancement of workers' rights.

205. The evaluation team found the project design to support the participation of all stakeholders. As noted in Finding 1 of this evaluation report, two of the project's overarching objectives, aimed at improving working conditions and productivity in factories and developing sound bipartite relations, are highly aligned with the ILO's Strategy for North Africa. This is rooted in the project's aims to empower stakeholders through greater social dialogue with the aim of extending social protection for the most vulnerable.

206. The project was also found to support the mechanisms for the enhancement of worker's rights. As reported in finding 6, knowledge and awareness of workers' rights and duties have been found to have increased among employers and workers interviewed as a result of training and awareness sessions conducted at the factory-level. The work of the project to enhance workers' rights was also witnessed in the efforts undertaken to not only improve the knowledge of workers' rights and duties among sectoral chambers and trade unions, but also to improve their capacities to organize events to further disseminate their acquired knowledge to their respective members.

207. Additionally, a validation workshop to share this evaluation's preliminary findings was jointly conducted by the ILO project team, MOM and the evaluation team in March 2018. The inclusion of a wide variety of stakeholders and the sharing of evaluation findings to stakeholders is taken as a further indication of the project's adoption of a human rights-based approach.

⁵² Terms of Reference, p. 8.

6 Conclusions

208. In conclusion, the ILO EEFMP has made notable efforts towards the promotion of decent work in Egypt, supporting compliance to fundamental labour rights and principles, sound industrial relations and improved working conditions in export factories. The project's success in making such efforts is especially significant when taking into consideration the difficult and challenging context of Egypt between 2013 and 2017. As noted at the beginning of this report, immense socio-political upheaval and a national security crisis were witnessed during a substantial part of the project's lifetime.

209. The project's design is found to be coherent and relevant, consisting of three objectives, each with their own corresponding sets of outputs and target indicators, aimed respectively at supporting the development of a specialized national labour inspectorate for exporting factories, the improvement of export factories' productivity and working conditions and the development of sound bipartite relations. The project was also found to be effective at forming collaborative, fruitful partnerships with other organizations and projects.

210. The project was found to be effective in enhancing the capacities of the national labour inspectorate, through the development of an inspection unit specializing in the export sector. The project was also effective in its support to improving the working conditions at the factory-level, through provision of training, awareness-raising and the organization of international buyers' forums. Despite progress made in opening a channel of communication among constituents through various social dialogue initiatives, there is room for improvement on the extent to which social dialogue committees are followed up on by the project after their formation, so as to ensure that such committees continue to function effectively after project completion without external support.

211. While the project was found to be efficient in its approach to cost-sharing and its utilization of ToT, the project also experienced delays in the delivery of its activities, with most coming about in the two-year period of 2016-2017.

212. The M&E system of the project was found to be adequate in having established baseline measures through needs assessments, and in regularly monitoring and reporting on project activities and outputs. However, improvements could be made in including indicators for behaviour change among participants of project's training and workshops.

213. While the project possessed a risks and mitigation strategy which was effective in ensuring the project's effectiveness, it was lacking in comprehensiveness as it did not include a mitigation strategy for risks posed by external factors which could affect the results-sustainability of the project.

214. The project's relative success stands as a solid foundation for improved labour conditions in Egypt, and is oriented towards making a positive impact. However, the potential of the sustainability of the progress achieved remains in question, especially in light of the lack of strong ownership of the project's activities by local actors to ensure its continuance beyond the lifetime of the project.

7 Lessons Learned

ILO Lesson Learned #1

Project Title: Promoting Workers' Rights and Competitiveness in Egyptian Export Industries

Project TC/SYMBOL: EGY/11/06/USA

Name of Evaluator: Universalia Management Group

Date: July 2018

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The potential for sustainability of progress made towards social dialogue is conditional to ownership of the social dialogue process by local actors.

Context and any related preconditions	<p>The project contributed to the formation of social dialogue committees in three industrial zones in Egypt. Only one of the three social dialogue committees was functional by the end of the project. Another was discontinued, and the third was yet to achieve effective functionality. Despite some success in the formation of social dialogue committees at the industrial zone level, the evaluation concluded that there is a need for greater efforts from the project in following up on social dialogue committees after their formation to ensure functionality of committees and to address any issues they may be facing.</p>
Targeted users / Beneficiaries	<p>Public authorities, representatives of trade unions and employers.</p>
Challenges /negative lessons - Causal factors	<p>The weak local appropriation of social dialogue committees and the absence of a systematic follow-up process following the project completion, limited the success in the formation of social dialogue committees at the industrial zone level and the cultivation of an enabling environment for social dialogue.</p>
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned #2

Project Title: Promoting Workers' Rights and Competitiveness in Egyptian Export Industries

Project TC/SYMBOL: EGY/11/06/USA

Name of Evaluator: Universalia Management Group

Date: July 2018

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

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Within a context of such political and social unrest, projects that aim to improve workers' rights should consider dedicating additional resources and attention to accompany targeted factories – especially in the event where the training leads to a process of change (rights claims, protests, etc.). In that sense, the project should work closely with factories, workers and management to ensure that bipartite dialogue is activated.</p>
<p>Context and any related preconditions</p>	<p>The project was implemented in a period that observed major demonstrations held by Egyptian youth and that led to unprecedented political turmoil leading to changes occurring on the political scene and accompanied by the formation of independent trade unions.</p>

<p>Targeted users / Beneficiaries</p>	<p>The project focused on three main objectives:</p> <ol style="list-style-type: none"> 1) To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories; 2) To support export factories to improve productivity and working conditions; 3) To support the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives. <p>The <i>“Promoting Workers’ Rights and Competitiveness in Egypt’s Export Industries”</i>, under its second objective, targeted 100 factories for the improvement of their productivity and working conditions.</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>The project’s activities included the delivery of trainings to workers and upper-level management on: human resources managements; OSH, Lean manufacturing, and social compliance.</p> <p>24 of 100 targeted factories elected to discontinue their involvement in the project’s activities partway due to workers protestations claiming their rights.</p>
<p>Success / Positive Issues - Causal factors</p>	
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	

8 Good Practices

ILO Emerging Good Practice

Project Title: Promoting Workers' Rights and Competitiveness in Egyptian Export Industries

Project TC/SYMBOL: EGY/11/06/USA

Name of Evaluator: Universalia Management Group

Date: July 2018

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

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>At the time where some of the COIN training modules relating to workers' rights was feared by employers, the adaptation of the training package was a good practice as it enabled the project team to cultivate first success stories and build the confidence of other targeted companies.</p>

<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Under the second objective of the project, relating to “supporting export factories to improve productivity and working conditions”, the project implemented ILO’s Competitiveness Industries (COIN) training curriculum - a package of modules formulated to aid medium and large-sized companies in the improvement of industrial relations, workers-management communication, dispute resolution mechanisms and the promotion of decent working environments. The curriculum is also aimed at helping decrease labour turnover, increase worker satisfaction levels of their working environment, reduce accidents and injuries, and companies’ adherence to OSH regulations.</p> <p>COIN consists of three customizable modules and one complementary module:</p> <ol style="list-style-type: none"> 1) Human Resources Managements (a. Management module; b. Workers’ awareness module; c. Industrial relations module); 2) OSH module; 3) Lean manufacturing, and; 4) Social compliance module. <p>When ILO started implementation of COIN among targeted Egyptian companies, the training consisted of a sensitization training, focusing on rights and duties of employers and employees. The targeted employers were reticent to provide such trainings to their employees, fearing they might lead to employees claiming their rights through protests and strikes. Some employers requested that only some trainings be delivered, excluding trainings on workers’ rights.”</p> <p>The project team therefore adapted the COIN module as of which it was offered as a “full package”. The training process was also adapted to make it more attractive to stakeholders: an interactive learning approach was privileged within classrooms, and included games.</p>
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<p>Establish a clear cause-effect relationship</p>	<p>The evaluation found that the majority of participants found the training and awareness sessions carried out by the project useful, with many voicing their appreciation for the sessions' interactive nature and the simplicity in the manner in which training content is presented.</p> <p>The delivered training was found to have positive effects in terms of workers' increased knowledge of their rights, especially in relation to their leave days, incentives, and working hours as a significant positive change in their lives as a result of the project's activities. Workers also reported the new ability to review their salary statements on a regular, monthly basis, an increased awareness on their rights, in relation to the calculation of wages, leave days and additional working hours. Employers also expressed a better understanding of OSH standards and their linkage with export and competitiveness practices.</p> <p>Despite the usefulness of the training content, workers also noted the shortness of the training sessions as a point to be improved upon by the project. Training sessions across factories were reported to be largely conducted in sessions of two hours, twice a day and in six rounds. Employers interviewed also expressed a similar concern, adding that the training could only be conducted in two-hour-long sessions on a rotation basis due to the need to soften the impact on the factory's immediate productivity as a result of the time taken up by training and awareness sessions.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The <i>"Promoting Workers' Rights and Competitiveness in Egypt's Export Industries"</i> project focused on three main objectives:</p> <ol style="list-style-type: none"> 1) To build specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories; 2) To support export factories to improve productivity and working conditions; 3) To support the development of sound bipartite relations in export factories to create an enabling environment for workers and their representatives.
<p>Potential for replication and by whom</p>	<p>This could be replicated in similar workers' rights interventions, worldwide.</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>This practice is aligned with the ILO Strategy for North Africa (2012–2015), entitled "Employment for Stability and Socio-Economic Progress".</p>

Other documents or relevant comments	
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9 Recommendations

215. The evaluation team developed a total of seven actionable recommendations (outlined below) that are based on this evaluation's findings.

