



ILO EVALUATION

- **Evaluation Title:** Independent final evaluation of “The way forward after the revolution: decent work for women in Egypt and Tunisia” project (Phase II)
- **ILO TC/SYMBOL :** RAF/17/05/FIN
- **Type of Evaluation:** Final evaluation
- **Country(ies):** Egypt and Tunisia
- **P&B outcome(s):** 1, 3, 4 and 10
- **SDG(s):** 1,5,8 and 10
- **Date of the evaluation:** October – December 2021
- **Name of consultant(s):** Lotta Nycander (team leader) and Dr. Hanna El Guindy (team member)
- **ILO Administrative Office:** DWT/CO-Cairo
- **ILO Technical Backstopping Office:** DWT/CO-Cairo
- **Date project ends:** 31 December 2021
- **Donor: country and budget:** Ministry of Foreign Affairs, Finland, budget: US\$ 2,470,415
- **Evaluation Manager:** Mandigona Matema, ILO Country office Pretoria
- **Evaluation Budget:** US\$21,200.00
- **Key Words:** Decent work, gender equality, vulnerability, non-discrimination, disability, women in business, women’s entrepreneurship development, micro small and medium size enterprises, women leadership, Participatory Gender Audit, advocacy, COVID-19, virtual and online training; ILO conventions, Gender-responsive laws, Labour Inspection.

This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

Contents

ACRONYMS AND ABBREVIATIONS	3
ACKNOWLEDGEMENTS	5
EXECUTIVE SUMMARY	6
1 CONTEXT	13
1.1 SOME FACTS ABOUT THE PROJECT	14
1.2 EVALUATION FRAMEWORK	18
2 METHODOLOGY AND LIMITATIONS	22
2.1 DATA GATHERING METHODS	22
3 EVALUATION FINDINGS	26
3.1 RELEVANCE, COHERENCE AND STRATEGIC FIT	26
3.2 VALIDITY OF INTERVENTION DESIGN	28
3.3 EFFECTIVENESS.....	28
3.4 EFFICIENCY OF RESOURCE USE	37
3.5 IMPACT ORIENTATION AND SUSTAINABILITY.....	37
4 CONCLUSIONS	39
4.1 OVERALL.....	39
4.2 SPECIFIC CONCLUSIONS RELATED TO THE EVALUATION CRITERIA.....	39
5 RECOMMENDATIONS	41
6 LESSONS LEARNED AND GOOD PRACTICES	44
6.1 LESSONS LEARNED	44
6.2 GOOD PRACTICE	44
ANNEX I. TERMS OF REFERENCE	45
ANNEX II. THEORY OF CHANGE	61
ANNEX III. EVALUATION MATRIX: SOURCES OF DATA & METHODS	62
ANNEX IV. LESSONS LEARNED & EMERGING GOOD PRACTICES	63
ANNEX V. SCHEDULE OF EVALUATION’S ACTIVITIES WORK	68
ANNEX VI. LIST OF PERSONS MET	69
ANNEX VII. DOCUMENTS CONSULTED	74
ANNEX VIII. DATA COLLECTION INSTRUMENTS	77

Figures and tables

Figure 1. Participants in DWW project’s trainings 2018-2021.....	36
Table 1. Participants in DWW Trainings in Egypt 2018 – 2021.....	36
Table 2. Participants in DWW Trainings in Tunisia 2018 – 2021.....	36

ACRONYMS AND ABBREVIATIONS

ACT/EMP	ILO office for employers' activities
ACTRAV	ILO office for workers activities
ATIT	Labour Inspectors department (<i>Association Tunisienne des Inspecteurs du Travail, ATIT</i>)
CBO	Community-Based Organisations
CNFCE	National Chamber of Women Entrepreneurs
COFIL	Comite de pilotage/DWW Project Steering Committee, Tunisia
COVID-19	Corona Virus Disease
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CTA	Chief Technical Adviser
DAC	Development Assistance Committee of the OECD
DWCP	Decent Work Country Programme
DWT	Decent Work Team
DWW	Decent Work for Women
EMPLAB (EMPLOYMENT)	Employment, Labour Markets and Youth Branch (ILO Headquarters)
ETUF	Egyptian Trade Union Federation
FEI	Federation of Egyptian Industries
ILS	International Labour Standards
ITCILO	ILO International Training Centre
JP	ILO/UN Women Joint Programme for Promoting Productive and Decent Employment for Women in Egypt, Palestine and Jordan
MENA	Middle East and North Africa
MoM	Ministry of Manpower, Egypt
MSA	Ministry of Social Affairs, Tunisia/ <i>Ministere des Affaires Sociale</i>
MFES	Ministry of Women, Family, Children and Seniors
MSMEDA	Micro, Small, Medium Enterprise Development Agency

MTE	Midterm evaluation
NCW	National Council for Women
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational Safety and Health
PMF	Project Monitoring Framework
PPP	Public- Private Partnership
PWD	Persons with Disabilities
RO	RO-Africa
SDG	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
SKILLS	Skills and Employability Branch (ILO Headquarters)
TBD	To be decided
ToR	Terms of Reference
UNEG	United Nations Ethical Guidelines
UNPDF	United Nations Partnership for Development Framework
UTICA	Union Tunisienne de l'Industrie, du Commerce et de l'Artisanat
WED	Women's Entrepreneurship Development
WiB	Women in Business

ACKNOWLEDGEMENTS

The evaluation team wishes to extend its sincere thanks to all in Egypt and Tunisia who participated in the evaluation and who shared information, knowledge and views. We are very thankful that it was possible to arrange a field visit to meet women entrepreneurs in Aswan, Egypt, despite the COVID-19 pandemic situation which otherwise has restricted the mobility of the evaluation team.

Many thanks are also extended to the many Project partners and stakeholders in both countries: the government ministries, social partners and private sector actors and individuals who have participated in interviews and discussions.

We are very grateful to the Project staff in both countries who patiently arranged, and rearranged, the interview appointments and made sure that the Stakeholder workshop could be held - and who throughout the work period did their best to ensure that the evaluation team received relevant documentation, and excellent interpretation services.

Special thanks go to the representatives of the Ministry of Foreign Affairs in Finland who supplied information about its policies in the MENA region and its interest in the Project's accomplishments and results in Egypt and Tunisia.

Lotta Nycander

Hanna El Guindy

EXECUTIVE SUMMARY

The Project titled *The way forward after the revolution: decent work for women in Egypt and Tunisia project (Phase II)*, here also referred to as the DWW Project, is implemented by the International Labour Organisation (ILO) and funded by the Ministry of Foreign Affairs, Finland. It took off in 2018 in conjunction with Phase I and ends on 31 December 2021. Originally the project duration was up to 31 March 2021 but “no-cost extensions” granted it nine more months to complete activities. The Ministry of Foreign Affairs (MFA), Finland, is the development partner and donor agency, providing the amount of US\$ 2,470,415.

The key stakeholders and partners are government ministries, employers and workers organisations (ILO constituents), and national agencies and non-governmental organisations. The Project responds to the fact that there are large gender gaps in the labour market in both Egypt and Tunisia. Gender gaps in labour force participation and employment in these countries are some of the largest in the world – and the population in both countries also face challenges e.g. related to lack of social justice.

The long-term development objective is improving women’s participation in the labour market in both Egypt and Tunisia, while the three Project outcomes are:

- 1) Enabling environment for gender equality in the workplace;
- 2) An enabling environment for women’s entrepreneurship development; and
- 3) Improved women leadership in employers’ and workers’ organizations.

The core activities are awareness-raising, capacity building through training and educational activities, research and policy advocacy – directed at macro, meso and micro levels. The Project should be seen in the context of the socio-political events of the Arab Spring in Egypt and Tunisia in 2011, and the changes that occurred that inspired and paved the way for a project of this kind (and other ILO gender-equality initiatives and projects). Also, it should be seen in the context of the COVID-19 pandemic. The latest progress report (2020-2021) recounts that the pandemic brought new challenges and the pandemic put women informal workers under a greater threat of losing income, and made working conditions for women more challenging.

Evaluations in ILO are for the purpose of accountability, learning and planning and building knowledge. The specific purpose for this final evaluation is to provide an independent assessment of the progress achieved during the project’s entire life, through an analysis of relevance, effectiveness, efficiency, coherence, impact orientation and sustainability of the project. The chronological scope of the evaluation is to assess the Project implementation for the entire duration of Phase II. The thematic scope is the progress and level of achievement in reaching all three outcomes and objectives during the project entire life. Geographically the scope includes Egypt and Tunisia. The key clients of this evaluation are the three Governments (Egypt, Tunisia and Finland), Employers and Workers organisations; and the ILO: Decent Work Team (DWT) for North Africa, ILO DWT, Pretoria, and ILO Headquarters, Geneva (PARDEV) and technical units such as ACT/EMP ACTRAV and GEDI.

The evaluation team used a mixed-methods approach to ensure triangulation of evidence, including documentation review; briefing sessions (virtual and face-to-face); key informant interviews; focus group discussions in Aswan and Giza conducted by the national consultant; and a (virtual) Stakeholder workshop in which the evaluation team presented the preliminary findings and had the opportunity to share and collect more information.

COVID-19 pandemic has posed limitation on the evaluation methodology. The international consultant (team leader) could not travel neither to Egypt nor Tunisia due to ILO’s strict travel restrictions and mobility of evaluation consultants. The national consultant could however conduct field visits to Aswan in Southern Egypt and visit Giza to meet women entrepreneurs/beneficiaries (former trainees) and Trainers and conduct focus group discussions and interviews. For the remainder of interviews, i.e. KIIs, the evaluation team used teleworking arrangements for both countries which was also applied in the Stakeholders’ workshop in which three languages were used (English, Arabic and French) and communications facilitated by an interpreter. The network technology (zoom platform) made it possible, thus, to communicate with the key partners in both Egypt and Tunisia, but clearly did not

compensate for the lack of human face-to-face interaction and observations which is so important for understanding the context and nuances in evaluation interview situations.

MAIN FINDINGS

Overall, the evaluation found the DWW Project to be **relevant**. A good indication is the fact that the project management has played an active role in attracting support for the launch of three new gender-specific projects since DWW's 2nd phase took off in 2018 - complementing the DWW project. The Project design is logically put together, i.e. and internal relationships between the elements are sound: Activities are designed to reach outputs; outputs designed to reach outcomes; – and outcomes designed to contribute to the larger development (long-term) objective of gender equality in the world of work.

The Project has been **quite effective** as it has accomplished a great deal in raising awareness and building capacity about gender equality in the workplace, and developing knowledge and skills among its partners and beneficiaries. It has maintained good collaboration with the constituents and partners. It has worked closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects thus creating a win-win situation. Good contributions have been made to the overall objective of improving women's participation in the labour market in both Egypt and Tunisia. Regarding the extent of **efficiency**, the Project has been able to leverage the resources quite wisely. The evaluation has found, however, that more resources and efforts should have been spent/devoted to the issue of disability i.e. regarding *targeting* and *inclusion* of women with disabilities in the programme's varied activities.

Key stakeholders have increased their knowledge/learning and have taken action for gender equality in the workplace, e.g. through special units promoting gender equality. The Project's **impact** is seen in units within existing institutions that promote gender equality in both Tunisia and Egypt. Technical assistance and guidance rendered by the DWW Project and the DWT have supported necessary legal processes resulting in decrees that remove restrictions on women's right to work - and new laws have been passed, which in the *long-term*, should improve the working conditions for women, and men. The labour inspector training and the workers unions' activities in both countries have raised awareness and knowledge about what gender equality really means in concrete terms in the workplace.

The Ministry of Social Affairs, Tunisia, has been able to attract EU-funding for a social security (*Al Amen*) programme with a budget of 8 million Euro. According to the (DWW) Project staff, this project will be "compelled" to integrate gender issues, which is seen as an influence from the DWW. The Participatory Gender Audit conducted within this ministry has served as an 'eye opener' and is possibly a prerequisite for more gender-responsive budget allocations in the future. Impact has also been identified among the Trainers on various topics (Egypt) who have increased their knowledge and experience. Another example of impact is the project's support to the Ministry of Women, Family and Seniors to set up the second Action Plan (2021-2025) which was presented at the Ministerial Council in March 2021, *chaired by the Prime Minister* – which generated support of 50 millions Tunisia *Dinars* (roughly 17 million USD) from the Government budget for a period of 5 years.

The new learning that women have acquired regarding finances has most likely empowered many, such as book-keeping and accounting, and will help them develop from running small income-generating activities to stronger enterprises with more potential. However, for a number of women producers/entrepreneurs, *substantial* impact in terms of expansion into new markets may not be a reality without access to funds to invest - and more knowledge on how to transition from the informal to the formal economy as well as about information and communications and technology.

Regarding **sustainability**, the evaluation did not come across any specific exit strategy - other than what is stated in the project document - however it is clear through the interviews and other means of triangulation that efforts have been made in both countries to better equip institutions and individuals to become more independent from ILO support and enabling them to solicit funding from other sources.

Regarding government ministries and institutions, the MoM's gender unit (Egypt) has become able to attract funding for its activities from other sources than the DWW project. Good examples are financial education training becoming institutionalised within NCW; and the CNFCE in Tunisia now operating independently from UTICA. NCW is now able to better serve women entrepreneurs through using the

services of the group of experienced Trainers and a database of trainees handed over by the Project. The data base tracks all its training activities and keep records of participants' information disaggregated by gender, age, disability and governorate.

CONCLUSIONS

Overall, it is concluded that the Project has been quite effective as it has made good contributions to the overall objective of improving women's participation in the labour market in both Egypt and Tunisia. It has accomplished a great deal in raising awareness about gender equality in the workplace, and developed knowledge and skills among its partners and beneficiaries. It has maintained good collaboration with the constituents and partners and worked closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects, thus creating a win-win situation.

Relevance: The Project is aligned with Egyptian and Tunisian national policies and objectives and also international goals such as the 2030 SDGs, particularly goals 1, 5 and 8, and donor strategies for MENA countries. It is also in line with ILO's Programme & Budget (2020-21) in particular outcome 4. "Promoting sustainable enterprises as generators of employment and promoters of innovation and decent work"; and outcome 6: "Gender equality and equal opportunities and treatment for all in the world of work (gender)".

It has contributed to the generation of new gender-specific projects, and in the eyes of many key stakeholders and partners, the Project's awareness-raising activities and policy level work is perceived as important and relevant. At micro level, women ultimate beneficiaries in Egypt appreciated the learning and expressed that they needed more knowledge to develop their small or medium size enterprises. However, there seemed not to have been adequate exchanges and learning between Egypt and Tunisia, as oftentimes it was revealed that stakeholders in one country were not aware of what went on in the other country and vice versa.

Validity of intervention design: The evaluation has concluded that the Project's Logical Framework Analysis basically is logically structured in terms of its internal relationships between activities, outputs and outcomes, designed to contribute to the long-term objective of gender equality in the world of work. It is however concluded that the 10 outputs generally should have been more SMARTly formulated and indicators should have been quantified. This would have facilitated the measuring of achievements versus targets and plans, and helped to make both internal follow-up and external evaluation smoother. The Theory of Change is also logical – with the reservation that the matrix (Annex II) should have had a demarcation between phase 1 and 2 to be fully valid.

Regarding assumptions/risks, the project design has defined assumptions as being *within the influence* of the Project such as stakeholders being "willing to collaborate.." or to "reach out to their members.." (see a detailed discussion in findings section 3.2) – not as positive statements of circumstances *outside* the control of the project that need to be in place in order for the project to be successful.

Effectiveness: Effectiveness, in the sense of achieving the set goals (outcomes) has been found in several areas, such as at policy level regarding gender-specific policies and programmes at macro level and contributions to an enabling environment for gender equality in the workplace within government ministries and public institutions in both countries. Effective work was detected within employers' organisations, workers' unions and civil society organisations in raising awareness, conducting campaigns and capacity-building to improve knowledge among members. Gender-responsive action plans and new curricula were drawn which - when implemented - should contribute toward removing some of the barriers that obstruct gender equality in the workplace.