216. Recommendations are addressed to ILO HQ, ILO Egypt and the EEFMP team, the government of Egypt and project donors. They rely on points expressed in the findings of the evaluation and are articulated in order to improve the design, effectiveness, efficiency and sustainability for the preparation future similar projects or further phases of the project, if any. Recommendations are intended to be constructive and future-oriented.

Exhibit 9.1 *Table of Recommendations*

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 1: ILO and its implementation partners should build on the accomplishments of the Egypt Export Factory Monitoring Project by expanding its activities to all governorates</p> <p>This evaluation recommends that the ILO, its implementation partners and its funders build on the preceding achievements of the project in terms of labour inspection. The project has successfully contributed to building specialist expertise in the national labour inspectorate to assess, monitor and report on working conditions in export factories. However, trainings did not cover all governorates and all inspectors. The MoM should ensure that the trained ToTs replicate the trainings to all inspectors in all governorates. Continuing the replication of inspectors' training in other governorates and sectors through the utilization of trainers who have received the project's TOT. This is to be coupled with quality assurance of such duplicated training. to ensure that training be expanded to cover all governorates and other potential sectors, allowing more inspectors and factories to benefit from the project's interventions.</p> <p>The ILO should consider providing assistance in terms of quality assurance of the replicated trainings, including continuous learning and technical expertise support.</p>	<p>Based on: Findings 1, 2, 3, 5, 6, 7, 11, 12.</p>	<p>Donors, ILO HQ, ILO Egypt and Government of Egypt.</p>	<p>Priority: medium; Resources: high; Timeframe: medium-term.</p>

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 2: The MOM should also give special attention to the institutional sustainability by promoting the role of the performance enhancement & training centre within MOM</p> <p>The TOT approach and Inspection material and checklist have potential for sustainability. However, such sustainability is dependent on the MOM's capacity and willingness to continue the use of the tools introduced by the project. Beyond the project lifespan, trained ToT have the capacity to replicate the trainings to other inspectors. This evaluation recommends that the MOM replicates the training conducted over the course of the project's lifespan through the promotion of the role of the performance enhancement & training centre within the MOM.</p>	Based on: Findings 5 and 12	Government of Egypt	Priority: high; Resources: low; Timeframe: medium/ long-term.
<p>Recommendation 3: Maintaining Advocacy efforts</p> <p>The ILO should maintain its advocacy efforts at the policy level, to further align national policies with ILS and FPRW. Despite the effectiveness of the project in terms of building the capacity of labour unions, sustainability of ILO's work is dependent on national law and the extent to which they reflect ILS and labour rights is affected.</p>	Based on: Findings 5, 7, 12.	Donors, ILO HQ, ILO Egypt.	Priority: medium; Resources: medium; Timeframe: long-term.
<p>Recommendation 4: Building the capacity of independent trade unions</p> <p>The ILO and its implementation partners should maintain and expand its efforts to build the capacities of trade unions, including independent trade unions. The project has made substantial efforts in the capacity-building of trade unions, and a future iteration of the project could expand such efforts to a wider variety of unions.</p>	Based on: Findings 1, 2, 7, 12.	Donors, ILO HQ, ILO Egypt.	Priority: medium; Resources: medium; Timeframe: long-term.

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	PRIORITY / RESOURCES / TIMEFRAME
<p>Recommendation 5: Enhancing sustainability mechanisms for social dialogue</p> <p>As mentioned earlier, the creation of the PAC and the establishment of 13 worker management committees in export factories are achievements worth maintaining. However, the potential for their sustainability is mixed and requires further interventions to be maintained without external support</p>	Finding 12	Donors, ILO HQ, ILO Egypt.	Priority: medium; Resources: medium; Timeframe: medium-term.
<p>Recommendation 6: Enhance M&E system to include indicators of behaviour change</p> <p>Despite a solid and frequent monitoring of the project's progress, the evaluation revealed that the project's performance measurement framework lacks indicators for possible changes in behaviour of individuals in the factories, companies, unions and chambers which participated in project training and workshops. Therefore, the evaluation recommends that future ILO projects provide space for systematic reporting on such indicators within their M&E frameworks.</p>	Finding 10	Donors, ILO HQ, ILO Egypt.	Priority: high; Resources: medium; Timeframe: short-term.
<p>Recommendation 7: ILO should ensure that gender considerations are further integrated into the design and monitoring of the project</p> <p>As mentioned in Finding 13, the evaluation revealed potential barriers to women's participation in the project, despite some specific actions taken by the project towards gender mainstreaming. The evaluation recommends that the ILO adopt an explicit gender strategy to ensure that gender gaps and barriers are addressed systematically, and that women have equal opportunities in benefiting from the project.</p>	Based on: Finding 13	ILO HQ and ILO Egypt	Priority: high; Resources: low; Timeframe: medium-term.

Appendix I Terms of Reference

DRAFT

Terms of Reference Independent Final Evaluation of

Promoting Workers' Rights and Competitiveness in Egyptian Export Industries October 2017

Title of project to be evaluated	Egypt Export Factory Monitoring Project
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 Final Evaluation
Evaluation Manager	Bernd Mueller, mueller@ilo.org
Geographical coverage	Egypt
Donor	US Department of Labour
Budget	USD 10 million

Acronyms

CTA	Chief Technical Advisor
DWT	Decent Work Team
DAC	Development Assistance Committee
DWAA	Decent Work Agenda for Africa
Eval	ILO Evaluation Office
ETUF	Egyptian Trade Union Federation
EDLC	Egyptian Democratic Labour Congress
ILO	International Labour Organization
MOM	Ministry of Manpower
OECD	Organization for Economic Cooperation and Development
PAC	Project Advisory Committee
RMG	Ready-Made Garment
ROAF	Regional Office for Africa
USDOL	United States Department of Labour

1. Introduction & rationale for evaluation

Egypt Export Factory Monitoring Project (EEFMP) is a project aimed to contribute to the promotion of decent work in Egypt by supporting improved compliance to fundamental principles and rights at work, greater labour-management cooperation and higher levels of productivity. This 75-month initiative funded by the US Department of Labour (USDOL) and implemented by the International Labour Organization (ILO) 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 final evaluation of the project is undertaken in line with the funding agreement between USDOL and the ILO and in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005 and the Management Procedures and Guidelines for USDOL- ILO Cooperative Agreements.

The overall objective of the evaluation is to analyse the results achieved vis-à-vis the established objectives/outcomes, to identify lessons learnt for any future or follow-up projects of a similar nature, and to propose recommendations for improved delivery of quality outputs in similar future ILO and other related projects. More concretely, the evaluation will assess the relevance, effectiveness, efficiency, sustainability, and impact of the **Egypt Export Factory Monitoring Project**. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding the project's implementation and operation.

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%)⁵³. The quality of employment on offer is also of 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 2006⁵⁴.

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 day⁵⁵. 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.

⁵³ 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/>

⁵⁴ Ministry of Economic Development and UNDP, 2010. *Egypt's progress towards achieving the Millennium Development Goals*: www.undp.org/Portals/0/MDG/2010%20MDGR_English_R5.pdf.

⁵⁵ 2008 estimate based on 2005 purchasing power parity (PPP). See: World Bank Development Indicators: <http://data.worldbank.org/indicator/SI.POV.2DAY>

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, insufficient numbers of inspectors relative to the number of registered enterprises, inefficient targeting of inspections, lack of transportation, and low salaries. There is a tendency for private sector employers to regard inspections as of superficial importance, while unions do not see inspections as a means for promoting respect for worker rights.

The **Egypt Export Factoring Monitoring Project** 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: Organizational 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 organizations 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 (MOM) (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:

- To independently assess the results achieved of the project across the three objectives and 12 outputs; assessing final performance and delivery as per the foreseen targets and indicators of achievement; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Egypt;
- To provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery for similar future projects

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 have been or were to be produced since the start of the project.

In particular, the evaluation will make recommendations regarding:

- Overall progress made towards achieving project objectives
- Guide ILO management on the performance of the project (including areas of success and/or challenges) and provide lessons learned for future projects of a similar nature
- Any potential shortcomings in project delivery and highlight them clearly together with any identified causes for such underperformance
- Internal and external factors that influenced project implementation and delivery
- The extent of government buy-in, support and participation in the project, as well as follow-up and uptake following project activities
- Level of buy-in, participation, follow-up and uptake of project activities by social partners
- Relevance of the project within national development priorities/frameworks (and evolving context), both on paper and as perceived by the tripartite stakeholders.
- Synergies with other relevant ILO and US government programmes and activities, as well as any other relevant initiatives by Egyptian constituents (tripartite).
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis, assessment and monitoring
- Other specific recommendations to assess performance and the delivery of results for this and any similar future projects.

Evaluation users

The primary users of the evaluation are the USDOL as donor of the initiative, the government of Egypt as a recipient country, 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 (in line with ILO evaluation policy guidelines⁴⁵⁶):

- 1) Relevance and strategic fit,
- 2) Effectiveness of project implementation and management arrangements,
- 3) Efficiency of resource use and project set-up,
- 4) Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes
- 5) Sustainability and continuation of project-induced activities and impact beyond the project's lifespan.

The evaluation shall follow a human-rights-based approach by promoting and protecting human rights. Including the HR perspective in evaluation means (i) addressing the process to people, (ii) setting tools and approaches appropriate for collecting data from them; (iii) set-up processes of broader involvement of stakeholders, and (iv) enhance access of the evaluation results to all stakeholders.

Furthermore, the evaluation must be conducted with gender equality as a mainstreamed approach and concern. This implies (i) applying gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and use of mix of methodologies, (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, 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 norms⁵⁷ 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.

⁵⁶ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

⁵⁷ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.

Key Evaluation Questions

The evaluators shall examine the following key issues:

- A. Relevance and strategic fit,
 1. Has the project taken into account the needs and priorities of tripartite stakeholders and beneficiaries in Egypt?
 2. In hindsight, was the project design realistic and purposeful towards achieving its objectives? Was the project design logical?
 - B. Effectiveness of project implementation and management arrangements
 3. To what extent has each of the expected three project objectives and their related outputs been achieved? Please suitably disaggregate this analysis by gender, geographic area, sector and project component.
 4. To what extent did the project “pass” its own logic model test? Were the development hypotheses underpinning the logical framework supported or unsupported based on project performance data?
 5. Has the project successfully built or strengthened an enabling environment for better working conditions in Egypt’s export industries (laws, policies, people’s attitudes, etc.)?
 6. What, if any, adverse effects resulting from the project (on beneficiaries, affected communities, institutions, or other) have been identified or perceived?
 7. Has the project’s resource use, backstopping, and management/governance arrangements improved towards achievement of the project goals following the shortcomings identified by the interim evaluation?
 8. Have the recommendations of the Independent Interim Evaluation been taken into account and implemented? (please address them one by one)
 - C. Efficiency of resource use
 9. 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?
 10. Have the project’s activities/operations been implemented in time as defined by the project’s original (and subsequent) work plans?
 11. Have the various budget resources allocated to the implementation of activities been adhered to and efficiently used?
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- D. Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes
12. Has the project contributed to achieving the proposed impacts?
 13. Have the target indicators across the various objectives and outputs been effectively measured and achieved?
 14. To what extent can potential improvements in working conditions for workers (especially women) in Egypt's export industries be attributed to the activities of the project?
 15. Has the project contributed to a significant change in practices, perceptions, governance or enabling environment in export industries?
 16. Has the project successfully managed and shared any generated knowledge with relevant internal and external stakeholders?
- E. Sustainability and continuation of project-induced activities and impact beyond the project's lifespan.
17. Has an effective risk analysis, assessment, and monitoring system been established and implemented?
 18. Assess whether project outcomes have been achieved in a sustainable manner that enable continuing benefits beyond the project's lifespan?
 19. Are project beneficiaries likely to continue to feel improved conditions after the project closeout?
 20. Has an effective and realistic exit strategy been developed and implemented?
 21. To what extent will national institutions and implementing partners be likely to continue the project activities/initiatives or carry forward its results without external funding or support?
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5. Methodology

The evaluation will take a mixed methods approach, combining quantitative and qualitative research methods. Inter alia, it will incorporate a desk review and field visits 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 the evaluation manager. 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 will seek to apply a variety of evaluation techniques – desk review, statistical analysis of available data, key informant interviews, focus group discussions, field visits, informed judgments, and scoring, ranking or other rating techniques.

The evaluation team leader will be responsible for completing the draft evaluation report, to be submitted to the evaluation manager, and subsequently shared with all relevant stakeholders for feedback. Comments will be requested by the evaluation team leader within a specified timeframe (not more than 12 working days). The 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. Following the feedback provided during the validation workshop, the evaluation team will be expected to finalise the report and submit to the evaluation manager without unreasonable delay (maximum 10 working days).

The various methodological elements of the evaluation are each discussed below:

Desk review

The evaluators will carry out an initial desk review to analyse project and other documentation including the Cooperative Agreement, approved log-frame, annual and quarterly reports provided by the project management and Field and HQ backstopping officers, as well as any monitoring & evaluation data provided by the project team. 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 manager.

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 and other relevant staff if necessary.

Interviews with Tripartite Stakeholders in Cairo

A first meeting will be held with the ILO Director of DWT Cairo Office, the evaluation manager, 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) and subject to approval by the ILO Evaluation Manager upon further discussion.

Visit to export companies and workers affected by project activities

The Evaluation Team will visit a significant number of export companies that may have been affected (positively or negatively) from project activities, in order to assess the effects of project action on enterprises' HRM systems, compliance with labour standards, increase in productivity and improvement of social dialogue. (a minimum of 20% of targeted companies should be visited).

Separate interviews and/or focus groups should be conducted with a number of workers of each of the visited companies, to assess their perceptions and feelings about possible changes in working conditions. Interviews with workers must be conducted at a neutral setting (ideally away from the workplace), with no other company employees or managers present during the interview. Due cognisance and respect must be paid to the power relations experienced among workers (e.g. men/women, old/young, junior/senior positions), and interviews should be held in a setting that allows interview partners to speak freely and with full anonymity.

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, the evaluation manager, and the project team.

Stakeholder Validation Workshop

Additionally, a stakeholder workshop will take place in November 2017. 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 the evaluation manager. Logistical support will be provided by the project team.

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.

6. Expected Outputs/ Deliverables

1. Inception report (with detailed work plan, data collection instruments, definition of responsibilities of evaluation team members)
2. A concise draft Evaluation Report (maximum 35 pages without annexes) 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. Participation, presentation of findings and rapporteur duties at a stakeholder validation workshop
4. A concise final draft Evaluation Report in line with the above requirements
5. 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 evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated to ILO and USDOL for an initial review, which serves to identify potentially sensitive information and/or inaccuracies in the report. 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 manager, in the form of a comment matrix, including explanations as to how comments were addressed or why any comments might not have been incorporated. It is expected that all comments and stakeholder feedback will be duly addressed in some form.

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 ILO (in consultation with USDOL M&E coordinator) 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 evaluation, in which the grantee (ILO) will appoint an evaluation manager and the members of the Evaluation Team.

The ILO has appointed as evaluation manager for this evaluation Mr Bernd Mueller (DWT/CO Pretoria).

The evaluation team will consist of one lead evaluation consultant (team leader) and one supporting evaluation consultant (both yet to be identified).

The 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 evaluators as well as working closely with the ILO evaluation manager as needed to produce and submit one evaluation report in accordance with the deliverable schedule and contract specifications. The consultants will be highly qualified senior evaluation specialists with extensive experience in project/programme evaluations and ideally also the subject matter in question: improvement in productivity and working conditions. The evaluation team, in consultation with the ILO evaluation manager, will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Evaluation Manager

The evaluation team will exclusively report to the evaluation manager, Mr Bernd Mueller (ILO DWT/CO Pretoria, mueller@ilo.org) and should only discuss and resolve any technical and methodological matters with him. Further backstopping may be provided by the regional Monitoring and Evaluation Officer, Mr Gugsu Farice, as well as the evaluation coordinator at ILO- EVAL in Geneva (Ms. Naomi Asukai) 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. Any personnel linked to the project or ILO DWT/CO Cairo must leave the premise before the interview proper commences, and interview partners must be assured of full anonymity and confidentiality of their responses at the beginning of the interview. They must be provided with sufficient space to ask any questions they may have, and must be provided with answers to their satisfaction before commencing the interview.

Work plan & Time Frame

The total duration of the evaluation process (excluding preparation and finalisation) is estimated to be 40 working days over a 9 weeks period from 16 October 2017 – 15 December 2017. The field visits and data collection shall not commence before 1 November 2017. 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 7 September 2015.