At micro-level, the training that has been offered to women operating income-generating activities in Egypt, was important and has no doubt has empowered many trainees. However, it is too early to know whether it will result in transitioning to formal jobs (formal economy) for the participating women, or generating more opportunities or securing incomes. The left-out activities under outcome 2 (support for value-chain initiatives for specific cluster development and local gender responsive economic development) would probably be feasible to undertake in a new ILO project, and would require project staff with specific expertise in this area.

Finally, it is concluded that the Project could have done more to develop a specific approach or strategy to materialize the ambition of including/mainstreaming women with disabilities in the Project's varied activities.

Efficiency of resource use: Overall, the Project has been able to leverage the resources quite efficiently, as there is a good balance and distribution of experience among the Project staff members and good technical support provided by the DWT in the Cairo office. The cost-sharing practice with the gender-specific projects based in ILO Cairo helped keep down the costs of project delivery. More resources could have been spent/devoted to the issue of disability, in terms of specific targeting and inclusion of women with disabilities in the project's various activities.

Impact orientation and sustainability: Impact has been found in several areas, particularly at policy and decision-making levels and institutional level among the direct beneficiaries. This is partly attributed to the trust that was built up with ILO constituents and partners during the previous project phase (phase 1) that ran for 5 years until 2017. Although good work was done at micro level actual impact in terms of economic growth, new jobs and established or formalized women-owned enterprises could not be determined - however it is clear that more learning about entrepreneurship development and finances has played a role in empowering both the women and Trainers who were involved.

It is concluded that the Project should be given credit, along with the partners, for its efforts to strengthen and enable independency and sustainability through supporting social academy platforms in connection with public institutions and women entrepreneurs and business chambers/units. These arrangements for the purpose of highlighting social and gender equality issues will enable soliciting, and attracting funds from other programmes apart from the ILO. Other examples of more strengthened and sustainable units are the Financial Education training becoming institutionalised within NCW and the CNFCE in Tunisia now operating independently from UTICA.

Cross-cutting issues: Almost all cross-cutting issues were well integrated in the Project activities. Aspects related to social dialogue and tripartism have mainly been visible through the work on legislation and labour standards with employers and workers organisations. It is however concluded that no tripartite Project Steering or Advisory Committee was formed in Egypt (only in Tunisia). It is concluded that some other work group or platform could have been created where representatives of all constituents could have come together on a regular basis.

RECOMMENDATIONS

The following are recommendations based on the findings in chapter 3 and conclusions in chapter 4:

1. Exchanges and learning

The DWW team has worked on a proposal for a new gender-oriented regional project. As it is proposed to be implemented in more than one country in the region, ILO should ensure that exchanges and learning between countries will be part of the new Project, through field visits e.g. for stakeholders to learn about women entrepreneurship – should the COVID-19 pandemic situation allow. *Recommendation is directed to:* ILO Country Office, Project Management.

Timeframe: 5 months

Priority: High

Level of resources: Medium

2. Further technical assistance regarding stakeholders' gender-responsive action plans

Within the framework of the new regional ILO Project being developed (following DWW project), Government ministries should undertake Participatory Gender Audits – as was done within the Ministry of Social Affairs in Tunisia with ILO support. The new Project should have a provision for technical assistance for this activity, as well as for rolling out gender responsive development plans and designing M&E systems to facilitate follow up of these plans. *Recommendation is directed to:* Tripartite constituents (government ministries specifically).

Timeframe: 5 months

Priority: Medium

Level of resources: Low-medium

3. Further support to women in Egypt who operate income-generating activities

The National Council for Women should equip more women operating income-generating activities in Egypt with tools, knowledge, and marketing skills using the trained Trainers and ILO training guides in cooperation with ILO - as there is a strong and expressed interest among women (former trainees) to learn more, expand their activities and MSMEs. *These areas for further support were suggested by women in Aswan and Giza:* Learning about the environment; Training on e-marketing, handicrafts and insurance; How to set up a legal entity; How to make graphics and use photoshop; and how to understand and calculate return on investment. *Recommendation is directed to:* National Council for Women and ILO Country Office, Project Management.

Timeframe: 5 months

Priority: Medium

Level of resources: Medium

4. Support to women operating micro- and small income-generating activities in semi-urban and rural areas

ILO should, through the new Project, provide technical support to women's micro- and small enterprises in semi-urban and rural areas in Tunisia. If this is not feasible through ILO's current partner CNFCE - which currently does not work at lower/micro level - ILO should identify other organisations that could play an intermediary role and who have experience in working on gender issues and/or women economic empowerment. *Recommendation is directed to:* ILO Country Office, Project Management.

Timeframe: 5 months

Priority: Medium

Level of resources: Medium

5. Value-chain initiatives for specific cluster development and local gender responsive economic development

Regarding issues that were left out in the DWW project, i.e. supporting women entrepreneurs (medium level) in terms of value-chain initiatives for specific cluster development, ILO should explore whether there now exists interest to work on these issues among the stakeholders in the region, which could be a way to encourage producers in different sectors to expand their enterprises and eventually "enter" the formal economy. *Recommendation is directed to:* ILO Country Office, Project Management.

Timeframe: 5 months

Priority: Medium

Level of resources: Low-medium

6. Continue efforts to build alliances with commercial and other banks/financial institutions

The Project's activities have helped create positive impact for the women beneficiaries in the informal economy in terms of learning about entrepreneurship and generating more interest to develop their enterprises. However, without access to funds/loans for marketing, production and growth - which the ILO cannot provide - ILO and its constituents should continue to explore possibilities and build alliances with commercial and other banks/financial institutions that could be willing to lend money to women entrepreneurs who cannot provide the banks with collateral. *Recommendation is directed to:* ILO Country Office, Project Management and tripartite constituents.

Timeframe: 5 months

Priority: Medium

Level of resources: Low

7. Inclusion and non-discrimination regarding people with disabilities

In the new project, the tripartite constituents, partners and ILO should continue to embrace inclusion and non-discrimination. Notes should be taken of experiences and lessons learned about how to address disability and how people with disabilities can overcome barriers to jobs and opportunities – for instance from the former joint project (ILO-UNDP-ICT) in Egypt that addressed disability in 13 governorates.¹ This Project used participatory and inclusive community-based approaches in partnership with disabled people’s organisations, workers’ unions and employers’ organisations. Continued work in this area should also relate to the C. 159, Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159), ratified by both Egypt and Tunisia. *Recommendation is directed to:* Tripartite constituents, partners and ILO Country Office, Project Management.

Timeframe: 5 months

Priority: Medium

Level of resources: Low

8. Tripartite project constellation in Egypt

The absence of a tripartite constellation and representation of the constituents and social partners in the DWW project in Egypt, in the form of a Project Steering or Advisory Committee, is a situation that could possibly have been resolved by forming some kind of technical and/or thematic work/discussion platform where mid-level representatives of the tripartite stakeholders could come together for the Project on a regular basis – perhaps through a social media platform. ILO should, in the new project, explore any such possibility as this is very important to encourage the stakeholders’ and partners’ ownership – and to help guide the Project’s direction. *Recommendation is directed to:* ILO Country Office, Project Management.

Timeframe: 5 months

Priority: Medium

Level of resources: Low

LESSONS LEARNT

1. Flexibility in light of the COVID-19 pandemic: The COVID-19 spread, and the circumstances surrounding it has demanded flexibility. This Project has shown the importance of being able to redesign approaches for capacity-building, including retraining of Trainers, and adapt training materials and guidelines – in order for them to conduct virtual training. It has also shown that through virtual training events many more trainees and beneficiaries can be reached.

2. MSMEs entering the formal economy: Contributing to, and assisting MSMEs to formalise their informal enterprises, and support micro-finance institutions (to provide funding to entrepreneurs) are well in line with ILO policy and was part of the activities in this project but could not yet be achieved - perhaps affected by Covid-related delays. Make a real impact in this field would require specific strategies, resources and dedicated presence “in the field” by a local organisation and/or a project coordinator.

3. Exchanges and learning between countries in regional projects: When implementing regional projects, it is important for the stakeholders to know what is happening in the other country/ies and to learn from others and share experiences. ITCILO, Turin, can play the role of such a learning place/platform but is not an opportunity for most beneficiaries. Facilitating e.g. study visits and exchanges between countries plays an important role in uniting the actors and creating ownership of the project and therefore budgets need to allocate resources for this purpose.

GOOD PRACTICE

Working closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects proved to be a win-win situation for all involved. It not only enabled cost-sharing for the purpose of synergy and economies of scale, and helped bring down costs of project delivery but enabled “cross-fertilization” i.e. learning and sharing across project lines.

1 CONTEXT

This is a report of the independent final evaluation of the ILO project titled “The way forward after the revolution: Decent work for women in Egypt and Tunisia” project, Phase II (herein referred to as the Project or the DWW project). This chapter gives a brief overview of the evaluation context and includes a description of the Project and its logical structure i.e. the objectives, outcomes, outputs and key activities and its institutional set up. It also accounts for some of the key reported results of the Project.

Egypt, a lower-middle income country, has a population of 100 million (early 2020) people with one third residing in Upper Egypt in the Southern part of the country - where almost half of the country’s poor live.² Tunisia, a middle income country, has 11,708 million inhabitants. Tunisia made substantial progress since the 2011 revolution when a democratic system was consolidated and in its 2014 Constitution. Nonetheless, this transition is still susceptible to challenges and currently there are social tensions among the population who faces political uncertainty since the closing of the Parliament and dismissal of the Prime Minister after July 26th 2021.

There are large gender gaps in the labour market in both Egypt and Tunisia. Gender gaps and youth unemployment in labour force participation and employment in these countries are some of the largest in the world – and the population in both countries also face challenges e.g. related to lack of social justice.³ In these countries, gender inequalities is not only about the quantity of the jobs women have access to, but also the quality of the jobs. As women are more likely than men to be in informal employment, they often do not have access to social protection such as pensions, unemployment benefits or maternity protection.

Refugees have great difficulties in entering the labour market. Egypt receives refugees from more than sixty countries. In Tunisia, governorates such as Tunis, Sfax and Medenine are at the forefront of mobility and displacement for asylum seekers, refugees and migrants. Some are on transit on the central Mediterranean route, others are settling for longer – while others are returning Tunisians.⁴

Persons with disabilities (PWD) constitute 15 per cent of the world’s population and in Egypt there could be 12 million people who have disabilities and who also face great difficulties in finding decent jobs. There is an over-representation of PWD in the informal economy, with greater risks of being infected with the COVID-19 virus, *especially for women and older persons*.⁵ The number of people who are disability card holders in Tunisia is 276,000 however there is a lack of reliable data on the total number of PWD in the country. A national census of PWD is planned to take off in the first quarter of 2022.⁶

The pandemic has made these social “categories” even more vulnerable⁷ as they also face socio-economic and health marginalization and have limited access to public services. It has aggravated the structural inequalities in the world of work and slowed down the progress in gender equality, decent work and poverty reduction. The latest up-date from the World Health Organisation (WHO) shows Egypt as having 309,135 confirmed cases and 17, 545 deaths from the corona virus – and Tunisia having 709, 001 confirmed cases and 24, 971 deaths⁸.

² Source: World Bank: <https://www.worldbank.org/en/news/feature/2021/09/07/un-lists-upper-egypt-program-as-a-best-practice-to-achieving-results-towards-2030-sdgs>:

³ Source: ToR. To be noted is the fact that Tunisia has experienced turmoil and the political landscape is fragmented with many people being dissatisfied with corruption and the poor economy. The elected president, Kaïs Saïed, is a partyless outsider, who recently (October 2021) appointed a new Prime Minister, Najla Bouden Romdhane, about two months after he dismissed the Government and stopped the Parliament’s meetings. She will be the country’s first woman prime minister (Source: Svenska Yle: <https://svenska.yle.fi/a/7-10006654>).

⁴ Source: <https://reporting.unhcr.org/document/1027>

⁵ Source: Policy brief see documentation list in Annex VI.

⁶ Source: <https://allafrica.com/stories/202112030430.html>

⁷ Source: DWW Project Document, with reference to WHO.

⁸ The up-dates were made on 8 October 2021. Source: <https://www.who.int/countries/egy/>

In Egypt foreign income sources and government debt were adversely impacted by COVID-19 but are starting to improve due to favorable base effects, recovering global conditions, and easing restrictions.⁹ In Tunisia the health system is described as having “collapsed” under the weight of the pandemic.¹⁰ In both countries the impact of the pandemic has been more pronounced for young people and women – who already before the pandemic were disadvantaged in the labour market. Those with temporary kinds of employment and casual jobs, working on part-time, seasonal or on-call basis, have been hit the hardest.¹¹ In Tunisia, a decade after the Jasmin revolution, the population face increasingly difficult economic and political conditions and the instability has prevented the implementation of reforms.¹²

There are several ILO Conventions that promote gender equality in the work place which are relevant for both Egypt and Tunisia, such as Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Workers with Family Responsibilities Convention, 1981 (No. 156), the Maternity Protection Convention, 2000 (No.183), as well as the Domestic Workers Convention, 2011 (No.189) and the Convention on Violence and Harassment at Work (C190). Regarding the Sustainable Development Goals (SDGs), several goals are relevant in the context of gender equality in these countries, particularly Goal 1 (ending poverty); Goal 5 (achieving gender equality and women’s empowerment); Goal 8 (sustainable economic growth, full and productive employment and decent work for all); and Goal 10 (reducing inequalities within and among countries).¹³

The Project under evaluation, has defined its Theory of Change as follows:

Women’s participation in the labour market in the two countries can be improved if an enabling environment for gender equality in the workplace is created; if an enabling environment for women’s entrepreneurship is in place and income generating opportunities for women are up-scaled and implemented at the national level, and if women’s leadership in workers’ and employers’ organizations is enhanced. For this to happen, laws and regulations that impact gender equality in the workplace, as well as gender-responsive labour and private sector development policies need to be developed by institutional partners; the private sector need to better attract, retain, and promote women in decent work by using adequate HR strategies; successful models of women’s entrepreneurship projects need to be developed, communicated, and replicated; and workers’ and employers’ organizations benefit from gender awareness.

This entails that workers’ and employers’ organizations benefit from increasing women’s leadership and that companies are aware of the positive returns of increased gender diversity and improved human resources management practices and working environments.¹⁴

1.1 SOME FACTS ABOUT THE PROJECT

Overall

The DWW is a development cooperation project implemented by the International Labour Organisation (ILO) and partner organisations in Egypt and Tunisia. It is the oldest gender equality project in the ILO Cairo office.¹⁵ The current DWW project, **Phase II**, is implemented in the period between 1 April 2018 – 31 December 2021, i.e. a duration of 32 months. Originally it was supposed to end on 31 March 2021 but “no-cost extensions” granted it nine more months to complete activities.

⁹ Source: Egypt's Economic Update 7 October 2021: <https://www.worldbank.org/en/country/egypt/publication/economic-update-october-2021>:

¹⁰ The Minister of Health in the country also described the virus’s effect on the country as “catastrophic”. Source: <https://www.aljazeera.com/news/2021/7/8/catastrophic-tunisia-covid>

¹¹ Source: World Employment and Social outlook, Trends 2021.

¹² Source: The World Bank: <https://www.worldbank.org/en/country/tunisia/publication/economic-update-october-2021>.

¹³ Source: UN SDGs: <https://sdgs.un.org/goals>

¹⁴ Source: The DWW Project Document, p. 9, and the ToR. See Theory of Change figure in Annex VIII.

¹⁵ Source: Project Steering Committee Minutes from meeting ,15 June 2020.