PHASE	TASKS	RESPONSIBLE PERSON	DEADLINE
I	<ul style="list-style-type: none"> Preparation of TOR incl stakeholder inputs 	Evaluation manager	6 October
II	<ul style="list-style-type: none"> Identification of independent lead and supporting evaluators Entering contracts and preparation of budgets and logistics 	Evaluation manager	29 October
III	<ul style="list-style-type: none"> Telephone briefing with evaluation manager Desk review of project and related documents Inception report, including evaluation matrix Evaluation instruments designed based on desk review 	Evaluators	15 November
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	w/c 16 November
V	<ul style="list-style-type: none"> Elaboration of draft report Draft evaluation report submitted to ILO Evaluation Manger for quality & completeness review 	Evaluation team	24 November
VI	<ul style="list-style-type: none"> Circulate draft evaluation report to key stakeholders Hold stakeholder validation workshop 	Evaluation manager, Evaluation Team, (logistical support by project team)	Circulate: 30 November Validation Workshop: 7 December
VII	<ul style="list-style-type: none"> Consolidate comments of stakeholders and send to evaluation team leader Finalize the report. Provide explanation on comments that were not included 	Evaluation team	15 December

PHASE	TASKS	RESPONSIBLE PERSON	DEADLINE
VIII	<ul style="list-style-type: none"> Approval of report by EVAL (in consultation with USDOL M&E Coordinator) 	EVAL	22 December
IX	<ul style="list-style-type: none"> Final copy edited, 508-compliant Report send to USDOL, grantee and stakeholders 	Evaluation manger	31 December

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

- The evaluation team leader will submit a draft evaluation report to the evaluation manager.
- ILO Evaluation Manger will carry out a review to ensure quality and completeness of report and highlight any issue to be addressed by the evaluators if needed.
- The evaluation manager will then forward a copy to all key stakeholders, incl at USDOL and ILO for comment and factual correction. A validation stakeholder workshop will be held to collate all comments and provide a suitable forum for all feedback to be voiced. The evaluation team leader will act as main rapporteur at the workshop.
- The evaluation manager will consolidate the comments and send these to the evaluation team.
- 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.
- The evaluation team leader will submit the final report and comment matrix to the ILO evaluation manager.
- The ILO evaluation manager will forward the evaluation report and comment matrix to EVAL and USDOL M&E Coordinator for review. If questions or concerns remain about how comments were or were not addressed, EVAL or USDOL may raise these with the Evaluation Manager, who may request further explanation or response from the Evaluation Team Leader, who will have full discretion as to whether or not to revise the report on the basis of EVAL or USDOL input.
- Once the team leader has affirmed that the report is final and has taken into account all comments received within the timeframe requested, the Evaluation Manager will conduct a final review of the report and confirm its final status (or resend to the evaluation team leader for further amendments as needed).
- The evaluation manger will send the final report to USDOL, EVAL and PARDEV for packaging/formatting as well as formal approval as required per the Cooperative funding agreement and MPGs.
- Following full approval from all sides and final formatting, the ILO evaluation manager officially forwards the approved evaluation report to PARDEV, USDOL, and other stakeholders as appropriate.

8. Key qualifications and experience of the Evaluation Team

The **lead evaluation consultant** should have the following qualifications:

- Master's 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, analytical and interview skills (in English).
- Excellent report writing skills (in English).
- Demonstrated ability to deliver quality results within strict deadlines.
- Arabic language skills

The **supporting evaluation consultant** should have the following qualifications:

- Bachelor's degree in business management, Economics, law or related graduate qualifications
 - A minimum of 5 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, analytical and interview skills.
 - Advanced report writing skills.
 - Demonstrated ability to deliver quality results within strict deadlines.
 - Fluent in Arabic and English
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Appendix II Evaluation Matrix

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
Relevance and strategic fit	Has the project taken into account the needs and priorities of tripartite stakeholders and beneficiaries in Egypt?	Has the project conducted a baseline study?	Evidence of baseline assessments at project design and planning stage	Country level individual interviews Document review	ILO project staff Project beneficiaries Planning documents
		Are project stakeholders satisfied with the project design? and why?	Tripartite stakeholders' level involvement during the design and planning stage Evidence of adaptability to changing needs	Country level individual interviews Document review	ILO project staff Project beneficiaries Progress reports
	In hindsight, was the project design realistic and purposeful towards achieving its objectives? Was the project design logical?	Is the project design appropriate for the cultural, economic, and political context in which it works?	Project Stakeholders' perception of relevance Alignment with national priorities and with ILO's country strategy Challenges highlighted in project documentation	Country Level Interviews Document review	ILO project staff Project beneficiaries Project documents Contextual documents

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
		<p>Was the project design logical?</p> <p>Was the project logic suitably conducive to implementation?</p>	<p>Alignment of the project strategy and ToC with international good practises</p> <p>Extent to which the project’s Theory of Change is consistent with the data findings obtained from baseline reports</p> <p>Stakeholders’ perceptions on the extent to which the Theory of Change adopted the right approach to targeting, taking into consideration opportunity, motivation and capability</p> <p>Stakeholders’ perceptions on the extent to which strategy of the project was actionable and feasible to implement</p>	<p>Country Level Interviews</p> <p>Document review</p> <p>Benchmarking</p>	<p>ILO project staff</p> <p>Project beneficiaries</p> <p>Project documents</p> <p>Scientific and grey literature</p>
<p>Effectiveness of project implementation and management arrangements</p>	<p>To what extent did the project “pass” its own logic model test? Were the development hypotheses underpinning the logical framework supported or unsupported based on project performance data?</p>	<p>To what extent does the ToC help/constrain the project in reaching its targets</p>	<p>Stakeholders’ perceptions on the extent to which strategy of the project increased or hindered results achievement</p> <p>Coherence and logic between project activities, outputs and outcomes</p> <p>Level of comprehensiveness of the risk mitigation strategy</p> <p>Evidence of adaptation of the theory of change, where relevant</p>	<p>Country Level Interviews</p> <p>Document review</p>	<p>ILO project staff</p> <p>Project beneficiaries</p> <p>Project documents</p>

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	To what extent has each of the expected three project objectives and their related outputs been achieved at all levels?	Has the project been effective in terms of delivering outputs and outcomes? (disaggregated by gender, geographic area, sector and project component) And why?	Level of achievement of outputs and outcomes, disaggregated by gender, geographic area, sector and project component Evidence of effective use of resources for timely delivery Stakeholders' perception of the impact of management arrangements (resource use, backstopping, and management/governance) on project delivery Nature and depth of the collaboration with other initiatives and projects	Country Level Interviews Document review	ILO project staff Project beneficiaries Project documents

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	<p>Has the project successfully built or strengthened an enabling environment for better working conditions in Egypt’s export industries?</p>	<p>What was the project’s contribution to change at the following levels? Legal environment National mechanisms Inspection processes Employers’ knowledge Employees’ knowledge Working conditions Social dialogue in targeted factories And why?</p>	<p>Stakeholders’ perception of the quality of the interaction, level of influence, and impact on national policies, debates and institutions Inspectors’ perceptions on the changes that occurred in their work following their participation in the project Indirect beneficiaries’ perceptions on the changes that occurred in their life following their participation in the project Stakeholders’ perceptions on major factors which either supported or hampered the achievement of the project objectives</p>	<p>Country Level Interviews Document review</p>	<p>ILO project staff Project direct and indirect beneficiaries Project documents</p>
	<p>What, if any, adverse effects resulting from the project (on beneficiaries, affected communities, institutions, or other) have been identified or perceived?</p>	<p>Did the direct and indirect beneficiaries incur any negative changes following their participation in the project?</p>	<p>Stakeholders’ perceptions on any negative consequences/changes that occurred/are occurring in their life following their participation in the project Evidence of negative consequences/changes in project reporting</p>	<p>Country Level Interviews Document review</p>	<p>ILO project staff Project beneficiaries Project documents Project monitoring data</p>

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	Has an effective risk analysis, assessment, and monitoring system been established and implemented ⁵⁸ ?	Are the project's risk analysis, risk monitoring, and risk mitigation processes useful in informing the project and contributing to results achievement?	Project staff's perception of quality and usefulness of the information contained in the risk assessment and mitigation strategy Level of comprehensiveness of project risk analysis Evidence of effectiveness of risk mitigation strategy	Individual Interviews Document review	ILO project staff ILO and UNIDO support staff Project reports and monitoring data
	Have the recommendations of the Independent Interim Evaluation been taken into account and implemented?	Have each of the recommendations of the Independent Interim Evaluation been considered and implemented?	Evidence of use and implementation of the findings and recommendations of the interim evaluation	Country Level Interviews Document review	ILO project staff ILO and UNIDO support staff Project reports and monitoring data

⁵⁸ This evaluation question was placed in the ToRs under "E. Sustainability and continuation of project-induced activities and impact beyond the project's lifespan". Since it refers to elements that impact the project's effectiveness, it was displaced into the Effectiveness section.

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	Have the target indicators across the various objectives and outputs been effectively measured and achieved ⁵⁹ ?	<p>Is M&E data systematically collected?</p> <p>Are the project's monitoring, evaluation and learning processes useful in informing the project and contributing to results achievement?</p> <p>Is the information generated by the M&E data useful to improve project performance and results?</p> <p>Did the project fulfill its planned targets? And why?</p>	<p>Level of comprehensiveness and frequency of collected M&E data</p> <p>Project staff's perception of quality and usefulness of the information contained in the M&E reporting</p> <p>Extent to which the target indicators across the objectives and outputs have been systematically measured</p> <p>Systematic collection and level of aggregation of project's M&E data</p> <p>Level of completeness of project activities and level of reach of project outcomes, as per project reporting documents and M&E data</p>	<p>Country Level Interviews</p> <p>Document review</p>	<p>ILO project staff</p> <p>ILO and UNIDO support staff</p> <p>Project reports and monitoring data</p>

⁵⁹ The evaluation question "Have the target indicators across the various objectives and outputs been effectively measured and achieved" comprises two folds : one part relates to the effectiveness of the M&E in collecting data on target indicators , and another relates to the extent to which target indicators were achieved. This question was placed in the ToRs under "D. Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes". Since it refers to elements that impact the project's effectiveness, it was displaced into the Effectiveness section.