The Ministry of Foreign Affairs (MFA), Finland, is the development partner and donor agency, providing a total amount of 2.097,000 million Euros (equivalent of USD 2,470,415) for the implementation.

Phase I was implemented during 1 January 2012 - 31 December 2017. This phase strengthened women's abilities to participate in the labour market and improved labour market institutions to better assist women in post-revolution Tunisia and Egypt. It worked with awareness and capacity building activities on the importance of gender issues and enhancing women's skills to increase their employability and access to labour market institutions.¹⁶

The Project was implemented during Finland's earlier strategy for the Middle East North Africa (MENA) region focused on two impact areas: 1) Inclusive and gender equal societies; and 2) Sustainable and inclusive economic growth. The strategy emphasized improving the status of women in society by promoting women's political and societal participation and economic empowerment. The new MENA strategy (2021-2024) has the following strategic goals to which Finland's development assistance intends to contribute:

- Democracy, human rights and gender equality;
- Inclusive and sustainable growth, women's employment and decent jobs by supporting entrepreneurship and promoting trade; and
- Stability and sustainable development by contributing to climate resilience, green and just transition, including promotion of livelihoods.

An Independent Midterm Evaluation (MTE) of Phase II was undertaken in June-July 2020. It concluded that the Project was highly relevant and aligned with the development priorities of Egypt's and Tunisia's governments as well as those of ILO.

The Project should be seen in the context of the socio-political events of the Arab Spring in Egypt and Tunisia in 2011, and the changes that occurred that inspired and paved the way for a project of this kind (and other ILO gender-equality initiatives and projects). Also, it should be seen in the context of the COVID-19 pandemic. The latest progress report (2020-2021) recounts that the pandemic brought new challenges and the pandemic put women informal workers under a greater threat of losing income, and made working conditions for women more challenging. The Project's strategy to navigate the project and continue operating under the difficult circumstances that the pandemic caused are accounted for in this report.

The Project was designed to respond to key issues/problems related to the barriers that women face in participating in the labour market - both as employees and as active representatives in employers and workers organisations, i.e. issues related to the lack of gender equality in the world of work.¹⁷ The key activities to produce the Project's outputs and outcomes are policy advocacy/policy development, capacity and skills development including in the area of entrepreneurship.

The implementation strategy is to work at several levels in society; macro, meso and micro levels, in tackling issues related to employment, entrepreneurship and decent working conditions. Social dialogue and tripartism are emphasised – concepts that ILO and its constituents regard as essential policy tools to ensure social stability and advance gender equality in work places.

The Project has had different strategies and implementation themes in Egypt and in Tunisia, in order to “be in line” with Partners' priorities and the changing contexts in the two countries. For example, in Egypt Women's Entrepreneurship Development (WED) activities included training of women

¹⁶ Source: https://www.ilo.org/africa/technical-cooperation/WCMS_329938/lang--en/index.htm

¹⁷ This is drawn from the Project's very long development objective stated in the Project Document (PRODOC, p. 18): “The project's main development objective is to improve women's participation in the labour market through support provided to ILO's constituents, including the Government, workers' and employers' organizations. It seeks to address the barriers to a satisfactory women participation in the labour market through a comprehensive approach that works at the macro, meso and micro levels and that tackles at the same time access to employment, entrepreneurship, decent work conditions, and social dialogue.

entrepreneurs on the ground at micro and meso level - while in Tunisia the support to WED activities were directed at a higher (macro) level and to the Academy for women entrepreneurs.

The Project currently has eight staff members:

- Based in Egypt: Chief Technical Adviser (CTA); National Project Coordinator (NO); one Finance/Admin officer (there were two Project Assistants but one became vacant in August 2021), one Driver; and
- Based in Tunisia: One NO, one Admin/Finance Assistant, and one Driver.

There have been some more staff changes over the years, i.e. the first CTA left the Project in 2018 followed by a period of six months when there was no CTA. The post was announced twice (reopened) until a successful international recruitment was made of the present CTA – who has been in place since early 2019.¹⁸ The NPC in Egypt replaced the first NPC, and the Project’s Finance/Admin officer in Egypt also replaced an earlier staff member and has been in place since June 2020.

Institutional and logical framework

The Project’s governance structure consists of:

- One Project Steering Committee (PSC) in Egypt, including the Project staff, ILO management and technical specialists and the donor representatives as members¹⁹; and
- A Project Steering Committee (COFIL) in Tunisia created under phase II, composed of representatives of three ministries in addition to representatives from the UGTT and UTICA/CNFCE.²⁰

The Decent Work Team (DWT)/CO-Cairo is managing sharing of knowledge and results of the Project (administratively and technically), and providing technical backstopping. The project receives the support and technical advice (upon request) from CO-Algiers, RO-Africa, ACTRAV, ACT/EMP, GEDI, EMPLAB (EMPLOYMENT), ENTERPRISE, and SKILLS.²¹

Project outcomes and outputs to be reached/produced

There are three Project outcomes originally “supported” by ten outputs²², as follows

Outcome 1: Enabling environment for gender equality in the workplace²³

Outputs:

- 1.1 Public institutions strengthen their gender-responsive policies, procedures, and instruments;
- 1.2 Gender responsive policies developed and promoted by employers’ and workers’ organizations and adopted by private companies; and
- 1.3 Advocacy by national partners on women and employment and knowledge sharing supported.

Outcome 2: An enabling environment for women’s entrepreneurship development

Outputs:

- 2.1 Gender mainstreamed in national business and entrepreneurship development policies and programmes;

¹⁸ Source: ILO.

¹⁹ The evaluation has received Minutes from one meeting held (ILO-Finland Project Steering Committee meeting, held on 15th June 2020).

²⁰ *Comite de pilotage* means Steering Committee in English. The evaluation has received Minutes from three meetings held; Two meetings at ILO office in Tunis in 2019, and one meeting at a hotel in Tunis in June 2021 - only one month before the political turmoil took place in Tunisia with the closing of the Parliament and the dismissal of the Prime Minister on 26th July.

²¹ Source: The DWW Project Document

²² Two outputs have since been cancelled (“revamped”), accounted for in section 3.2 later in the report.

²³ The outcomes are formulated here as in the Project Document. They have since been reformulated by the Project, something which will be clarified during the course of the data collection phase and explained in the draft evaluation report.

2.2 Participation of women-owned companies in relevant supply chains developed in partnership with employer's organizations and selected private companies;

2.3 Local gender responsive economic development networks developed with the aim of promoting women economic empowerment;

2.4 Value-chain initiatives for specific cluster development initiated and implemented based on the identified community needs and plans;

2.5 New job opportunities created and micro-small business development supported; and

2.6 Micro-finance institutions supported to achieve main goals of Egypt's financial inclusion national plans.

Outcome 3: Improved women leadership in employers' and workers' organizations

Output:

3.1 Women leaders' skills, membership and access to leadership positions strengthened in workers' and employers' organizations.

Direct and ultimate beneficiaries/participants

The ultimate beneficiaries are women in both countries especially those who live in poverty and are excluded from the labour market; women from female-headed households who face high workloads; women who are engaged in economic activities through informal enterprises operating without security; and women who are working in formal employment but who lack access to decent working conditions.²⁴

The ILO constituents and partners (direct beneficiaries) in Egypt are:

- The National Council for Women (NCW);
- The Ministry of Manpower (MoM);
- Federation of Egyptian Industries (FEI)
- Egyptian Trade Union Federation (ETUF);
- Egyptian Micro, Small and Medium Enterprises Development Agency (MSMEDA)

The ILO constituents and partners (direct beneficiaries) in Tunisia are:

- Ministry of Social Affairs (Ministère des Affaires Sociales);
- Ministry of Women, Family, Children and Seniors (MFFES) (Ministère de la Femme, de la Famille de l'Enfance et des Seniors);
- The National Chamber of Women Entrepreneurs (La Chambre Nationale des Femmes Chefs d'Entreprises - CNFCE)²⁵
- Labour Inspectors (Association Tunisienne des Inspecteurs du Travail (ATIT - under the Ministry of Social Affairs);
- The Tunisian General Union of Labour (L'Union Générale Tunisienne du Travail (UGTT)²⁶
- Ministry of Vocational Training and Employment (Ministère de la Formation Professionnelle et de l'Emploi)

²⁴ DWW Project Document, p. 9.

²⁵ Ibid. CNFCE is a business trade union in the informal sector - - although it is registered under an employer's organisation. Source: CNFCE management.

²⁶ UGTT is registered as a Civil Society Organisation in Tunisia.

Non-Governmental organisations (NGOs)

- Egypt: The NGOs working with/for NCW and involved in training and capacity building on the ground in Egypt.

ILO stakeholders

- Directors at ILO Cairo and Algiers; DWW Project staff in Egypt and Tunisia;
- ILO Specialists in Cairo (Workers and Employers Activities, Employment, Enterprise, International Labour Standards, Wage and Social Dialogue);
- PARDEV (Partnering for Development), ILO Headquarters, Geneva;
- ILO Technical units including Workers', Employers' activities; SME development section at ENTERPRISE and GEDI department at ILO headquarters in Geneva;
- ILO/UN Women Joint Programme for Promoting Productive and Decent Employment for Women in Egypt, Palestine and Jordan; and
- The Promoting Gender-responsive Workplaces in Egypt project.

1.2 EVALUATION FRAMEWORK

This section accounts for the purpose; objectives, scope and clients, as well as evaluation criteria, questions and sequence.

Purpose, objectives, scope and clients

Evaluations in ILO are for the purpose of accountability, learning and planning and building knowledge. The specific purpose for the DWW project evaluation is to provide an independent assessment of the progress achieved during the project's entire life, through an analysis of relevance, effectiveness, efficiency, coherence, impact orientation and sustainability of the project.

The specific objectives that are listed in the Terms of Reference (ToR) are:

- Assess the relevance and coherence of project's design regarding country needs and how the project is perceived and valued by the target groups;
- Identify the contributions of the project to, the Sustainable Development Goals (SDGs), the respective countries' United Nations Partnership Development Frameworks (UNPDF), the ILO objectives and Country Programme Outcomes (CPOs) and its synergy with other projects and programs in both countries;
- Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- Assess the implementation efficiency of the project;
- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, partnership arrangements;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Analyse the project impact at institutional level as well at the level of the final women beneficiaries;
- Assesses the extent that the mid-term evaluation recommendations have been addressed;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further; and

- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The chronological scope of the evaluation is to assess the Project implementation for the entire duration of Phase II.²⁷ The thematic scope is the progress and level of achievement in reaching all three outcomes and objectives during the project entire life. Geographically the scope includes Egypt and Tunisia.

The key clients of this evaluation are the three Governments (Egypt, Tunisia and Finland), Employers and Workers organisations; and the ILO: Decent Work Team (DWT) for North Africa, ILO DWT, Pretoria, and ILO Headquarters, Geneva (PARDEV) and technical units such as ACT/EMP ACTRAV and GEDI.

EGYPT

Ministry of Manpower (MoM); National Council of Women (NCW); and the NGOs part of NCW's network; Employers organisations: Federation of Egyptian Industries (FEI); Workers/Trade unions: Egyptian Trade Union Federation (ETUF); Upper Egypt Trade Union Federation, Health Union and ILO

TUNISIA

Ministry of Social Affairs (*Ministère des Affaires Sociale*); Labour Inspectors Association (*Association Tunisienne des Inspecteurs du Travail*) (ATIT); Ministry of Women, Family, Children and Seniors (MFFES) (*Ministère de la Femme, de la Famille et des Seniors*); Tunisian General Labour Union (*L'Union Générale Tunisienne du Travail*) (UGTT); National Chamber for Women-owned Enterprises (*La Chambre Nationale des Femmes Chefs d'Entreprises*) (CNFCE), under the Tunisian Union of Trade and Crafts Industry (*Union Tunesienne de l'Industrie, du Commerce et de l'Artisanat*) (UTICA).

Evaluation criteria

The evaluation criteria are instruments to assess/gauge the achievements and results of the Project. This chapter lists and defines the criteria that the final evaluation has used to determine the level of achievements. These are the evaluation criteria²⁸ that will be applied in assessing the DWW Project: Relevance, coherence and strategic fit of the project; Validity of the project design (closely related to relevance); Project effectiveness; Efficiency of resource use; and Impact orientation and sustainability and gender equality and non-discrimination.

Key evaluation questions

The following evaluation questions have guided the evaluation in its data gathering process:

Relevance, coherence and strategic fit

- Is the project coherent with the Governments objectives, National Development Frameworks, beneficiaries' needs (including persons with disability) and does it support the outcomes outlined in ILO's CPOs as well as the SDGs?
- How does the project complement and fit with other on-going ILO programmes and projects in the countries?
- What links have been established with other activities of the UN or other cooperating partners operating in the country e.g. in the areas of employment, market development, women's empowerment and other Projects work on cross-cutting issues such as persons with disabilities (PWD), non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability?

²⁷ 1/04/2018-31/12/2021.

²⁸ These are the OECD-DAC evaluation criteria for evaluating development assistance projects. Source: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>. They are also defined in the ILO Policy Guidelines for results-based evaluation, 2020 (https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm). NB: In the ToR these are referred to as "evaluation concerns" and "review criteria" but the term that will be used throughout the evaluation process is "evaluation criteria" - by which the Project's achievements will be measured.

- Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?
- How has the project addressed the needs of the ultimate beneficiaries including PWD? Has there been changes in these needs during the life of the project?
- Was the implementation approach valid and realistic?
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders to implement the project?

Validity of intervention design

- Did the project address the major causes of women unemployment in Egypt and Tunisia, and respond to it?
- Was the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent has the project integrated ILO cross cutting themes in the design such as non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability.
- Is the project's Theory of Change comprehensive, integrate external factors and is based on systemic analysis?

Effectiveness

- To what extent has the project achieved the overall project objectives/outcomes – including mainstreaming/integrating the cross-cutting issues (mentioned above) in the implementation?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Egypt and Tunisia, ILO and the donor to achieve project goals and objectives?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- Is the monitoring and evaluation system results-based and facilitate a project adaptive management?
- Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?
- To what extent the COVID-19 Pandemic influenced project results and effectiveness and how the project addressed this influence and was ready to adapt to changes?
- Did the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?

Efficiency of resource use

- Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why?
- To what extent did the project leverage resources to promote gender equality and non-discrimination; and issues that address cross-cutting issues, specifically the inclusion of PWD?
- To what extent have been the disbursements and project expenditures in line with expected budgetary plans?
- Has the rate of spending been acceptable?

- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (DWT Cairo, Regional office, the responsible technical units (GED) in HQ, and ILO ITC)?
- To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project’s relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)

Impact orientation and sustainability

- What level of influence did the project have on the development of employment and other areas on policies and practices at national and sub national levels?
- Which project-supported tools were institutionalized, or have the potential to, by partners and/or replicated by external organizations?
- Did the project contribute to expand the knowledge base and build evidence regarding the project outcomes and impacts including the importance of non-discrimination, social dialogue and tripartism, international labour standards, and just transition to non-discrimination, social dialogue and tripartism, international labour standards, and just transition?
- To what extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)
- Did the project develop and implement an exit strategy?
- How was the sustainability approach of the project affected/could be affected by the COVID-19 situation in context of the national responses?
- How likely is it that the project’s strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

Evaluation time period and deliverables

The evaluation is taking place between October and December 2021. The deliverables are:

- An Inception report;
- A comprehensive draft report of about 30-40 pages, plus all required annexes;
- Write and submit the final evaluation report, taking into account all written consolidated comments to be received from the Evaluation Manager on the draft evaluation report; and
- Submit an Evaluation Summary in a separate ILO template.

2 METHODOLOGY AND LIMITATIONS

This chapter outlines the methodology applied, describing the key methods and some of their possible limitations. Data sources used and sampling is also mentioned here. The section also addresses quality assurance, sample selection of respondents and sites, and rationale for selecting the stakeholders for the evaluation. Evaluation norms, standards and ethical considerations are addressed, as well as limitations to the methodology.

The evaluation team used mixed-methods to ensure triangulation of evidence. Data was thus collected through several means from many different sources, in order to look for any trends or evidence of achievement and/or performance and to determine their relative contribution to the DWW Project's outputs and outcomes.²⁹ Both, qualitative and quantitative data and information, were gathered (quantitative data was drawn from secondary sources). The evaluation team communicated with the ILO, stakeholders and partners using e-mails, virtually held KIIs, and briefings and discussions via zoom. The DWW Project provided interpretation services, through the commissioning of an independent consultant.

2.1 DATA GATHERING METHODS

The following methods were used to gather data/information:

Documentation review

The documentation review phase included developing data collection instruments and compiling the Inception report. The evaluation team had access to a number of documents, received from the Project, requesting for clarity and some more documents during the course of the data collection phase. The key documents that were consulted in the review are the following:

- DWW Project Document; Technical Progress reports with the Project Monitoring Framework (PMF), Work plans, Budgets, Evaluation reports, and reports from other ILO/UN gender-specific projects in Egypt; Mission reports; Terms of References (ToRs) for consultants commissioned by the Project.
- National policy documents including Egypt Vision 2030, United Nations Partnership for Development Framework (UNPDF), Decent Work Country Programme (DWCP), ILO Programme & Budget for 2018/19 and 2020/21;
- Study reports (including baseline studies, and assessments) conducted by the Project;
- Key project finance documents and records (estimates of expenditures, and contributions by the Partners);
- Newspaper articles; brochures; training guides/ training materials, video clips; and
- Detailed lists of Training courses/workshops that had taken place and of stakeholders and beneficiaries.

Briefing sessions (virtual and face-to-face)

Virtual briefing sessions were conducted with the Evaluation Manager; Project CTA and National Project Coordinators (NOs) in Egypt and Tunisia. Face-to-face briefing sessions were planned to take place in Cairo with the National Coordinator but could not be organised.

Key Informant interviews

Key informant interviews (KII) were made with 48 persons in Egypt and Tunisia (30 women, 18 men) through 44 separate semi-structured interviews, lasting about 1 hour.³⁰

The KII in-depth interview was selected as an evaluation method, because it could clarify, rectify and/or up-date quantitative data obtained from the documentation review. The method allows for information to be received either face-to-face, or virtually, for both factual/content-related issues and if sensitive

²⁹ Reference is made to the ILO EVAL publication titled *Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations*, 9 October 2020.

³⁰ For details on all participants in KIIs, Stakeholders' Workshop and FGDs, see Annex V. List of Person met.

issues exist to be addressed. This method can provide information about internal arrangements, distribution of roles and tasks among staff within an organization – and allow for a better appreciation of various challenges faced within the particular organisation, or by the individual interviewee, e.g. dysfunctional internal systems, mis-management of resources, and staff movements that may have hindered planned activities or events, or attaining project outcomes.

The topics that the interviewers addressed relate to perception and knowledge; processes, content of the program under evaluation; achievements and impact or lack thereof; systems; work environment; challenges and limitations; and visions for the future.

Focus Group Discussions with former trainees in Aswan, and discussions with Trainers

In Egypt, most of the activities outside Cairo have taken place in Giza, Sohag and Aswan including the Project's *Get Ahead for Women Entrepreneurs* and *Financial Education* training. The Project, in cooperation with the NCW, provided support for the Evaluation team member to meet trainers and former women trainees in Aswan and Giza.

She had FGDs with 43 women, selected through a purposive selection³¹. She also met and interviewed male and female Trainers and female NGO staff. The women who are running various income-generating projects, had all taken part in the Project's training - implemented in close cooperation with the NCW and the NGOs³². The first visit was 29/10 - 02/11 to Aswan and the second on 11/11 to Giza.

The advantages of FGDs, as a data collection method, is that it allows the evaluator to pose questions, float ideas and rather rapidly get some answers. The interviewer can get an understanding of some of the issues pertaining to the participants' divergent roles and tasks that may positively or negatively affected the DWW Project implementation, or follow up. FGDs are also useful as they may provide an insight into the dynamics of a work group, or a group of project participants, and to pick up information that needs to be followed up - or have a "snow-balling" effect that can lead the evaluation to more individuals who could be approached for more information. A *limitation* in using this method could be that the presence of an authority (informal or formal) among the persons attending the discussion could inhibit some persons to express their opinions or provide information freely – which should be mitigated by triangulation.

Stakeholder workshop

The Project organised a Stakeholder's Workshop in which the evaluation team presented the preliminary findings (using a PPT) to the key stakeholders/partners, followed by a Question & Answer session. The workshop was also an opportunity to share and collect more information. The 18 participants (15 women and 3 men) represented the following organisations:

- From Egypt: Ministry of Manpower, Federation of Egyptian industries, National Council of Women, Egyptian Trade Union Federation; Upper Egypt Trade Union Federation; Health Workers Union, Education workers union, ILO; and
- From Tunisia: Ministry of Women, Family Childhood and Seniors (MFFES); Ministry of Employment; National Chamber for Women-owned Enterprises (CNFCE) and ILO.

Quality Assurance

To ensure credibility and validity of the results, methodological triangulation of the data/information from the various above-mentioned methods was applied, i.e. information received was cross-checked from more several sources. The methods described above were relevant for the evaluation team to find answers to the specific evaluation questions listed in section 1.2. and the team made efforts to ensure

³¹ It was noted that the MTE in 2020 had done random selection for the FGDs that were conducted online. The original intention for this evaluation was also to apply a random selection of the trainees, but the Project informed that it would be difficult to do a random selection if we wanted to have face-to-face encounters, i.e. to make them come from far away residents to the NGOs where the FGDs would take place. In this situation the NCW and NGOs made the purpose selection as we felt it was important for the final evaluation, for the sake of accountability, to meet the women, their Trainers and NGOs staff face-to-face.

³² These are the names of the NGOs: *Meabed and Nessaa El Ganoub Alliance* (in Aswan), and *Hawaa El Mostakable* ("Future Eve") and *Serious Work* in Giza.

data quality and evidence to enable reliable assessments - including the Project's contributions to the three outcomes.

Sample selection criteria: Respondents

The evaluation has made purposive sample selection of respondents in KII and participants in FGDs and efforts were made to have a balance of female and male participants in the KIIs. To the extent possible the evaluation team has, through triangulation, mitigated any bias arising from the risk involved in having a purposive sampling in the selection of the interviewees at central level in Egypt and Tunisia.

Gender mainstreaming/integration of gender equality and non-discrimination are the Project's core themes. When assessing the relevance and validity of the Project's design, implementation as well as follow-up, the evaluation team was mindful of the extent to which the Project has addressed the needs of women with *disabilities*.

Processing/analysing qualitative and quantitative data

The evaluation team has analysed qualitative data through a deductive approach to form the basis of making the conclusions. The collected qualitative data from the interviews and FGDs was subject to thematic content analysis (i.e. determining patterns, categories and themes) and was organised and interpreted to identify patterns and links with the evaluation's objectives. The steps in this process involved transcription, organisation, validation of the data and finally presentation of the conclusions.

Quantitative data was drawn from secondary sources with clear references. Descriptive and/or inferential statistics was used.

Evaluation norms, standards and ethical considerations

The United Nations Evaluation Group (UNEG) norms and standards for evaluations (revised in 2020) has been adhered to in this evaluation process³³, as well as OECD/DAC Evaluation Quality Standards (2010), which is followed by the ILO.

The ILO's policy guidelines for results-based evaluations (2020)³⁴ and relevant Guidance Notes have been observed.³⁵ Regarding gender issues, ILO guides are also relevant, such as Guidance 1.1 Integrating Gender Equality in Monitoring and Evaluation; and ILO Action Plan for Gender Equality (2018-2021).

Limitations and consequences of COVID-19 for the evaluation methodology

COVID-19 pandemic has posed limitations to the evaluation in the sense that the international consultant (team leader) could not travel neither to Egypt nor Tunisia due to ILO's strict restrictions on travel and mobility of consultants. The national consultant was able to conduct a field trip to Aswan in Southern Egypt and a visit to Giza to meet women entrepreneurs/ beneficiaries (former trainees) and trainers conduct focus group discussions and interviews.

For the remainder of interviews, i.e. KIIs, the evaluation team used teleworking arrangements for both countries which was also applied in the Stakeholders' workshop in which three languages were used (English, Arabic and French) and communications facilitated by an interpreter. The network technology (zoom platform) thus made it possible, to communicate with the key partners in both Egypt and Tunisia - but clearly did not compensate for the lack of human face-to-face interaction and observations which is so important for understanding the context and nuances in evaluation interview situations.³⁶ The above-mentioned limitations have not affected the validity of this report, as the evaluation applied a

³³ Source: <http://www.unevaluation.org/document/detail/2866> revised in 2020

³⁴ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 4th Edition, 2020.

³⁵ Checklist No. 3 (Writing the inception report); Checklist No. 5 (Preparing the evaluation report, including the two templates for Lessons learned and Emerging good practices); and Checklist No. 7 (Filling in the title page).

³⁶ Reference is made to the ILO publication titled *Implications of COVID-19 on evaluations in the ILO - Practical tips on adapting to the situation*, 2020.

robust strategy to mitigate challenges and safeguard quality through triangulation, use of interpreters, conducting field visits.

3 EVALUATION FINDINGS

This chapter outlines the findings of the evaluation, responding to the key evaluation questions and related to each of the standard evaluation criteria, as mentioned in section 1.2

3.1 RELEVANCE, COHERENCE AND STRATEGIC FIT

The Project is aligned with Egyptian and Tunisian national policies and objectives and also international goals such as the 2030 SDGs, particularly goals 1, 5 and 8, and donor strategies for MENA countries. It is also in line with ILO's Programme & Budget (2020-21) in particular outcome 4. "Promoting sustainable enterprises as generators of employment and promoters of innovation and decent work"; and outcome 6: "Gender equality and equal opportunities and treatment for all in the world of work (gender)".

Overall, the evaluation found the DWW Project to be relevant. A good indication is the fact that the project management has played an active role in attracting support for the launch of three new gender-specific projects since DWW's 2nd phase took off in 2018 - complementing the DWW project:

- The ILO and UN Women is implementing the Joint programme for promoting productive and decent employment for women in Egypt, Palestine and Jordan funded by Sida (2019-2022), (budget of USD 1 million for Egypt). The main goal is productive and decent employment for women through reducing the barriers to women's entry to, and retention in decent work, with close involvement of the private sector and civil society.³⁷
- The Netherlands government is funding the ILO project titled Promoting gender-responsive workplaces in Egypt (2019-2021) (budget of USD 500,000). It addresses the need to reinforce gender equality at company level through a better understanding of the relevant laws and to impart advocacy skills of workers to improve their working conditions.³⁸
- In 2021, a new project titled Promoting decent employment for women through inclusive growth policies and investments in the care economy was also launched, - a joint Swiss-funded ILO/UNW project (budget of USD 150,000). An example of complementarity is DWW providing inputs on gender equality issues in the world of work for this Ministry of Manpower's workshop for Labour inspectors, in the fourth quarter 2021. These are all part of one "gender portfolio" at ILO Cairo office, with the DWW CTA playing a key role for the technical contents, and as part of the DWT (as the office itself does not have a dedicated post for gender integration in its programmes).

Gender equality and non-discrimination are core themes of the DWW Project.³⁹ The Project Document for the DWW states that the project will give particular attention to the promotion of the ILO Convention 111⁴⁰ and mentions "...the project will target the most vulnerable in its activities, including refugees and people with disability, to address their specific needs, and develop targeted tracks when needed". Output 2.5 (outcome 2) states that the Project will create new job opportunities and support micro-small business development. The indicator for this output is not quantified but reads: "Number of women with new job or income generation opportunities (% of women with disabilities; % of women refugees) and average % increase in income for targeted women".⁴¹

Regarding women refugees, mentioned above, the evaluation found that the Project has not targeted or included refugees as beneficiaries and it was learnt that national and social partners of the Project do

³⁷ Press release, March 14 2019. Source: <https://egypt.unwomen.org/en/news-and-events/stories/2019/03/sweden-partners-with-un-women-and-ilo-to-promote-productive-employment-and-decent-work-for-women>

³⁸ Source: ILO website: http://www.oit.org/africa/technical-cooperation/WCMS_548919/lang--en/index.htm. (NB: This project has the same CTA as the DWW project. Source: MTE report).

³⁹ Source: DWW Project Document, p. 9.

⁴⁰ C111: Employment and Occupation Convention, 1958: Prohibition of all forms of distinction, exclusion or preference in employment and occupation made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation (ILO).

not consider addressing the problems of refugees as being part of their mandate, as they only serve nationals of their respective countries.

The project has stated that - in Egypt - all MoM and FEI training events and HR and Gender Academy training manual have mainstreamed disability equality and inclusion. The DWW project management has furthermore stated that at least one per cent of the direct beneficiaries should be women with disabilities. The evaluation has not been able to confirm that this has been the real case as the actual percentage or number have not been provided to the evaluation, and the documents obtained and interviews and FGDs in the field do not support this statement.

The Project produced a brochure for NCW's Disability Committee and provided to NCW's training in 2021 which addressed how to provide employment and employability advice tailored to women with disabilities throughout the country, with the help of NCW Focal Points. According to the Project, it is not aware what role they have played as yet.⁴²

The ToR for this evaluation also mentions social dialogue, tripartism, and international labour standards (ILS) as cross-cutting issues. ILO's overall role as a tripartite organisation, working for these key issues is essential and the Project has been able to, at various degrees, maintain working relations with the government ministries and agencies, the employers and workers organisations in both countries.

The ILS as a means of achieving social justice, stands out - as the work related to ILO conventions within the framework of the DWW Project clearly have received attention and has received good technical support from DWT senior experts.

This evaluation has assessed that although Project activities conducted in Egypt were replicated in Tunisia on several occasions - there was not enough strategic *exchanges and learning* between the two countries. This was revealed through interviews in both countries, and pointed out by key informants as something which could have been done better. Some exceptions are the experts meeting in December 2019 and the North Africa Conference in November 2021 toward the very end of the Project. There seemed to be little awareness about the MTE 2020 recommendations among the key stakeholder⁴³ and therefore not easy to find out to what extent they had acted on the recommendations directed to them.

In Tunisia, a tripartite Project Steering Committee (COPIL) was established, and has met three times. The June 2021 PSC (COPIL) meeting in Tunis was held to review the DWW project activities during 2020-2021. This was held in connection with the CTA's participation in the launch of the "Elles engage" entrepreneurship campaign with the CNFCE. The Ministry of Social Affairs; General Committee for Labor Inspection and the Administration of Labor Disputes; Ministry of Women, Family and Seniors; the National Chamber of Women Entrepreneurs; General Trade Union (UGTT) and the Embassy of Finland in Tunis were represented in this meeting. Among the discussion points were the fact that the PSC had not met in a long time because of the COVID-19 pandemic.

Among issues related to the Ministry of Social Affairs were: A request for support concerning women in decision-making positions; and a reservation regarding some elements of the work to ratify C190. Among issues related to UTICA was a seminar which should take off, and regarding UGTT, issues discussed concerned an update of a study and training for its 24 representatives as well as and capacity building of women in decision-making positions. Issues that concerned CNFCE in this meeting related to the updating of a Manifesto to promote female entrepreneurship and launching the campaign "Elles engage" (see output 1.3 for more details).

The Ministry of Women, Family and Seniors (MFFES) highlighted the work done under the first action plan for women entrepreneurship (2016-2020) and the creation of more than 4,700 projects and more than 10,000 direct jobs. The project has supported the Ministry to evaluate this plan and to set up the second Action Plan (2021-2025) which was presented at the Ministerial Council in March 2021, *chaired by the Prime Minister*. This plan will be supported with 50 millions Tunisia *Dinars* (roughly 17 million USD) from the Government budget for a period of 5 years.⁴⁴

⁴² Source: Interviews.