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	Has the project's resource use, backstopping, and management/governance arrangements improved towards achievement of the project goals following the shortcomings identified by the interim evaluation?	Did the project's resource use, management and governance arrangements improve, help or hinder project implementation and results achievements?	Evidence of improvements in terms of resource use, backstopping, and management/governance arrangements following the interim evaluation Evidence of resource used, management and governance arrangements adjustments mentioned in the project reports	Country Level Interviews Document review	ILO project staff ILO and UNIDO support staff Project reports and monitoring data
Efficiency of resource use	How efficiently have resources been allocated and used to provide the necessary support and to achieve the broader project objectives? Have the various budget resources allocated to the implementation of activities been adhered to and efficiently used?	Did the project make the best use of financial and human resources? Were there any delays/gaps in disbursements? And if any, how were they overcome Could the same results have been achieved for cheaper?	Alignment of activities' delivery with expenditure Evidence of challenges met relating to resource allocation, if any (human resources, time, expertise, funds etc.) Evidence of adoption of mitigation strategies to overcome efficiency-related challenges Evidence of co-funded activities, cost sharing.	Country Level Interviews Document review	ILO project staff Project reports and monitoring data
	Were the project's activities/operations implemented in a timely manner?	Were the project activities implemented on time? And why?	Evidence of timely delivery of project activities and reasons behind delays, if any	Country Level Interviews Document review	ILO project staff, project implementation partners Project reports and monitoring data

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes	<p>Has the project contributed to achieving the proposed impacts?</p> <p>To what extent can potential improvements in working conditions for workers (especially women) in Egypt's export industries be attributed to the activities of the project?</p> <p>Has the project contributed to a significant change in practices, perceptions, governance or enabling environment in export industries?</p>	<p>Has the project contributed to change in practices, perceptions, social dialogue, governance or enabling environment in export industries?</p> <p>If yes, to which extent, and what is the nature of the change?</p>	<p>Stakeholders' perceptions of the project's potential contribution to any changes in working conditions (including women's) and adoption of new frameworks relating to workers' rights</p> <p>Evidence of unintended impact, positive or negative</p>	<p>Country Level Interviews</p> <p>Document review</p>	<p>ILO project staff, project implementation partners, project beneficiaries</p> <p>Project reports and monitoring data</p>
	<p>Has the project successfully managed and shared any generated knowledge with relevant internal and external stakeholders?</p>	<p>Did the project enable knowledge generation and share lessons learned with relevant internal and external stakeholders?</p>	<p>Evidence of learning processes implemented during project implementation</p> <p>Evidence of a knowledge communication strategy/ action plan</p>	<p>Country Level Interviews</p> <p>Document review</p>	<p>ILO project staff, project implementation partners, project beneficiaries</p> <p>Project documentation</p>

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
Sustainability and continuation of project-induced activities and impact beyond the project's lifespan.	Has an effective and realistic exit strategy been developed and implemented?	Are project partners willing to maintain project interventions following project completion?	Existence and application of an exit strategy at all level (Government, Departments, Community, etc.) Level of ownership and intention of institutions to maintain programmes following project interventions/completion	Country Level Interviews Document review	ILO project staff, project implementation partners, project beneficiaries Project documentation
	To what extent will national institutions and implementing partners be likely to continue the project activities/initiatives or carry forward its results without external funding or support?	What's the national institutions' level of ownership and engagement in the project? Has the project strengthened the national institutions' capacity to maintain project intervention after project closeout?	Extent to which the project facilitated transfer of knowledge and capacity strengthening and level of ownership Stakeholders' perception on the national institutions' level of ownership and willingness to continue project interventions following project closeout Stakeholders' perception of the potential for continuity of project activities following project completion	Country Level Interviews Document review	ILO project staff, project implementation partners, project beneficiaries Project documentation

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	<p>Assess whether project outcomes have been achieved in a sustainable manner that enable continuing benefits beyond the project's lifespan?</p> <p>Are project beneficiaries likely to continue to feel improved conditions after the project closeout?</p>	To which extent will project outcomes and their impact be maintained following the project closeout?	Partners' and beneficiaries' perceptions of the potential for continuity of changes that occurred during the project's lifespan	Country Level Interviews	ILO project staff, project implementation partners, project beneficiaries Project documentation
Cross-cutting issues	To what extent did the project adopt a human-rights-based approach?	Did the project planning, implementation and monitoring adopt a rights-based approach involving all project stakeholders?	<p>Evidence of:</p> <p>Project design supporting the participation of all stakeholders, including the most vulnerable groups and promoting international treaties on human rights</p> <p>The project supporting mechanisms for the enhancement of workers' rights</p> <p>Access of the evaluation results to all stakeholders</p>	Country Level Interviews Document review	ILO project staff ILO and UNIDO support staff Project reports and monitoring data

EVALUATION CRITERIA	QUESTIONS (AS PER THE TORS)	SUB-QUESTIONS	INDICATORS	DATA COLLECTION METHODS	SOURCES OF INFORMATION
	To what extent did the project mainstream gender?	Did the project planning, implementation and monitoring adopt a gender equality and non-discrimination approach?	<p>Evidence in terms of:</p> <ul style="list-style-type: none"> Applying gender analysis by involving both men and women in consultation and during the evaluation's analysis Inclusion of data disaggregated by sex and gender in the analysis and reports The formulation of gender-sensitive strategies and objectives and gender-specific indicators Extent to which project staff is gender balanced Evidence of disparities of the project's outcomes between men and women 	Country Level Interviews Document review	

Appendix III Interview Protocols

General Introduction to the Evaluation

Universalialia, a consulting group based in Montreal, Canada, was commissioned by the International Labour Organization for the final independent evaluation of the Egypt Export Factory Monitoring Project (EEFMP).

The purpose of the evaluation is to examine:

- Project performance, including the achievement of project objectives;
- The potential for sustainability of the project results.
- To identify lessons learned and recommendations for any possible replication.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in Egypt or countries in similar situations.

You have been identified as a key informant for the study, and we appreciate your participation in this interview.

The interview is fully confidential and anonymous. Your specific contribution to the study will be anonymous and will not be associated to your name. We will not associate your name with anything specifically included in this report.

Individual Interviews with Project Staff

- Name
 - Position and role within the project
 - Please describe the nature of your collaboration on the project (depth, date, process)
 - What goals does the project attempt to achieve? And how? (Explore the links with the different components, the choice of the target beneficiaries (baseline))
 - What were the main changes that occurred in project design throughout the project? And why? (including mid-term review results)
 - What are three achievements of the project that you are most proud of? Please explain and give examples. (policy level, change in workers', factories' knowledge/ behavior, other?)
 - What were the facilitating factors to the achievements that you just mentioned?
 - What were the challenges encountered when planning and implementing the project? (Explore at the level of planning, implementation, management, context, timing, budget, disbursements, committee, delays, country context, etc.)
(note to interviewer: Explore level of achievement of outputs and outcomes, disaggregated by gender, geographic area, sector and project component, and discuss the reasons for any shortages.)
 - What kind of M&E data did the project collect (did it capture unexpected results)? In what ways was the data used - especially by decision makers? Kindly illustrate with concrete examples. Were there changes / improvements in terms of resource use, backstopping, and management/governance arrangements following the interim evaluation? Please explain.
 - How has the gender dimension been integrated / mainstreamed?
 - How efficiently have resources been allocated and used? And were the project activities implemented on time? If not, why?
 - Does the project include an exit and sustainability strategy? Has the strategy been implemented?
 - Did the project collaborate with other projects / UN agencies – to increase synergies ? if yes, please explain.
 - Do you have any recommendations for similar project planned in the future based on lessons learnt (For instance, design, choice of partners, timeframe, etc.?)
-

Individual Interviews with Project Partners (Tripartite Constituents)

- What was the nature of your involvement with the project? Were you involved since the design stage? If yes, since when and how?
 - How did the project design evolve? And why?
 - What are three achievements of the project that you are most proud of? Please explain and give examples. (policy level, change in knowledge/ behavior, other?) To your knowledge, did the project contribute, influence, and/or impact national policies, strategies, debates and responsible institutions? If yes, please explain.
 - What were the facilitating factors to the achievements that you just mentioned?
 - What were the challenges encountered? (at the levels of planning, implementation, management, context, timing, budget, committee) And how did the project react to those challenges?
 - What was the frequency of your communication with ILO on project activities and outcomes?
 - Did the project share knowledge / lessons learned with your institution? Please explain.
 - After the end of the project's contributions/activities, what effects would continue to occur? What's left? (In your point of view, how can the project's outputs and activities be sustained? Which activities can continue? After the end of the project's contributions/activities, what effects would continue to occur? What's left?
 - (MOM interviewees only) Does the MOM intend to maintain the offer of trainings and support services after the end of the programme? (to inspectors and factories? Explore project's contribution to MOM's HR capacity development, MOM's ownership and resources)
 - If the project was to enter a "phase 2", what should be done differently? If you were to replicate or renew the project, what recommendations to design, partners, timeframe, etc. do you have?
-

Focus Group Discussions with Labour Inspectors

Circulate the following attendance list

Round table

- Name
- Age
- Level of education
- Position and affiliated Organization
- How long have you been doing your work as an inspector?
- When did you participate in the ILO training on workers' rights or other trainings?
- Further to the training, what was the nature of your involvement with the project?