⁴³ Source: Interviews (triangulation).

⁴⁴ Source: Interviews with the Ministry and DWW Project Progress report (2020).

In Egypt, a PSC has met three times, attended by the Project staff, DWT and donor representatives which seems this has worked to the satisfaction of both parties. However, in Egypt it has not been possible to establish a PSC or a PAC with *tripartite* representation - which is a common governance structure for ILO projects in other parts of the world. One consequence is that there are minimal contact points/forums in Egypt where Employers and Workers representatives can discuss the direction of the DWW project and guide its implementation. When enquiring about this issue, it was clear that there was more than one reason that this has not been possible, related to the complicated situation on the part of the country's trade unions occurring after unions became independent from ETUF through a new law, and internal problems that they faced.⁴⁵ Another reason is the numerous development cooperation projects in the country, and yet another is that NCW reportedly was reluctant to participate in such a committee.⁴⁶

3.2 VALIDITY OF INTERVENTION DESIGN

The evaluation has scrutinized the DWW Project's Logical Framework Analysis (LFA) and Theory of Change (ToC)⁴⁷. Overall, the Project design is logically put together, i.e. and internal relationships between the elements are sound: Activities are designed to reach outputs; outputs designed to reach outcomes; – and outcomes designed to contribute to the larger development (long-term) objective of gender equality in the world of work.

Below are some reflections made on these structures:

- It was noted that the ToC is covering both phase 1 and phase 2 - although they include different outcomes and outputs, with no clear demarcation between them. This made it difficult to appreciate how changes are planned to be generated in phase 2, specifically;
- Almost all the assumptions related to the outputs and outcomes in the Logframe are *within* the Project's influence. Examples: "Trained members of workers' and employers' organizations are willing to collaborate and to develop their action in favour of gender equality and decent work"; "Employers' organizations are able to reach out to and guide and influence their members (private companies)"; and "Workers' and employers' organizations are willing to share their experiences and to advocate for decent work and gender equality." A well-constructed results frameworks should identify any underlying critical assumptions that are *outside the control* the Project's influence - that must be in place for the Project to be successful i.e. leading to achieving the targeted outcomes and impacts;⁴⁸
- Most of the outputs are very broadly formulated and not tangible, or SMART. Examples:
 - 1.3 Advocacy by national partners on women and employment and knowledge sharing supported.
 - 2.5 New job opportunities created and micro-small business development supported
 - 2.6 Micro-finance institutions supported to achieve main goals of Egypt's financial inclusion national plans; and

3.3 EFFECTIVENESS

This section attempts to determine the extent to which strategies, approaches, activities and outputs have contributed to meeting the stated key outcomes (effectiveness), and extent to which the monitoring and evaluation (M&E) system is results-based, to help assess how well the Project is fairing in reaching its outputs and outcomes.

⁴⁵ Since its establishment in 1957, ETUF (which relies almost entirely on the public and governmental sectors) was the only legal trade union in Egypt but presently around 1500 unions exist *Source: Independent Trade Unions: Between Political Developments and Internal Factors - Egyptian Case.* <https://www.arab-reform.net/publication/independent-trade-unions-between-political-developments-and-internal-factors-egyptian-case-study-2004-2015/>

⁴⁶ *Source:* Interview.

⁴⁷ *Source:* The Logframe matrix is found in Annex A, and the ToC in Figure 1 in the DWW Project Document.

⁴⁸ *Source: Designing a results framework for achieving results: A how-to guide,* IEG, World Bank, 2012.

The Project has been quite effective as it has accomplished a great deal in raising awareness and building capacity about gender equality in the workplace, and developing knowledge and skills among its partners and beneficiaries. It has maintained good collaboration with the constituents and partners. It has worked closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects thus creating a win-win situation. Good contributions have been made to the overall objective of improving women's participation in the labour market in both Egypt and Tunisia.

COVID -19 pandemic

Several of the key stakeholders expressed in interviews that the COVID-19 pandemic has caused delays in implementation of planned activities. The restrictions in movement and changes in the market, negatively impacted informal economy actors, including Project beneficiaries. The Project was, however, able to apply innovative approaches and adapt to the challenging circumstances. This is manifested through, for instance, preparing Trainers for digitalized (online) training using the ILO modules "Get Ahead for Women Entrepreneurs" in 2020 and "Financial Education" rolled out in 2021.⁴⁹ Having the training online, meant that more beneficiaries could attend than if it had been a face-to-face training. The Project also assisted the CNFCE in Tunisia, in the design of its relief programme to provide legal, financial, fiscal and coaching support to women-led enterprises affected by COVID-19 and technical assistance to form a new Academy curricula adapted to the new context. The project has supported this unit's work to help the 25 most affected women-led enterprises to recover from the effects of the pandemic.⁵⁰

Other important examples include the two surveys (opinion polls) on the impact of COVID-19 on women entrepreneurs in Egypt and Tunisia (Outcomes 1 and 2). The DWW Project provided technical assistance in the undertaking of these surveys including the design and implementation of the surveys under the auspices of NCW in Egypt, and CNFCE in Tunisia. The objective was to identify the most important challenges perceived, to know how these could be overcome in order to sustain small- and medium-size businesses.

The vast majority (79 per cent) of the respondents in Egypt responded that the pandemic had negative impact on their activities, while 2 per cent said it was positive, and 12 per cent said that some of the impact was negative - while other impact was positive. Unexpectedly some (a minority) revealed that they had seen a large difference in revenues/sales, more time and opportunity to develop themselves and their businesses, and the availability of a trained workforce in the labour market that they could hire since many other businesses closed.⁵¹

CNFCE's survey was conducted between May and June 2020 with technical support from ILO ACT/EMP with the results presented in August 2020 on the occasion of Tunisian National Women's Day at a conference (hosted by UTICA). The survey generated 170 responses of which the majority (almost 65 per cent) of the entrepreneurs perceived they had been affected by the crisis, such as inability to cover salaries (30 per cent) and almost 45 per cent of the respondents reporting that economic activities could not be continued - and almost 70 per cent reported decrease in incomes. Yet another example of how the Project adapted to the circumstances is the establishment of a COVID "relief unit" within CNFCE. In order to provide some relief to the entrepreneurs affected by the pandemic, CNFCE has, in cooperation with the set up a Listening Unit ("*Cellule d'ecoute*") as a support structure and guidance to provide various types of support to the businesses that have been affected, including legal and coaching support.⁵²

Follow up on MTE recommendations from 2020

The evaluation has reviewed the MTE recommendations and management response by the Project and it was revealed that many had been adhered to despite the limitations brought on by the pandemic, such

⁴⁹ Source: DWW Annual progress report 2020 and PSC Minutes, 2020:

⁵⁰ Source: DWW Project progress report, 2020.

⁵¹ Source: *Survey of women leading micro, small and medium businesses about the main challenges they face as a result of coronavirus crisis*, ILO, July 2020. The poll was conducted by CISR Research Institute and the study was led by Ms. Shaymaa Kadry, in cooperation with NCW through the Women Business Development Center, and the MSMEDA and ILO.

⁵² Source: Interview with CNFCE management and ILO websites.

as continuing to grow the gender portfolio at ILO Cairo and supporting the MoM regarding its gender unit; addressing harassment or violence issues in the Tunisia; supporting trade union activities in Egypt on gender equality issues; supporting the HR Academy with the FEI; and working out a strategy for response to the COVID 19.⁵³

M&E system

The Project Monitoring Framework (PMF), made available to the evaluation team as a separate document, has 10 outputs that are broadly formulated (as mentioned in section 3.2), and the vast majority of the indicators vis-à-vis these outputs are not quantified, or time bound. Thus, the evaluation has assessed that the monitoring and evaluation system is not fully results-based as such. The CTA has informed that there was no inception period at the start of Phase II which – if this had existed - could have allowed the Project to sort out this problem and develop detailed indicators at output level that could be used both in internal follow-ups and external evaluations.

Achievement vis-a-vis the planned Project outputs and outcomes

In June 2020, the Project reported that 60 per cent of the activities had been implemented (at the time of the second TPR) with most of the remaining activities being under outcome 2.⁵⁴ The sections below is an account of the Project’s achievements regarding its efforts to produce the 10 outputs under the 3 outcomes:

Outcome 1. Enabling environment for gender equality in the workplace

This first outcome, with its three outputs, responds to the need to advocate and influence the employers’ organisations and private companies, as well as workers organisations to promote and develop policies and procedures that are gender-responsive – and share knowledge regarding the same. Important contributions toward this outcome was made through awareness-raising activities, advocacy campaigns and capacity building sessions, in cooperation with the tripartite partner organisations and other ILO gender-specific projects in Egypt. Below is an account of the key activities and outputs produced:

Strengthening public institutions and their gender-responsive policies, procedures, and instruments (Output 1.1)

The work done by the Project and DWT in Tunisia in the field of gender-responsive labour inspection training has clearly been much appreciated and relevant, in which Inspectors from the 24 governorates participated during 2-days training – and guidelines for labour inspection were amended to mainstream gender issues. In Egypt, three rounds of 5-day trainings for 90 labour- and Occupational Safety and Health (OSH) Inspectors was conducted on gender equality, non-discrimination and labour inspection. This took place in collaboration with the MoM and ILO’s Better Work Programme. Consequently. This led to the Egyptian Minister of Manpower issuing a decree establishing a Gender Equality and Non-Discrimination Unit within the Ministry on 1 January 2019.⁵⁵

According to a key informant the training raised the attendants’ awareness and interest in international conventions including the convention on domestic workers and non-discrimination issues as well as the Tunisian labour and penalty codes that had not been “known before”. The need to combat gender based violence and ensuring employed women’s’ rights to breastfeed, and have weekly days off, as well as social protection issues were mentioned as important information. Labour inspectors’ obligations to report on discrimination cases were very useful - as well as issues related to employers depriving women of being hired or stay in employment if they are pregnant; or depriving them from being promoted as well as and existing discrimination of female agricultural workers. However, the training had not involved sufficient numbers of Labour Inspectors (24 from 5 provinces) and the duration was only 2-days which was not adequate.

In Egypt all MoM staff members of local units in 14 governorates participated in gender responsive 4-days training. A study was conducted on gender-based violence in the workplace in Egypt in 2018 and in the same year, a conference on rural women was organised in Tunisia. In January 2019, the Ministry

⁵³ Source: Interviews.

⁵⁴ Source: Minutes, ILO-Finland Steering Committee Meeting, Monday 15 June 2020.

⁵⁵ Source: DWW progress report, Feb. 2018.

of Manpower set up a Unit for gender equality and women economic empowerment and non-discrimination, supported by the DWW Project and the ILO Cairo gender portfolio.⁵⁶

Within the framework of the DWW Project, discussions have been held with the key stakeholders in Tunisia regarding national legal and policy developments with the purpose to develop awareness and capacity to work on the relevant conventions. Workshop/s were organised, with high level attendance (ambassadors, ministers, ILO constituents, judges and civil society) to discuss gender related conventions such as C100, C111, C156, C183 and C190 – e.g. issues related to maternity protection, gender related violence at work, domestic work and equal pay for work of equal value.⁵⁷

The project commissioned consultants to undertake Gap analysis in relation to C190 on Elimination of violence and harassment in the world of work⁵⁸ in both countries. The analysis included comparisons of the national laws, regulations and policies, to assess/determine to what extent the convention was reflected in these. In Egypt the C190 was adopted in June 2019 - a process that was supported by the Project and the ILO DWT.

In Tunisia, raising awareness on this convention involved 300 participants. The Ministry of Women, Family, Children and Seniors led a national tripartite consultation in December 2020, with 55 participants from academia, NGOs and gender experts among other. On the occasion of the International Women's Day in March 2021, the Ministry also led a tripartite meeting to engage governmental and social partners to commit the "push" for the ratification of the convention.⁵⁹

According to ILO, a C.190 ratification bill was planned to be made public on 13th of August 2021, Tunisia's National Day for Women. However, this could not take place due to the political crisis that evolved on 25th July 2021, after President Kais Saied dismissed the Prime Minister Hichem Mechichi and suspended the Assembly activities of the Parliament, by invoking emergency powers from Article 80 of the Constitution. According to the ILO DWT, another reason for the delay was that the draft law had been submitted to the National Council for Social Dialogue⁶⁰ and not to a legal experts entity for review and had asked that this be rectified.

The Project has also worked with UGTT, Tunisia, on C183. Maternity Protection and C189. Domestic Workers. The latter successfully contributed to a new law on domestic workers, adopted by the Parliament in Tunisia in 2021. There was considerable involvement of the Project in drafting of the law and making it politically possible. The activity was also funded by the Project. This was not mentioned as a planned output of DWW's activities - but there was still a performance indicator for outcome 1 saying: "Changes to national laws and regulations that impact on gender equality in the world of work (social protection, working conditions)."⁶¹

A Participatory Gender Audit (PGA) was (virtually) conducted within the MoSA, Tunisia. It was very much appreciated. This was a comprehensive exercise done in five stages: preparation, training of the facilitation team, information collection, analysis and reporting. A total of one-hundred and eleven staff members of the ministry actively participated.⁶²

⁵⁶ The DWW Project CTA, also acts as the gender focal point in the ILO office, actively providing technical support to the DWT and other gender projects, contributed to studies and contents of workshops, e.g. the workshop organised for Labour inspection TOT in Aswan for the Netherlands-funded project titled Promoting Gender-responsive Workplaces in Egypt (2019-2021). Source: Interviews.

⁵⁷ Source: Mission report, ILO ILS Specialist dated 11 Dec 2019.

⁵⁸ "Violence and harassment" here refers to a numerous unacceptable behaviours and practices, or threats, whether a single occurrence or repeated, that aim at, result in, or are likely to result in physical, psychological, sexual or economic harm, and includes gender-based violence and harassment. Source: Ibid.

⁵⁹ Source: Progress report 2020, and interviews with the Ministry of Women, Tunisia.

⁶⁰ The Tunisian National Dialogue Quartet was awarded the Nobel Peace Prize in 2015 for its decisive contribution to the building of a pluralistic democracy in Tunisia in the wake of the Jasmine Revolution of 2011. The Employers organisation (UTICA) is part of this quartet. Source: *Egypt lifts restrictions on women labor on night hours, heavy industrial fields*, article in Egypt Today: <https://www.egypttoday.com/Article/1/101109/Egypt-lifts-restrictions-on-women-labor-on-night-hours-heavy>.

⁶¹ Source: DWW 2020 technical progress report, Chapter 4. Summary outcomes, p. 17.

⁶² Source: KII and the Project's list of activities carried out since March 2021. In Egypt, a PGA in the MoM was undertaken under the project titled "Promoting Gender responsive Workplaces in Egypt".

Relevant is also work on other discriminatory conditions for women at work in Egypt – facilitating, help drafting and pursuing its formal publication of the amendments of two Decrees. One, doing away with the blanket prohibition of night work for women, now only limited when the reproductive role of women demands this. Second, doing away with governmental discretionary powers to prohibit women at work in certain professions. Only underground work remains prohibited for women. In April 2021, two ministerial Decrees (43 and 44, respectively) have now been issued with technical support from the DWW Project/DWT Specialist.

These employment restrictions for women will be reviewed “periodically” by the Government. Regarding night work, the Decree now allows women to work “upon their request” night shifts at any type of establishment, provided that the establishment takes necessary measures to protect their health, *assist them to fulfill their family duties* (evaluator’s italics) and that they receive the health care necessary to avoid work-related health issues.⁶³

Employers’ and workers’ organizations promoting and developing gender responsive policies for adoption by private companies (Output 1.2):

The FEI is the employers’ organisation in Egypt that is known to pay attention to social issues. ILO office and the Project had supported its units on labour matters, e.g. in setting up a Human Resources (HR) and Gender Academy and a Women in Business unit in Phase 1, and in producing manuals. The Academy is virtual – i.e. it is not an educational institution but it prepares programmes that can be provided through it. In Phase 2, the Project supported workshops on gender and women’s rights for FEI members (2018) among other. FEI’s plan was to have a pool of trainers by the end of November 2021 to be supported by three experts (“shadow trainers”) to deliver training on HR, labour/legal and gender issues.⁶⁴

The social academy concept that ILO is promoting has been successful also in Tunisia, with the establishment of the Academy for Women Business Leaders (CNFCE - *Academie des Femmes Cheffes d’Enterprises*). The aim of these academies is to develop strategies for better gender policies. The Project also has supported the establishment of the HR Academy in CNFCE.

In both Egypt and Tunisia, the Project carried out studies on women in workers’ organisations/unions, and supported the unions in organising strategic training on gender equality issues for their members, including Training of Trainers (ToT) - both in Egypt and Tunisia. In Egypt, a roll-out plan of four training workshops for three different workers unions on gender equality and the role of the unions in this process was implemented. Nine of the Trainers those who had “graduated”, who were workers’ representatives delivered training to 106 trainees.

The Project management also made substantial contributions to an OECD study on legal and policy reforms that promote women’s economic empowerment in selected Middle East North Africa Region (MENA) countries. It also encouraged the CNFCE (Tunisia) and the FEI (Egypt) to connect and get access to the Equal Pay International Coalition (EPIC). Tunisia has joined in 2021.

Advocacy and knowledge sharing on women and employment (output 1.3)

In Tunisia, the CNFCE has placed much effort in helping women entrepreneurs get ready to access the market including the e-market. Much emphasis has been on social media, with the development of a social media strategy including visibility on Facebook (with as many as 8 million accounts); webinars; a website and logo. CNFCE has run a communication/information campaign named “She is engaged” (*Elles s’engagent*) and produced a Position Paper –important steps in the promotion and sharing of knowledge about WED in the country. This large campaign has promoted a Manifesto named “Liberate Women’s’ Entrepreneurship in Tunisia” launched in June 2021. It highlights a series of women’s’ stories/portraits and the importance of women taking up leadership positions in business companies and

⁶³ Source: A government issuance dated 14 April 2021 and notes from a panel discussion at the Embassy of Finland, Cairo (notes by the ILS Specialist, ILO office, Cairo).

⁶⁴ Source: Interviews, and *FEI Academy Report, Round 2: September to December 2018*.

enterprises/organisations. This work is done in cooperation with UTICA which has committed to support CNFCE in this area.⁶⁵

The Project organised a (virtual) “North Africa Conference on Gender Equality in the World of Work” that took place on 8-11 November 2021, presenting the work done by two Projects: *DWW* and the *Joint Program for Promoting Productive Employment and Decent Work for Women in Egypt, Jordan and Palestine*. It aimed at showcasing the progress that countries in North Africa, namely Egypt, Tunisia, Algeria and Morocco, have achieved in enhancing gender equality in the field of work and employment, and address prevailing challenges that could be prioritized to promote gender equality at work. The conference topics were: Macroeconomics of women and work; Institutionalization of gender equality; WED; Economic empowerment in times of the pandemic; Care economy; Violence and harassment at work: Convention 190; Maternity protection and paternity leave; and equal pay.⁶⁶

On 15 September 2021, the DWW Project held a sub-regional Gender Experts workshop which also was supported by the donor

Regarding visibility on social media, the Project has supported FEI’s campaign (Egypt) on women economic empowerment launched on Facebook (15 September 2021). The campaign aims at sensitizing the general public to the business case for women economic empowerment in Egypt.⁶⁷

Outcome 2. Enabling environment for women’s entrepreneurship development

The second outcome was originally supposed to be supported through 6 outputs. It responds to the need to integrate gender issues in development policies and programmes (national, private businesses and entrepreneurship) and support women-owned companies. Efforts to create new jobs and opportunities, through helping MSMEs to formalise their informal businesses and support micro-finance institutions are part of this outcome.

There are a number of obstacles for women in both countries to develop and run own businesses. In Tunisia, a 2016 study report refers to inequality of inheritance rights in the Personal Status Code; lack of financial services specifically aimed at women-owned businesses and few low-cost microfinance products primarily targeted at women; and no special efforts to ensure that women-owned businesses are informed of public procurement opportunities⁶⁸ - problems which are similar in Egypt.

In Tunisia, a related gender equality issue is President Kais Saied’s speech on the National Women’s Day – in which opposition to gender equality in inheritance was expressed. According to an article he is quoted as having said “..any talk about equality in inheritance is not innocent as it is aimed at stirring a false debate” and “The Koranic text is clear and allows for no interpretation”.⁶⁹

The evaluation found that within the newly formed Ministry of Employment it is believed that there is no need for any special strategy for women in entrepreneurship development (nor in vocational training), as all measures and opportunities should be the same for girls/women and boys/men.⁷⁰ However, the Project’s activities have been in support of the CNFCE and its programme which clearly acknowledges that *special measures are required to boost employment for women*. However, CNFCE has not yet targeted/supported women at the micro level who live in poverty, or who want to start up or already are engaged in running small businesses. This category of women are - according to a spokesperson in the Embassy of Finland in Tunisia - in dire need of support.⁷¹

⁶⁵ Source: Interview with CNFCE management and ILO websites.

⁶⁶ Source: E-mail, dated 2nd November 2021.

⁶⁷ Source: www.facebook.com/BaladnaMehtagalha

⁶⁸ Source: A study on women entrepreneurship development, under DWW Project (Phase I), ILO 2016 (in French).

⁶⁹ Source: *Tunisian President rejects gender equality in inheritance*, Article by Iman Zayat, Managing Editor of *The Arab Weekly*, 14/08/2020.

⁷⁰ Source: KII with the Ministry of Employment, Tunisia.

⁷¹ Source: Interview with the Embassy of Finland, Tunisia.



Entrepreneurs participating in a focus group discussion in Aswan.

Gender mainstreamed in national businesses and entrepreneurship development policies and programmes (output 2.1)

The Project has produced position papers in both countries on WED and the launching of a WED programme (2018) with campaigns/events that attracted 300 participants (200 in Egypt and 100 in Tunisia). These position papers point to relevant reform areas needed to promote entrepreneurship for women. In Egypt, e-marketing of handcrafts products of 60 women entrepreneurs for the NCW network received support in 2021 through a

Public- Private Partnership (PPP) of the AlexBank online Ebdaa Men Masr Store

Initiative (“Creativity from Egypt”) that was established in May 2020 on Jumia Website.

In 2019 the Project initiated a study in Egypt to assess women’s income generating activities in Giza, Sohag and Aswan, and their possible linkages with any value chains and this study was completed in early 2020. The Project has informed the evaluation that the NCW and some other partners had requested a different approach than the one foreseen in the Project Document, thus the outputs that involve women-owned companies, value-chain initiatives for specific cluster development and local gender responsive economic development were removed (outputs 2.2; 2.3)⁷² and instead the funds to support this work were reallocated to outputs 2.5. and 2.6 for the Get Ahead and Financial Education (Egypt), and support to the *Academy des Femmes Cheffes d’Entreprises* and the *Centre d’Excellence pour l’Entrepreneuriat Feminine* (Tunisia).⁷³ As a consequence of this removal, the related output 2.4 was also left out, thus the remaining number of outputs to be produced was 7.

Creation of new job opportunities through formal micro-small business development (output 2.5)

The steering document, i.e. the Project Document, mentions “A special commitment will be made to reach women who are locked into informal economy activities and work as unpaid family workers, usually facing heavy domestic workloads.”⁷⁴

The Project has stated that it is following a Monitoring and Evaluation (M&E) strategy to track down the number of women who start their business as a result of this action in Egypt – but the evaluation has not received any showing the extent of new decent jobs or opportunities created. Neither has it been able to find evidence or data supporting strategic activities to enable women to formalize their informal businesses or supporting micro-finance institutions, as was intended. In the evaluation’s FGDs with women running small enterprises, it transpired that they indeed needed support on how to start up a legal enterprise – which could be a topic of relevance/urgency for a new project. However, it is also noted that the Project Document states that the ultimate change of an improved participation of women in the labour market remains beyond the direct control of the project.⁷⁵

The evaluation found that from 2018, the project strategies were mainly directed at advocacy and policy level work, and capacity building at higher institutional levels in society (outcome 1). In 2019 the Project started to direct its attention also to the ultimate beneficiaries (in Egypt), realizing that the women pursuing income generating activities in the informal economy were particularly negatively affected due to COVID-19 pandemic. Thus, training programmes were adapted to be used online in

⁷² This change was already mentioned in the MTE report and agreed to by the donor in 2020.

⁷³ Source: DWW Project’s Technical Progress Report, 2020.

⁷⁴ DWW Project Document, p. 7.

⁷⁵ DWW Project Document, p. 9.

close collaboration with the NCW and NGOs to benefit women who wanted to develop some small businesses or who already were engaged in running small or medium-size enterprises.

The strategies for DWW's support in terms of entrepreneurship development for women have been different in Egypt and Tunisia. In Egypt, the (virtual) training activities have taken place for women for micro, small and medium enterprises (MSMEs) who come from many parts of the country and to women aspiring to start up small businesses - but in Tunisia, the support was provided at a higher level, with focus on CNFCE's network of women entrepreneurs, operating at meso level mainly in urban settings.

In Egypt the DWW project's efforts in this area included Training of Trainers (ToT) for NCW's network of Trainers, in the ILO Get Ahead for Women Entrepreneurs and Financial education training package. Four training courses on the Get Ahead training for beneficiaries were rolled-out in May 2020 by NCW Trainers (2 in Giza, 1 in Alexandria and 1 in Red Sea) targeting a total of 76 women in early 2020. A Get Ahead Refresher ToT was organized for 10 of NCW group of trainers on the updated version of the tool and a roll out plan of 19 trainings of beneficiaries took place from July to September 2021, reaching out to around 300 women mainly in Aswan and Giza.

The Financial education (FE) training for women was rolled out in May 2021. A total of 51 beneficiary training events (20 online and 31 face-to-face) were conducted reaching out to 767 ultimate beneficiaries (343 online and 424 face-to-face) from 16 governorates i.e. Cairo, Giza, Alexandria, Gharbia, Matrouh, Menoufeya, Qalyubiya, Quena, Red Sea, Sharquia, Sohag, Dakahlia, Beni Suef, Asyout, Beheira, North Sinai. Altogether, 21 Trainers have been "certified" by the ILO.⁷⁶

In Tunisia, the Project supported the Ministry of Women, Family, Children and Seniors to evaluate the first National Women Entrepreneurship Action Plan (2016-2020) and set up the Second National Action Plan (2021-2025), - which was validated by the Ministerial Council in March 2021, chaired by the (then) Prime Minister. A budget amount equivalent of 17 million USD was allocated for this purpose. The Project supported a new curricula to be part of CNFCE's curricula about training on non-financial support services, such as production techniques, improvements, marketing support, access to financial services, infrastructure facilities provision, monitoring and improvement of working conditions, including occupational safety and health (OSH).



Entrepreneurs participating in a focus group discussion in Aswan.

[Micro-finance institutions supported to achieve main goals of Egypt's financial inclusion national plans \(output 2.6\)](#)

The evaluation was informed that an initiative had been made for linkage/cooperation with the Attajari Bank and CNFCE, in Tunisia, which in its extension could lead to a better chance for women entrepreneurs to access loans, without having to show collateral (currently, no commercial bank in Tunisia provides small or medium size loans to customers without collateral⁷⁷).

⁷⁶ Two certifications workshops were held from 23 to 27 May and from 31 May to 3 June, and 11 trainers (8 females and 3 males) participated as final step in their certification process by the ILO Social Finance Unit in Geneva and were certified in August 2021.

⁷⁷ Source: Interviews with key informants in Tunisia.

Outcome 3. Improved women leadership in employers’ and workers’ organizations

The third outcome responds to the need to improve the low percentage of women in boards and institutions.

Training programme developed and rolled out among new women members of workers and employers’ organizations with the aim to enhance their access to leadership positions (output 3.1)

The employers’ organizations were supported in developing specific services to attract, maintain and serve women member and FEI (Egypt) and CNFCE (Tunisia) attended training at the ILO International Training Centre (ITCILO) on entrepreneurship. New curricula have been developed, addressing leadership to be integrated in these organisations’ overall curricula.

The DWW Project activities in Egypt supported seven women to become senior members of different trade union structures. In the FEI, however there is only one female member among its twenty-three board members. UGGT (workers) board members from local, sectoral and national levels in Tunisia, attended training organised by the Project. The aim was to establish and agree upon a quota of two reserved seats for women and presently there are two female board members (out of 13) in the organisation - while before the Project started there was one female. The UTICA (employers) of which the CNFCE is a Chamber, still has only 2 out of 31 board members.

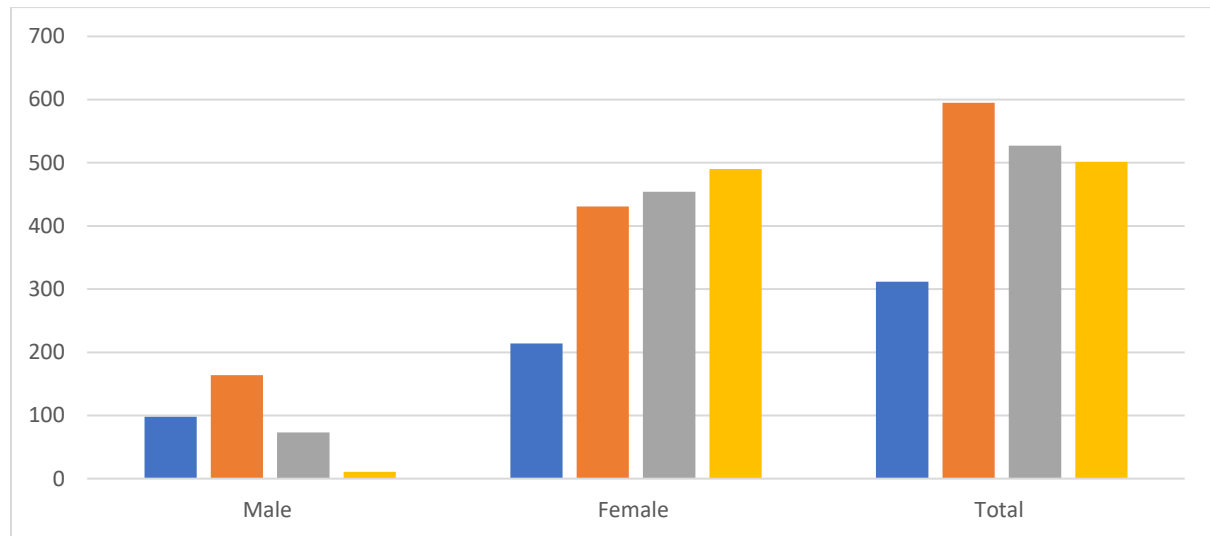


Figure 1. Participants in DWW project’s trainings 2018-2021. *Description:* Blue: Total 2018, Orange: Total: 2019, Gray: Total 2020, Yellow: Total 2021.

The diagram shows, among other, that the Project was able to implement capacity-building through training even after the COVID-19 pandemic had started to spread in March 2020. It also shows that the vast majority of trainees were women and that the highest number of persons (women and men) who took part in various training events was in 2019.

Tables 1 and 2 (below) show the participation of stakeholders in trainings delivered in Tunisia and Egypt, respectively. Again, it shows that the majority of the participants are women, with the numbers of men who were trained declining in both countries. In Tunisia it shows that no stakeholders were trained in 2018 – while in Egypt, 312 (214 women) stakeholders took part in training activities in Egypt that first year. It also shows that the Project trained about double as many people in Egypt compared with Tunisia.