Individual reflection then pooling on a synthetic table

Please describe in four points – using a separate note card for each element:

- Did your participation in the project lead to changes in the way you work? Please explain and give examples. (knowledge, attitude, behaviour, relationship with employers/employees, other)
 - What are three changes that occurred following your participation in the project that you are most proud of? Please explain and give examples.
 - Were there factors that supported or hampered the achievement of results in terms of improving workers' rights and productivity? Please explain.
 - After the end of the project's contributions/activities, what effects would continue to occur in your life? What's left?
 - If the project was to enter a "phase 2", what recommendations would you have for ILO to do things differently?
-

Individual Interviews with Workers / Employers

- Name
 - Age
 - Sex
 - Level of education
 - Position within the factory
 - Nature of involvement with the project (including design) / Date when training was attended
 - Overall, how did you find the training received (content, duration, structure)?
 - Did the training lead to positive and/or negative changes in your life/workplace? Did you have the chance to apply the newly gained knowledge? Please explain and give examples. (knowledge, attitude, behaviour, relationship with employers/employees, other unexpected results, etc.)
 - Did your participation to the project have an impact on your workplace? Please explain and give examples.
 - Please elaborate in 3 points how did the training help you?
 - was the training harmful to you in any way? If yes, please elaborate
 - After the end of the project's contributions/activities, what effects would continue to occur in your life? What's left?
 - If the project was to enter a "phase 2", what recommendations would you have for ILO to do things differently?
-

Appendix IV Factories Sampling

Gov.	Factory	Sector	Products	Random Number	Sample
Cairo	Cairo Cotton Center	RMG	Tops and Bottoms and woven shirt	0.077996702	Yes
	Empror	RMG	Under wears	0.422264447	Yes
	Glass Garment	RMG/Underwear	Woven Bottoms	0.436729004	Yes
	DeltaGalil	RMG	Men's and ladies underwear	0.58613874	
	Mardini	Home Textile	Home Wear	0.616529469	
	Elfotouh Group	RMG	Women Sports wear	0.628546077	
	TieEgypt	RMG	Nike, Reebok, Addidas	0.653245193	
	Marib international garment	RMG	Jeans Trousers	0.661943245	
	DICE	RMG		0.695675054	
	Elzaafrania	RMG/Underwears	Underwear	0.796214001	
Giza	Edita	Food Processing	TTL Molto, TTL TODO, TTL Bake	0.019185689	Yes
	Wadi Food	Food Processing	Olive oil - Tomato paste - Fava beans	0.034202892	Yes
	Mass Food	Food Processing	Cereal – Pannee mix – Noodles – Biscuits	0.057072622	Yes
	Bird Cage	Food Processing	Jam, Juice, bouillon	0.411874883	Yes
	Golden Mix	Food Processing	Fruits/ Crazel/Chocolate	0.415841833	
	Blue Nile3	Food Processing	Salad onions - Green beans - Red onions - Grapes	0.466667813	
	Giza Spins	RMG	knit top & bottom , active wear, Jackets, Woven shirt , Polo shirt ,knit top & bottom	0.677480851	
	Royal Pack	Food Processing	- Flavors fluid- Flavors Powder- Sauces	0.774656966	
	Karzareen	RMG	T-shirt, Polo	0.784856472	
	Blue Nile1	Food Processing	Salad onions - Green beans - Red onions - Grapes	0.801441107	
	Rashidi EIMizan	Food Processing	Halawa – Tahina – Jams – Tomato – Pasre - Molasses	0.82708174	
	Al-Amin Gelatin	Food Processing	Gelatin	0.859018352	
	Alahram Foods	Food Processing	Fodder, Powder	0.871507988	
	HaydroFoods	Food Processing	Drainage onions	0.995049636	
Alexandria	Ruby Red	RMG	mens & womens knit garment production	0.031372751	Yes
	Cotton Tales	RMG	Diapers, Medical ware, Lades Underwear, Pants	0.050934383	Yes
	Modern Tex	RMG	Boxers- T-Shirts- Pyjamas- Polo	0.093434099	Yes
	Free Tex	RMG	Out women wear	0.193527177	Yes
	Misr Amrya	Textile/RMG	Home Wear	0.253040837	Yes
	Aromatic flavours	Food processing	Flavour and Fragrance	0.30160863	Yes
	CSA	Textile	Textile	0.302154521	Yes
	Sonbola	Food processing	Bread Crum Powder	0.369117521	Yes
	Milkana	Food Processing	Creamy Cheese	0.424186704	
	Sahinler Egy	RMG		0.534439857	
	Alex Apparels	RMG	All kind of Knit and Woven garments , Men ,Ladies , Kids , Uniform	0.560546966	
	United textile Garment	RMG	T-shirt, Pyjama, children wear	0.568658543	
	Misr Elsoudia	RMG	Sports Wear	0.576756638	
	Pink Cotton	RMG	Kids wear	0.591616321	
	Nile Lenin	RMG	Home Wear	0.64455722	
	Kabo	RMG	Boxers, T-Shirts, Pyjamas, Polo	0.650158453	
	Sakr 1	Food Processing	Juice,	0.714641281	
	Puttmann	RMG	Kids wear	0.7297632	
	Judy Tex	RMG	T-shirt / Kids wear	0.737909859	
	Sakr 2	Food Processing	Cramy Cheese	0.854519593	
	Elite	RMG	Sports wear	0.871777823	
	Alex Clothing	RMG	Sports Wear	0.877591251	
	Elhelal garment	RMG	PoloShirt-Tshirt, Sleep Wear, Pants Wear, Sports wear	0.885828434	
Gharbeya	Elghannam	Knitwear	towel, Bashkir	0.02245231	Yes
	Motaheda	RMG	Towels	0.04808798	Yes
	H3	RMG	towel, Bashkir	0.085443393	Yes
	Elmahallah Co.	RMG	Under wears	0.117582509	Yes
	SkyTop	RMG	Bijama	0.211492079	Yes
	Akktan Misr	RMG	Towels	0.324346866	
	Elnizamia Textile	Textile	Textile	0.369150107	
	Egyptian Italian Co	Textile		0.470653357	
	Daltex	Food Processing	Potatos ,Citrus	0.477798153	
	Arab Novelties	Textile	towel, Bashkir	0.604951573	
	Banob	RMG	towels, Bashkir	0.639742639	
	El Brolosy	RMG	towel, Bashkir	0.688220215	
	Foxtex	RMG	Sportswear	0.697090971	
	Egytex	RMG		0.860178135	
	Modern Tex	Textile		0.924932912	
	Golden Fabric	RMG	Sports wear	0.990955642	

Governorates' Selection Criteria

GOVERNORATE	MOM CENTRAL LEVEL	MOM GOVERNORATE / DIRECTORATE LEVEL	INSPECTION OFFICES LEVEL	EMPLOYER ORG.	WORKER ORG.	FACTORIES	SCORE/ DIVERSITY OF STAKEHOLDERS
Al Gharbia		✓	✓			✓	3
Al Ismailia		✓ ⁶⁰	✓			✓	3
Al Menia		✓	✓				2
Al Monofia		✓	✓		✓		3
Al Qalioubia		✓	✓				2
Al Sharkia		✓	✓	✓	✓	✓	5
Alexandria		✓	✓	✓	✓	✓	5
Beni-Suef		✓	✓	✓		✓	4
Cairo	✓	✓	✓	✓	✓	✓	6
Giza		✓	✓	✓	✓	✓	5
Port Said		✓	✓	✓	✓	✓	5

⁶⁰ In the pilot phase

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Appendix VI List of Interviewees