Table 1. Participants in DWW Trainings in Egypt 2018 - 2021				Table 2. Participants in DWW Trainings in Tunisia 2018 - 2021			
Year	Male	Female	Total	Year	Male	Female	Total

2018	98	214	312	2018	0	0	0
2019	64	200	264	2019	100	231	331
2020	4	311	315	2020	69	143	222
2021 (Sept.)	0	471	471	2021 (Sept)	11	19	30
Sub-total:	166	1196		Sub-total	180	393	
Total:			1362	Total:			573

Sources: Data received from the Project.

3.4 EFFICIENCY OF RESOURCE USE

Overall, the Project has been able to leverage the resources quite wisely. The evaluation has found, however, that more resources and efforts should have been spent/devoted to the issue of disability i.e. regarding *targeting* and *inclusion* of women with disabilities in the programme’s varied activities.

The main part of the resources were used in Egypt, explained by the fact that the Project office is located in Egypt. The budget line that had the largest funding is ‘sub-contracts’ (out-sourcing technical services) for various studies and training/coaching services e.g. Workers programme; Ministry of Manpower’s Gender Unit, Financial Education & Get Ahead training - and the COVID-19 Survey – assessed to be good value for the money.

The Project has cooperated with, and actively supported, other gender-specific projects in ILO Cairo (mentioned earlier) and practiced cost-sharing for the purpose of synergy and economies of scale which played a role in keeping down the costs of project delivery.⁷⁸ Training of NCW focal points to provide advice to PWD was done online, which also led to some savings. This event/workshop was under the auspices of the ‘Disability Project’⁷⁹.

The Project staff have expressed satisfaction with the support received from all ILO “corners” in terms of administrative, and technical support and it has been able to maintain partnerships established in Phase 1, and build new ones with constituents, national institutions and other UN/development agencies which is a sign of its relevance vis-à-vis the stakeholders.

In terms of human resources, there is a good balance and distribution of experience among the Project staff members. Project staff have stated that they have received necessary technical support from ILO Director’s office and ILO DWT in Cairo, and from Headquarters on budget/finance matters.

On 31st December 2020, the balance of the project budget was quite big (1,053, 780 USD) but in October 2021 the “budget delivery rate” had improved and was more than 80 per cent, with commitments made for remaining months before the closing of the Project.

3.5 IMPACT ORIENTATION AND SUSTAINABILITY

Impact and sustainability are closely related. The evaluation has assessed that the Project built up trust with the key constituents and partners already in the 1st phase, which certainly contributed to impact seen in the 2nd phase, at policy and decision-making levels and institutional level among the direct beneficiaries.

⁷⁸ Source: Minutes of DWW PSC meeting with MFA, Finland, in 2020; and interviews with ILO staff.

⁷⁹ NB: The evaluation has asked to get the name of this Project and time period of its operation, but has not received this info. We assume the Project’s progress report (chapter 1, 2020) is referring to the *Jobs and Skills for Persons with Disabilities with a Focus on ICT-based Solutions- Phase II*.

Key stakeholders have increased their knowledge/learning and have taken action for gender equality in the workplace, e.g. through special units promoting gender equality. The Project's impact is seen in units within existing institutions that promote gender equality and human resources in both Tunisia and Egypt. Technical assistance and guidance rendered by the DWW Project and the DWT have supported necessary legal processes resulting in decrees that remove restrictions on women's right to work - and new laws have been passed, which in the *long-term*, should improve the working conditions for women, and men.

The labour inspector training and the workers unions' activities in both countries have raised awareness and knowledge about what gender equality really means in concrete terms in the workplace. The MoSA, Tunisia, has been able to attract EU-funding for a social security (*Al Amen*) programme with a budget of 8 million Euro. According to the (DWW) Project staff, this project will be "compelled" to integrate gender issues, which is seen as an influence from the DWW. The PGA conducted within this ministry has served as an 'eye opener' and is possibly a prerequisite for more gender-responsive budget allocations in the future. Impact has also been identified among the Trainers on various topics (Egypt) who have increased their knowledge and experience.

The Ministry of Women, Family and Seniors (MFFES) highlighted the work done under the first action plan for women entrepreneurship (2016-2020) and the creation of more than 10,000 direct jobs. The Project has supported the Ministry to evaluate this plan and to set up the second Action Plan (2021-2025) which was presented at the Ministerial Council in March 2021, chaired by the Prime Minister. This plan will be supported with 50 millions Tunisia *Dinars* (roughly 17 million USD) from the Government budget for a period of 5 years.⁸⁰

The new learning that women have acquired regarding finances has most likely empowered many, such as book-keeping and accounting, and will help them develop from running small income-generating activities to stronger enterprises with more potential. However, for a number of women producers/entrepreneurs, *substantial* impact in terms of expansion into new markets may not be a reality without access to funds to invest and more knowledge on how to transition from the informal to the formal economy as well as about information and communications and technology.

Regarding **sustainability**, the evaluation has not come across any explicit document describing its exit strategy - other than what is stated in the project document - but it is clear through the interviews and triangulation that efforts have been made in both countries to better equip institutions and individuals to become more independent from ILO support and enabling them to solicit for funding from other sources.

Regarding government ministries and institutions, the MoM's gender unit (Egypt) has become able to attract funding for its activities from other sources than the DWW project.⁸¹

Good examples of more strengthened and sustainable units are Women in Business which has become institutionalised under FEI; and financial education training becoming institutionalised within NCW; and the CNFCE in Tunisia now operating independently from UTICA. NCW is now able to better serve women for instance through using the services of the group of experienced Trainers and a database of trainees handed over by the Project. The data base tracks all its training activities and keep records of participants' information disaggregated by gender, age, disability and governorate.⁸²

⁸⁰ Source: Interviews with the Ministry and DWW Project Progress report (2020).

⁸¹ Source: KII.

⁸² Source: Technical Progress Report (2020)

4 CONCLUSIONS

4.1 OVERALL

It is concluded that the Project has been quite effective as it has made good contributions to the overall objective of improving women's participation in the labour market in both Egypt and Tunisia. It has accomplished a great deal in raising awareness about gender equality in the workplace, and developed knowledge and skills among its partners and beneficiaries. It has maintained good collaboration with the constituents and partners and worked closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects, thus creating a win-win situation.

4.2 SPECIFIC CONCLUSIONS RELATED TO THE EVALUATION CRITERIA

Below are the conclusions drawn from the findings in chapter 3:

Relevance

The Project is relevant and in alignment with national and international development priorities and policies including ILO's Programme & Budget and donor strategies for MENA countries. It has contributed to the generation of new gender-specific projects, and in the eyes of many key stakeholders and partners, the Project's awareness-raising activities and policy level work is perceived as important and relevant. At micro level, women ultimate beneficiaries in Egypt appreciated the learning and expressed that they needed more knowledge to develop their small or medium size enterprises. However, there seemed not to have been adequate exchanges and learning between Egypt and Tunisia, as oftentimes it was revealed that stakeholders in one country were not aware of what went on in the other country and vice versa.

Validity of intervention design

The evaluation has concluded that the Project's Logical Framework Analysis basically is logically structured in terms of its internal relationships between activities, outputs and outcomes, designed to contribute to the long-term objective of gender equality in the world of work. It is however concluded that the 10 outputs generally should have been more SMART-ly formulated and indicators should have been quantified. This would have facilitated the measuring of achievements versus targets and plans, and helped to make both internal follow-up and external evaluation smoother. The Theory of Change is also logical – with the reservation that the matrix (Annex II) should have had a demarcation between phase 1 and 2 to be fully valid.

Regarding assumptions/risks, the project design has defined assumptions as being *within the influence* of the Project such as stakeholders being “willing to collaborate..” or to “reach out to their members..” (see a detailed discussion in findings section 3.2) – not as positive statements of circumstances *outside* the control of the project that need to be in place in order for the project to be successful.

Effectiveness

Effectiveness, in the sense of achieving the set goals (outcomes) has been found in several areas, such as at policy level regarding gender-specific policies and programmes at macro level and contributions to an enabling environment for gender equality in the workplace within government ministries and public institutions in both countries. Effective work was detected within employers' organisations, workers' unions and civil society organisations in raising awareness, conducting campaigns and capacity-building to improve knowledge among members. Gender-responsive action plans and new curricula were drawn which - when implemented - should contribute toward removing some of the barriers that obstruct gender equality in the workplace.

At micro-level, the training that has been offered to women operating income-generating activities in Egypt, was important and has no doubt has empowered many trainees. However, it is too early to know whether it will result in transitioning to formal jobs (formal economy) for the participating women, or generating more opportunities or securing incomes. The left-out activities under outcome 2 (support for value-chain initiatives for specific cluster development and local gender responsive economic

development) would probably be feasible to undertake in a new ILO project, and would require project staff with specific expertise in this area.

Finally, it is concluded that the Project could have done more to develop a specific approach or strategy to materialize the ambition of including/mainstreaming women with disabilities in the Project's varied activities.

Efficiency of resource use

Overall, the Project has been able to leverage the resources quite efficiently, as there is a good balance and distribution of experience among the Project staff members and good technical support provided by the DWT in the Cairo office. The cost-sharing practice with the gender-specific projects based in ILO Cairo helped keep down the costs of project delivery. More resources could have been spent/devoted to the issue of disability, in terms of specific targeting and *inclusion* of women with disabilities in the project's various activities.

Impact orientation and sustainability

Impact has been found in several areas, particularly at policy and decision-making levels and institutional level among the direct beneficiaries. This is partly attributed to the trust that was built up with ILO constituents and partners during the previous project phase (phase 1) that ran for 5 years until 2017. Although good work was done at micro level actual impact in terms of economic growth, new jobs and established or formalized women-owned enterprises could not be determined - however it is clear that more learning about entrepreneurship development and finances has played a role in empowering both the women and Trainers who were involved.

It is concluded that the Project should be given credit, along with the partners, for its efforts to strengthen and enable independency and sustainability through supporting social academy platforms in connection with public institutions and women entrepreneurs and business chambers/units. These arrangements for the purpose of highlighting social and gender equality issues will enable soliciting, and attracting funds from other programmes apart from the ILO. Other examples of more strengthened and sustainable units are the Financial Education training becoming institutionalised within NCW and the CNFCE in Tunisia now operating independently from UTICA.

Cross-cutting issues

Almost all cross-cutting issues were well integrated in the Project activities. Aspects related to social dialogue and tripartism have mainly been visible through the work on legislation and labour standards with employers and workers organisations. It is however concluded that no tripartite Project Steering or Advisory Committee was formed in Egypt (only in Tunisia). It is concluded that some other work group or platform could have been created where representatives of all constituents could have come together on a regular basis.

5 RECOMMENDATIONS

The following are recommendations based on the findings in chapter 3 and conclusions in chapter 4:

1. Exchanges and learning

The DWW team has worked on a proposal for a new gender-oriented regional project. As it is proposed to be implemented in more than one country in the region, ILO should ensure that exchanges and learning between countries will be part of the new Project, through field visits e.g. for stakeholders to learn about women entrepreneurship – should the COVID-19 pandemic situation allow.

Recommendation is directed to: ILO Country Office, Project Management

Timeframe: 5 months

Priority: High

Level of resources: Medium

2. Further technical assistance regarding stakeholders' gender-responsive action plans

Within the framework of the new regional ILO Project being developed (following DWW project), Government ministries should undertake Participatory Gender Audits – as was done within the Ministry of Social Affairs in Tunisia with ILO support. The new Project should have a provision for technical assistance for this activity, as well as for rolling out gender responsive development plans and designing M&E systems to facilitate follow up of these plans.

Recommendation is directed to: Tripartite constituents (government ministries specifically)

Timeframe: 5 months

Priority: Medium

Level of resources: Low-medium

3. Further support to women in Egypt who operate income-generating activities

The National Council for Women should equip more women operating income-generating activities in Egypt with tools, knowledge, and marketing skills using the trained Trainers and ILO training guides in cooperation with ILO - as there is a strong and expressed interest among women (former trainees) to learn more, expand their activities and MSMEs. *These areas for further support were suggested by women in Aswan and Giza:* Learning about the environment; Training on e-marketing, handicrafts and insurance; How to set up a legal entity; How to make graphics and use photoshop; and how to understand and calculate return on investment.

Recommendation is directed to: National Council for Women and ILO Country Office, Project Management

Timeframe: 5 months

Priority: Medium

Level of resources: Medium

4. Support to women operating micro- and small income-generating activities in semi-urban and rural areas

ILO should, through the new Project, provide technical support to women's micro- and small enterprises in semi-urban and rural areas in Tunisia. If this is not feasible through ILO's current partner CNFCE - which currently does not work at lower/micro level - ILO should identify other organisations that could play an intermediary role and who have experience in working on gender issues and/or women economic empowerment.

Recommendation is directed to: ILO Country Office, Project Management

Timeframe: 5 months

Priority: Medium

Level of resources: Medium

5. Value-chain initiatives for specific cluster development and local gender responsive economic development

Regarding issues that were left out in the DWW project, i.e. supporting women entrepreneurs (medium level) in terms of value-chain initiatives for specific cluster development, ILO should explore whether there now exists interest to work on these issues among the stakeholders in the region, which could be a way to encourage producers in different sectors to expand their enterprises and eventually “enter” the formal economy.

Recommendation is directed to: ILO Country Office, Project Management

Timeframe: 5 months

Priority: Medium

Level of resources: Low-medium

6. Continue efforts to build alliances with commercial and other banks/financial institutions

The Project’s activities have helped create positive impact for the women beneficiaries in the informal economy in terms of learning about entrepreneurship and generating more interest to develop their enterprises. However, without access to funds/loans for marketing, production and growth - which the ILO cannot provide – ILO and its constituents should continue to explore possibilities and build alliances with commercial and other banks/financial institutions that could be willing to lend money to women entrepreneurs who cannot provide the banks with collateral.

Recommendation is directed to: ILO Country Office, Project Management and tripartite constituents

Timeframe: 5 months

Priority: Medium

Level of resources: Low

7. Inclusion and non-discrimination regarding people with disabilities

In the new project, the tripartite constituents, partners and ILO should continue to embrace inclusion and non-discrimination. Notes should be taken of experiences and lessons learned about how to address disability and how people with disabilities can overcome barriers to jobs and opportunities – for instance from the former joint project (ILO-UNDP-ICT) in Egypt that addressed disability in 13 governorates.⁸³ This Project used participatory and inclusive community-based approaches in partnership with disabled people’s organisations, workers’ unions and employers’ organisations. Continued work in this area should also relate to the C. 159, Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159), ratified by both Egypt and Tunisia.

Recommendation is directed to: Tripartite constituents, partners and ILO Country Office, Project Management

Timeframe: 5 months

Priority: Medium

Level of resources: Low

8. Tripartite project constellation in Egypt

The absence of a tripartite constellation and representation of the constituents and social partners in the DWW project in Egypt, in the form of a Project Steering or Advisory Committee, is a situation that could possibly have been resolved by forming some kind of technical and/or thematic work/discussion platform where mid-level representatives of the tripartite stakeholders could come together for the

Project on a regular basis – perhaps through a social media platform. ILO should, in the new project, explore any such possibility as this is very important to encourage the stakeholders’ and partners’ ownership – and to help guide the Project’s direction.

Recommendation is directed to: ILO Country Office, Project Management

Timeframe: 5 months

Priority: Medium

Level of resources: Low

6 LESSONS LEARNED AND GOOD PRACTICES

6.1 LESSONS LEARNED

1. Flexibility in light of the COVID-19 pandemic

The COVID-19 spread, and the circumstances surrounding it has demanded flexibility. This Project has shown the importance of being able to redesign approaches for capacity-building, including retraining of Trainers, and adapt training materials and guidelines – in order for them to conduct virtual training. It has also shown that through virtual training events many more trainees and beneficiaries can be reached.