NAME	TITLE	AFFILIATION
Project, ILO Egypt and HQ staff		
Adnan AlRababh	Project manager	ILO Egypt
Ahmed Tamam	Social dialogue consultant trainer	ILO Egypt
Amr Badran	Project consultant & technical advisor	ILO Egypt
Basma Nafady	Admin & financial assistant	ILO Egypt
Christine Hofmann	Skills Development specialist	ILO Egypt
Dr. Hany El Salmony	Project consultant & technical advisor	ILO Egypt
Dr. Niazy Mostafa	Legal advisor and training consultant	ILO Egypt
Dr. Sayed Torki	Employer interventions coordinator	ILO Egypt
Elham Mousi	Project consultant & technical advisor	ILO Egypt
Eric Oechslin	Senior Employer specialist	ILO Egypt
Heba Youssef	Admin & financial assistant	ILO Egypt
Hesham A.Hamid	Admin & financial assistant	ILO Egypt
Hesham Bayoumy	Productivity interventions coordinator	ILO Egypt
Ibrahin Shaaban Khattab	Inspection component consultant trainer	ILO Egypt
Marwa Salah	Inspection program coordinator	ILO Egypt
Mohamed A.Atty	Working relation consultant & legal advisor	ILO Egypt
Mohamed Mostafa	Worker interventions coordinator	ILO Egypt
Mohamed Nabil	Project M&E coordinator	ILO Egypt
Mostafa El Adawy	Project consultant & technical advisor	ILO Egypt
Pascal Annycke	Social protection specialist	ILO Egypt
Peter Van Rooij	Director	ILO Egypt
Phillip Fishman	Senior Technical Adviser	ILO HQ
Salma Ahmed	Project assistant	ILO Egypt
Sevane Ananian	Wages & social dialogue specialist	ILO Egypt
Wael Issa	Senior Adviser, Governance and Tripartism	ILO HQ
Wafaa A.Kader	Senior worker specialist	ILO Egypt
Yasmine El-ssawy	Senior program officer	ILO Egypt

NAME	TITLE	AFFILIATION
DONOR		
Lili Bacon	M&E coordinator	USDOL
Stephen Marler	Technical Advisor for USDOL	USDOL
Project Partners / Tripartite constituents		
A.Fattah Ibrahim	The head of Egyptian General Union of Textile	ETUF
Adel Nour El-Din	General coordinator for branches	FEI
Ahmed A.Mohsen	The general secretary of the sectorial federation of textile and RMG	Sectorial textile federation
Ahmed Agouz	Office Secretary manager	El-Gharbia
Ahmed Nageh	Field labor inspector	El-Gharbia
Ehsan El-Sayed	OSH Inspection office manager	El-Mahala (ElGharbia Gov)
El- Sayed El- Mohamady	Labor inspection office manager of El-Mahala El-Kobra	El-Gharbia
Hany Afifi	The general secretary of Egyptian Trade Union	EDLC
Hany Fouad Taha	Field labor inspector	El-Gharbia
Kaled Eish	The head of the general union of the food industries	ETUF
Kaled El-Behairy	Executive director- Federation of Egyptian industries	FEI
Mahmoud Safwat	Executive director-Egyptian chamber of Apparel	FEI
Mohamed Aly	Field labor inspector	El-Gharbia
Mohamed Fathy	Field labor inspector	El-Gharbia
Nawal Mohamed	Field labor inspector	El-Gharbia
Saad Shaaban	The head of the Egyptian Trade Union	EDLC
Sayed Karieka	The head of of the sectorial federation of textile and RMG	Sectorial textile federation
Key MOM staff on the decision makers and policy level		
Amal A.Mawgoud	Undersecretary for Foreign relations	Cairo- MOM
Ashraf Marzouk	Minister assistant	Cairo- MOM
Dr. Ayman Rageh	Undersecretary of Occupational Safety and Health (OSH)	Cairo- MOM
Ehab A. Atty	The legal adviser of the Minister	Cairo- MOM
Hanan Shaker	Human Resources and Training at the central level	Cairo- MOM

NAME	TITLE	AFFILIATION
Manal A. Aziz	General director of the training center	Cairo- MOM
Mohamed Eisa	Labour Administration Head of Unit	Cairo- MOM
Mohamed Montaser	General Director of the OSH unit	Cairo- MOM
Omnia A.Hamid	The technical officer- The Minister office	Cairo- MOM
Rokia Ibrahim	General Director of the labour inspection	Cairo- MOM
Soheir Nasr El-Leithy	General Director of the working environment	Cairo- MOM
Sample of Labour and OSH Inspectors		
A. Mesih Gergis Khela	Office Director of Labour inspection	Alexandria
A. Wanis Abdallah A. Wanis	Labour inspector	Alexandria
Abeer Mahmoud Abou-Zeid	Office Director of the OSH	Port Said
Ahmed A.Hadi A.Aziz	Office Director of Labour inspection	10the Ramadan City
Ahmed Eid Gouda	OSH unit- Chemist	Bani Sewif
Ahmed Fathi A.Salam	Office Director of Labour inspection	Alexandria
Ahmed Gaber A.Basset	Labour inspector – Researcher	Cairo- MOM
Ahmed Mohamed Abou El-Maati	OSH inspector- Investment inspector	Port Said
Ahmed Rabie Mossad	Labour inspector	Bani Sewif
Al-Shaimaa Farid Ezzat	Labour inspector	Sharkeya
Essam Hassan Hussein	Area manager – Manpower unit	Kalyoubia
Faisal A.Hamid Hussein	Labour inspector	Giza
Fathi El-Sayed Sayed	Labour inspector	Ismailia
Fawzy Saber Aly	Office Director of Labour inspection	Giza
Gihan Mohamed Mahmoud	OSH inspector	Cairo
Hazem M. A. Mohsen	Labour inspector	Alexandria
Heba Ibrahim El- Saei	OSH technical support unit	Port Said
Hosny Ibrahim A. Raouf	Labour inspector – Researcher	Cairo- MOM
Howaida Said Ibrahim	OSH inspector	Cairo
Ihab A. Hosny	Labour inspector	Giza
Iman Anwar Ali	OSH Department- Technical officer	Cairo
Karam Ibrahim	OSH unit director	Ismailia
Linda Mohamed Said	Office Director of the OSH	Port Said

NAME	TITLE	AFFILIATION
Magda Salah Fahmy	OSH Department- Technical officer	Minya
Manar Ali Mohamed	OSH Specialist	Port Said
Mohamed Ahmed Mahmoud	Office Director of Labour inspection	Kalyoubia
Mohamed Ahmed Mahmoud	Office Director of Labour inspection	10the Ramadan City
Mohamed El-Sayed Mohamed	Inspection section president	Port Said
Mona Abou El-Naga	Director of the technical support unit	Ismailia
Mostafa Hussein zahran	OSH inspector – Chemist	Bani Sewif
Rania Sami Rashad	Office Director of Labour inspection	Port Said
Sarah Samir Nakhla	OSH inspector – Chemist	Kalyoubia
Seif El- Din Galal	Office Director of 6th October unit	Giza
Shaaban Ahmed Genedy	Office Director of Labour inspection	Bani Sewif
Wael Mohamed Ibrahim	OSH inspector	Sharkeya
Wesam A.Azim Taha	Office Director of the OSH	Sharkeya
Yehia A.Aziz Sayed	Office Director of Labour inspection	Minya
Employers & Management & HR Unit Staff		
RMG Sector – Employers sector key management and Sample of workers		
A.Kader Mohamed	Production Manager	El-Gharbia
Abou- El-Makarem Said	Tailor	El-Kalyoubia
Ahmed Mahmoud	Factory manager	Alexandria
Ahmed Walid	HR manager	Alexandria
Amany A.Mohaiman	Design unit assistant manager	El-Gharbia
Amany Shafik	Quality assurance worker	El-Gharbia
Amr Salah	Production supervisor	El-Gharbia
Amr Zakaria	Production & packaging manager	El-Gharbia
Anwar Anwar	Production worker	El-Kalyoubia
Anwar Sayed	Ironer	El-Gharbia
Ashour Morsi	Storekeeper Worker	El-Kalyoubia
Ashraf Mohamed	Tailor	El-Gharbia
Dr. Ahmed A.Salam	Chairman of Board of Directors & the owner	El-Gharbia
El-Sayed A.Gawad	General Manager & the main owner	El-Gharbia

NAME	TITLE	AFFILIATION
Emad Marzouk	Production worker	El-Kalyoubia
Fatma Ahmed	Designer	El-Gharbia
Heba Ahmed	Production worker	El-Kalyoubia
Hend Abou El-Naga	Production supervisor	El-Gharbia
Hussein Ezz El-Arab	Personnel Department Head	El-Gharbia
Hussein Hassan	Production worker	El-Kalyoubia
Ibrahim Abou Bakr	Quality observer	El-Gharbia
Mamdouh Mohamed	Security officer	El-Gharbia
Mariam El-Tawil	Planning engineer	El-Gharbia
Mariam Samir	HR unit manager	El-Gharbia
Mohamed El-Bastawesy	Fcatory Manager	El-Gharbia
Mohamed Elwi	Production worker	El-Kalyoubia
Mohamed Hussein	Quality assurance observer	El-Kalyoubia
Mohamed Moslem	Production worker	El-Kalyoubia
Mossad El-Sam	Owner's partner	El-Gharbia
Mowada Hemid	Design unit manager	El-Gharbia
Nadia Ramadan	Production worker	El-Kalyoubia
Neamat A.Ghany	Quality assurance worker	El-Gharbia
Negm Gomaa	Storekeeper Worker	El-Kalyoubia
Ramzy Mohamed	Production supervisor	El-Gharbia
Sabah Mohamed	Production worker	El-Gharbia
Samra Ramadan	Production worker	El-Kalyoubia
Shaimaa Mohamed	Production worker	El-Kalyoubia
Sharbat Lahzy	Cleaning worker – janitor	El-Gharbia
Sharbat Lahzy	Planning department manager	El-Gharbia
Soror Mahmoud	Production supervisor	El-Gharbia
Sozan Mohamed	Production worker	El-Kalyoubia
Tamer Nasr	Printing worker	El-Gharbia
Tarek El-Ganieny	Quality observer	El-Gharbia
Tarek El-Sayed	Engineer – Employers' & owner son	El-Gharbia

NAME	TITLE	AFFILIATION
Textile Sector – Employers sector key management and Sample of workers		
A.Mohaiman Mohamed	Production worker	El-Gharbia
Abou El-Maaty El-Sayed	Production worker	El-Gharbia
Ahmed A.Hay	Occupational Safety & Health (OSH) manager	Alexandria
Ahmed El-Sadafy	The owner partner	El-Gharbia
Ahmed Mohamed	Sewing worker	El-Gharbia
Ahmed Mohamed Khairy	Storekeeper Worker	El-Gharbia
Ahmed Naiem	Textile Worker	El-Gharbia
Ahmed Sakr	HR manager	El-Gharbia
Ali Abdallah Mohamed	Production worker	El-Gharbia
Amina Sharaf	Initial Checking-phase 1 worker	El-Gharbia
Amira Aly	HR manager	Alexandria
Dalal Ahmed	Quality Supervisor	El-Gharbia
El-Set Amer	Checking and review worker	El-Gharbia
Emad Abou- Serie	Social Compliance Manager	Alexandria
Eman El-Sayed Ibrahim	Production worker	El-Gharbia
Gamal A.Nasser	HR manager	El-Gharbia
Hala Mohamed	Production supervisor	El-Gharbia
Hanaa Mahmoud	Quality assurance supervisor	El-Gharbia
Hatem El-Sadafy	The owner- Project manager	El-Gharbia
Heba Fathy	Checking and review worker	El-Gharbia
Hend Samy	Social Compliance Manager	Alexandria
Khaled Mohamed	HR manager	Alexandria
Loza Ahmed Metwally	Production worker	El-Gharbia
Mahmoud El-Soufuy	Production supervisor	El-Gharbia
May Mohamed	Quality worker	El-Gharbia
Mayada Abdou	Checking and review worker	El-Gharbia
Moahmed El-Sayed	Textile worker	El-Gharbia
Mohamed El- Sayed Wahdan	Production worker	El-Gharbia
Mohamed El-Azazy	Project manager	El-Gharbia
Mohamed El-Sadafy	The owner partner	El-Gharbia

NAME	TITLE	AFFILIATION
Mohamed El-Sayed Said	Storekeeper Worker	El-Gharbia
Mohamed Gamal Mohamed	Quality supervisor	El-Gharbia
Mohamed Ibrahim - M	Export manager	El-Gharbia
Mohamed Zaghoul	Tailor Machine worker	El-Gharbia
Naasa Ahmed	Quality worker	El-Gharbia
Nagwa Ibrahim	Quality assurance unit worker	El-Gharbia
Rania Hussein	HR assistant manager	Alexandria
Samar Ahmed	Quality Assurance Manager	Alexandria
Taysir Shawky	Preparation worker	El-Gharbia
Wesam Hamido	Occupational Safety & Health (OSH) manager	Alexandria
Yasser Mohamed Anwar	Production worker	El-Gharbia
Food Factory – Employers sector key management		
Ahmed Mohamed Zenhom	Working System manager	Giza
Ahmed Mostafa	Vice president of the OSH manager of the EDITA group	Giza
Ashraf Marwan	Factory manager	Alexandria
Beshoy Fayez	Personnel department head	Giza
Beshoy Magdi	Quality Assurance Supervisor	Alexandria
Maged Fekry	Quality Assurance Manager	Alexandria
Mariam Sherif	Training and development officer	Giza
Mohamed Abulsoud	Occupational Safety & Health (OSH) manager	Giza
Mohamed Tolba	Occupational Safety & Health (OSH) manager of one of the group factories	Giza
Mr. Ashraf Afifi	OSH unit coordinator	Giza
Nehal Mahmoud	HR specialist	Giza
Prof. Ashraf Nada	Plant Manager	Giza
Rasha A.Hay.	Training and development Manger	Giza
Salah Sabri	HR manager of the E6 factory- EDITA group	Giza
Samira Samy	Personnel Department Unit	Giza
Sherif A.Hamid	Quality and food safety manager	Giza

NAME	TITLE	AFFILIATION
Food Factory – Sample of workers		
A. Rahman Farag Ahmed	Operating technician worker	Giza
Ahmed Amer A.Gawad	Workers supervisor	Giza
Ali Ali Mosbah	Security – Production section	Giza
Alia Essam Mohamed	Production Worker	Giza
Amal Mahmoud	Production & Packaging worker	Giza
Amina Hussein A.Fattah	Production Worker	Giza
Amr Gamal Ahmed	Hygiene worker	Giza
Aya Moussa Rabie	Production Worker	Giza
Esraa Ahmed	Training Unit department	Giza
Fatma Fouad A.Aziz	Production Worker	Giza
Hamada Shaaban	Storekeeper	Giza
Howaida Tarek	Production & Packaging worker	Giza
Hussein Montasser	Laboratory technician	Giza
M. A. Basset	Storekeeper	Giza
Mahmoud Baghdady	Laboratory technician	Giza
Mahmoud. A.Hakim	Workers supervisor	Giza
Marwa Hussein Seri	Production Worker	Giza
Merna Said Kamal	Production Worker	Giza
Michele Attia	Laboratory technician	Giza
Mohamed Hassan	Production supervisor	Giza
Mohamed Sobhy Said	Workers supervisor	Giza
Mona Ali Mohamed	Production Worker	Giza
Nancy Ghatas Aziz	Production Worker	Giza
Ramadan M. Shaaban	Production Worker	Giza
Samah Ahmed	Production & Packaging worker	Giza
Sayed A.Khalek	Maintenance technician	Giza
Shaimaa Wagih	Production & Packaging worker	Giza
Yehia A.Mowla Ali	Workers supervisor	Giza

Appendix VII Reception of Iraqi Ministry of Labour

استقبلت وزارة القوى العاملة ، وفدا من وزارة العمل العراقية في زيارة تستمر خمس أيام ، للاطلاع على تجربة مصر في مجال حوسبة وتطوير منظومة تفتيش العمل والسلامة والصحة المهنية ، والتي تنفذها الوزارة بالتعاون مع مكتب منظمة العمل الدولية لشمال إفريقيا والقاهرة، بحضور عدنان الربابعة مدير مشروع تعزيز حقوق العمال والقدرة التنافسية للصناعات التصديرية المصرية، بمنظمة العمل الدولية. وقال محمد عيسى وكيل الوزارة لرعاية القوى العاملة : إن منظومة تفتيش العمل والسلامة والصحة المهنية في مصر، أصبح هدفها توعية المنشآت بالقوانين والمعايير الواجب إتباعها فيما يخص العمل والسلامة والصحة المهنية ، وليس تحرير أكبر عدد من محاضر المخالفات ، مما غير نظرة أصحاب الأعمال للمفتش إلى اعتباره عاملا مساعدا لتقنين أوضاع المنشآت في حدود القانون. وأكد أن ذلك لا يعني التهاون في الإجراءات، وإنما وضع الأولوية لتوعية المنشآت ، وذلك من ندوات تعقد بمواقع العمل المختلفة حسب نوع المخلفات الأكثر شيوعا المحررة لهذه المنشآت في كل منطقة وليست برامج محددة وثابتة. واستعرض ، أهم ملامح قانوني التنظيمات النقابية الذي صدر مؤخرا ، وقانون العمل الجديد المعروف حاليا علي الجلسة العامة للبرلمان ، موضحا أن هذين القانونين سيكون لهما مردودا إيجابيا على طبيعة العلاقة بين أطراف الإنتاج الثلاثة، فضلا عن تأثيره الفعال على مناخ العمل المصري. ومن جانبه أعرب الأمين العام لشئون العمل بوزارة العمل العراقية، رغبة بلاده في الاستفادة القصوى من التجربة المصرية ، مشيدا بأنها تجربة ناجحة ، وأنه يتطلع لمزيد من التعاون المشترك بين الوزارتين ، خاصة وأن العراق يواجه تحديات كبيرة في هذه المرحلة من إعادة الإعمار والتي تدفعه الي الاستعانة بنظم الحوسبة لجميع الأعمال للإسراع في النهوض عن ترحيب الوزارة للتعاون المشترك وتقديم الدعم والمساندة لأي "بالمنظومة وتحسين العمل بها. وأعرب عيسى دولة عربية . ضم الوفد العراقي الأمين العام لشئون العمل ، والمدير العام لإدارة التشغيل والقروض، والمسئول عن تفتيش العمل والسلامة والصحة المهنية ، ومدير المركز الوطني للسلامة والصحة المهنية ومن المقرر أن تشمل الزيارة المشاركة في ورش عمل حول حوسبة تفتيش العمل وقاعدة البيانات الإلكترونية ، وزيارة للمركز القومي للسلامة والصحة المهنية، فضلا عن زيارة لمكتب تفتيش العمل بالعاشر من رمضان