2. MSMEs entering the formal economy

Contributing to, and assisting MSMEs to formalise their informal enterprises, and support micro-finance institutions (to provide funding to entrepreneurs) are well in line with ILO policy and was part of the activities in this project but could not yet be achieved - perhaps affected by COVID- 19 related delays. Make a real impact in this field would require specific strategies, resources and dedicated presence “in the field” by a local organisation and/or a project coordinator.

3. Exchanges and learning between countries in regional projects

When implementing regional projects, it is important for the stakeholders to know what is happening in the other country/ies and to learn from others and share experiences. ITCILO, Turin, can play the role of such a learning place/platform but is not an opportunity for most beneficiaries. Facilitating e.g. study visits and exchanges between countries plays an important role in uniting the actors and creating ownership of the project and therefore budgets need to allocate resources for this purpose.

6.2 GOOD PRACTICE

Working closely with DWT Specialists in the ILO Cairo office and jointly with other like-minded ILO/UN projects proved to be a win-win situation for all involved. It not only enabled cost-sharing for the purpose of synergy and economies of scale, and helped bring down costs of project delivery but enabled “cross-fertilization” i.e. learning and sharing across project lines.

ANNEX I. TERMS OF REFERENCE

INDEPENDENT FINAL EVALUATION OF “THE WAY FORWARD AFTER THE REVOLUTION: DECENT WORK FOR WOMEN IN EGYPT AND TUNISIA” PROJECT (PHASE II)

27 Sep 2021

Project Title:	The Way Forward after the Revolution: Decent Work for Women in Egypt and Tunisia-Phase II
Project Code	RAF/17/05/FIN
Administrative Unit	CO-Cairo
Donor	Ministry of Foreign Affairs of Finland
Budget	2.097,000 million Euros / USD 2,470,415
Implementation period	1/04/2018-30/11/2021
ILO Technical Units	Gender /Employment/Entrepreneurship/Workers’ and employers’ activities
Type of evaluation	Independent Final Evaluation
Date of the evaluation	October-November 2021
Evaluation Manager	Mandigona Matema , Senior operations Officer, ILO Pretoria

2. BACKGROUND INFORMATION

Background of the project to be evaluated

“Peace, prosperity and social justice depend on the achievement of substantive equality between women and men. This is both an issue of fundamental rights and a key driving force for global progress.” However, in a context characterised by political instability and challenges related to lack of social justice, large gender gaps in labour market indicators have been prevailing in the Arab States and North Africa, in particular in Egypt and in Tunisia.

In order to address these gender gaps, and advance the Goals set out in the 2030 Sustainable Development Agenda, an integrated framework of transformative measures guided by ILO Conventions and Recommendations, will be essential. A number of ILO Conventions have been identified as being key to the promotion of gender equality, including the Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Workers with Family Responsibilities Convention, 1981 (No. 156), the Maternity Protection Convention, 2000 (No.183), as well as the Domestic Workers Convention, 2011 (No.189). This framework reflected in the 2030 Agenda places the elimination of discrimination and violence, equal remuneration for work of equal value, universal social protection and measures to recognize, reduce and redistribute unpaid care and household work at the heart of policy interventions aimed at reducing poverty (Goal 1) and inequalities (Goal 10), achieving gender equality and women’s empowerment (Goal 5) and promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all (Goal 8). This blueprint is also embedded in the ILO Women at Work Centenary Initiative, which marks the commitment of ILO constituents to gender equality as the Organization approaches its centenary in 2019. It aims to identify and promote innovative action, and to engage ILO constituents, civil society and all women and men in concerted action to achieve full and lasting gender equality and non-discrimination. It is against this background that the Project “The Way Forward after the Revolution: Decent Work for Women in Egypt and Tunisia Phase II” is designed to pursue, strengthen, and expand the action developed under the Phase I.

This Phase seeks to address the barriers to a satisfactory participation of women in the labour market through a comprehensive approach that works at the macro, meso and micro levels; that tackles at the same time access to employment, entrepreneurship, decent work conditions, and social dialogue. The project’s theory of change is: Women’s participation in the labour market in the two countries can be improved if an enabling environment for gender equality in the workplace is created; if an enabling environment for women’s entrepreneurship is in place and income generating opportunities for women are up-scaled and implemented at the national level, and if women’s leadership in workers’ and employers’ organizations is enhanced. For this to happen, laws and regulations that impact gender equality in the workplace, as well as gender-responsive labour and private sector development policies need to be developed by institutional partners; the private sector need to better attract, retain, and promote women in decent work by using adequate HR strategies; successful models of women’s entrepreneurship projects need to be developed, communicated, and replicated; and workers’ and employers’ organizations benefit from gender awareness. This entails that workers’ and employers’ organizations benefit from increasing women’s leadership and that companies are aware of the positive returns of increased gender diversity and improved human resources management practices and working environments. However, the ultimate change of an improved participation of women in the labour market remains beyond the direct control of the project. National authorities

target an increase from 24.2 to 35 per cent in this rate by 2030 in Egypt (11 points) according to the National Strategy on Women's Empowerment: 2030 (NSWE) and from 25.5 to 35 per cent in Tunisia by 2020 according to the Strategic Development Plan for 2016-20.

We take into consideration that this objective is also linked to increased economic growth that is inclusive of women. The country interventions will be supported by cross-fertilization among the two countries and with other countries in North Africa as well as with other international experiences, particularly Finland. This will ensure that work delivered in Egypt and Tunisia throughout the two phases is consolidated in national and regional partnerships, communities of practice, and regional knowledge generation and dissemination.

The three main outcomes of the project are as follows:

- To support the development of an enabling environment for gender equality in the workplace (**Outcome 1**);
- To create an enabling environment for women's entrepreneurship development (**Outcome 2**);
- To support employers' and workers' organizations strengthen the representation of women in their structures for an improved women leadership (**Outcome 3**).

Project alignment with the DWCP, P&B, CPO & SDG

Link to Decent work country programmes (DCWP):

Tunisia: The project responds to the outcomes 2.1, 2.4 and 2.5 regarding the female participation in the labour market, to outcome 2.6 regarding the promotion of entrepreneurship and to outcome 4.1 regarding the reform of social protection. On 14 January 2013, the Government, UGTT and UTICA signed the Social Contract which was the basis of the economic and social transition period after the 2011 Revolution, but also the basis of the political transition and the role played afterwards by the National Quartet. The Social Contract was prepared with the direct support from the ILO and the Action Plan was then translated into a DWCP. Entitled "The social contract, an innovative example of DWCP for Tunisia", this Programme was developed through a participatory approach and highlighted the following national priorities:

- Priority 1: Economic growth and regional development, global, sustainable, balanced and fair growth between regions;
- Priority 2: Employment and vocational training;
- Priority 3: Towards a new model of industrial relations and decent work;
- Priority 4: A comprehensive reform of social protection in Tunisia;
- Priority 5: Institutionalization of social dialogue.

In the DWCP, the Government and social partners recognize that:

- Female labour is more marked by precariousness than male labour
- Disparities especially for access to high-level posts exist.
- The place of women in political, economic and social decision-making bodies remained small, despite the steady increase in the level of education of women.
- Tunisia has experienced a gradual improvement in legislation aimed at eliminating discrimination against women and has ratified International Conventions Nos. 100 and 111, however, these improvements are still perfectible. The constituents stressed that *"the realization of these commitments requires further reform of legislation and regulations and the introduction of tools and mechanisms to reduce inequalities still*

visible in labour practices, income, professional hierarchies and access to political, economic and social decision-making.”

The project contributes to the objectives of the DWCP through the direct support provided to the constituents and through the expected outcomes which are in line with the priorities defined by the constituents.

Egypt: The ILO had a draft for the DWCP which was under discussion prior to the 2012 events in the country; one of the priorities of the programme focused on increasing the participation of women, equality and gender mainstreaming. The ILO has started new rounds of discussion with the constituents in view of a possible adoption of the DWCP in 2018. Within the wide lens of ILO’s programme, ILO had devised strategies for Egypt within the ongoing Strategy for North Africa, 2011–2015 through a four-pronged intervention strategy, consisting of:

1. Sensitizing social partners and a wider audience on gender issues and inequalities in the world of work;
2. Increasing the capacity of and institutional setting for females to equip them with necessary skills to engage in social dialogue and collective bargaining processes for advancing gender equality, non-discrimination, and increased female representation in trade unions;
3. Increasing women’s skills to enhance their employability, and;
4. Capacity building for labour market institutions to better serve women and increase women’s access to these institutions.

The intervention logic is grounded in the assumption that improving women’s labour market position and increasing participation in decent work is a prerequisite for sustained equality, inclusion and democratization in Egypt.

Link to ILO P&B:

The challenge of ensuring women’s equal access to decent work, is as relevant as ever. This is highlighted in the ILO Programme and Budget 2018-19, with gender equality and non-discrimination identified as a crosscutting policy driver. The ILO’s Strategic Plan for 2018–21 identifies four institutional factors which constitute the enabling environment for the ILO to realize the ILO 2021 Vision, and they apply equally to the implementation of the Programme and Budget for 2018–19.

The Project is aligned to P&B outcomes 1, 3, 4 and 10, and linked to the following current Country Programme Outcomes (CPOs):

- TUN 103: Employment for youth and women through entrepreneurship, Value Chain Development, green enterprises, social enterprises, cooperatives and business development programmes promoted.
- TUN 126: Les capacités des institutions de la sécurité sociale sont renforcées pour améliorer et étendre la couverture sociale et les services fournis aux groupes vulnérables.
- TUN 801: Strengthened institutional capacity of employers' organizations
- TUN 802: Strengthened institutional capacity of workers' organizations
- EGY 105: National capacity to create enabling business environment which is also gender transformative for sustainable enterprises is strengthened

- EGY 106: Employment for young men and women through entrepreneurship, Value Chain Development, green enterprises, social enterprises and cooperatives and business development programmes promoted
- EGY110: Increased capacities to understand the informal economy and to enact gender-sensitive policy reforms that facilitate transition to formality
- EGY 801: Strengthened institutional capacity of employers' organizations
- EGY 802: Strengthened institutional capacity of workers' organizations

The project is firmly anchored in the ILO's Programme and Budget as indicated above, as well as in the 2030 Sustainable Development Agenda (in particular Goals 1, 5, 8, 10 and 11) and in the DWCP for Tunisia that was signed in July 2017.

Project Management Arrangement

The project is managed by a Chief Technical Adviser (CTA), responsible for overall project management based in Cairo, Egypt and reports to the Director of the ILO Cairo Office. The Project Management Team comprises:

- National Project Coordinator in Tunisia;
- National Project Coordinator for Egypt;
- Senior Project Assistant in Egypt;
- Project Assistant in Egypt;
- Project Admin and Financial Assistant in Tunisia;
- Project Driver in Egypt;
- Project Driver in Tunisia.

3. PURPOSE, OBJECTIVES AND SCOPE OF THE FINAL INDEPENDENT EVALUATION

Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. This project went through an independent mid-term evaluation and will undertake now its final independent evaluation. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluators.

The evaluation in ILO is for the purpose of accountability, learning and planning and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; Checklist 5 "Preparing the evaluation report" and Guidance Note 3.2:

Adapting evaluation methods to the ILO's normative and tripartite mandate. The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked

to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

Purpose and objectives of the Final independent evaluation

The main purpose of this final independent evaluation is to provide an independent assessment of the progress achieved during the project entire life, through an analysis of relevance, effectiveness, efficiency, effects and orientation to impact of the project. The specific objectives of the evaluation are the following:

1. Assess the relevance and coherence of project's design regarding country needs and how the project is perceived and valued by the target groups.
2. Identify the contributions of the project to, the SDGs, the countries UNDAFs and Tunisia DWCP, the ILO objectives and CPOs and its synergy with other projects and programs in both countries.
3. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
4. Assess the implementation efficiency of the project.
5. Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, partnership arrangements;
6. Identify unexpected positive and negative results of the project
7. Assess the extent to which the project outcomes will be sustainable;
8. Analyze the project impact at institutional level as well at the level of the final women beneficiaries
9. Assesses the extent that the mid-term evaluation recommendations have been addressed
10. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
11. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

Scope of the evaluation

The final evaluation will cover the period 1 April 2018 to 30 November 2021. The evaluation will cover all the planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes.

The evaluation will discuss how the project addressed its main issue (i.e. gender equality) and the ILO cross-cutting themes including non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability.

The evaluation should help to understand how and why the project has obtained or not the specific results from output to potential impacts.

4. REVIEW CRITERIA AND KEY EVALUATION QUESTIONS

a) Review criteria

The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2017:

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_571339.pdf

The review will address the following ILO evaluation concerns;

- Relevance, coherence and strategic fit of the project;
- Validity of the project design;
- Project effectiveness;
- Efficiency of resource use;
- Sustainability of project outcomes;
- Impact orientation;
- Gender equality and non-discrimination

Moreover, the evaluation should address the ILO cross-cutting themes including non-discrimination (e.g. people living with disabilities, people living with HIV and other vulnerable groups), social dialogue and tripartism, international labour standards, and just transition to environmental sustainability throughout, as relevant, in the evaluation questions (to be reflected in the inception report).

b) Key Evaluation Questions

The evaluator shall examine the following key issues:

a) Relevance, coherence and strategic fit,

- Is the project coherent with the Governments objectives, National Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in ILO's CPOs as well as the SDGs?
- How does the project complement and fit with other on-going ILO programmes and projects in the countries?
- What links have been established with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?
- Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?
- How has the project addressed the needs of the ultimate beneficiaries? Has there been changes in these needs during the life of the project?
- Was the implementation approach valid and realistic?
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders to implement the project?

b) Validity of intervention design

- Did the project address the major causes of women unemployment in Egypt and Tunisia, and respond to it?
- Was the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent has the project integrated ILO cross cutting themes in the design?
- Is the project Theory of change comprehensive, integrate external factors and is based on systemic analysis?

c) Effectiveness:

- To what extent has the project achieved the overall project objectives/outcomes?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Egypt and Tunisia, ILO and the donor to achieve project goals and objectives?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- Is the monitoring and evaluation system results-based and facilitate a project adaptive management?
- Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?
- To what extent the COVID-19 Pandemic influenced project results and effectiveness and how the project addressed this influence and was ready to adapt to changes?
- Did the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?

d) Efficiency of resource use

- Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why?
- To what extent did the project leverage resources to promote gender equality and non-discrimination; and inclusion of people with disability?
- To what extent have been the disbursements and project expenditures in line with expected budgetary plans? Has the rate of spending been acceptable?
- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (DWT Cairo, Regional office, the responsible technical units (GED) in HQ, and ILO ITC?
- To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)

e) Impact orientation and sustainability

- What level of influence did the project have on the development of employment and other areas on policies and practices at national and sub national levels?
- Which project-supported tools were institutionalized, or have the potential to, by partners and/or replicated by external organizations?
- Did the project contribute to expand the knowledge base and build evidence regarding the project outcomes and impacts?
- To what extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)
- Did the project develop and implement an exit strategy?
- How has the sustainability approach of the project affected/could be affected by the Covid19 situation in context of the national responses?
- How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

f) General

- To what extent have the mid-term evaluation recommendations have been addressed?

5. EVALUATION METHODOLOGY

The independent final evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Manager.

The evaluation will apply a mix methods approach, including triangulation to increase the validity and rigor of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and reporting stages.

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020). The evaluation will be carried out remotely:

Desk review, including the following information sources:

- Project documents (logframe, budget, implementation plan, etc.)
- Progress reports and outputs
- Research and studies conducted by the Project
- Project finance documents and records

- Mission reports
- All other relevant document from the project

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions. The desk review will include briefing interviews with the project team and the donor.

Online/email questionnaires and telephone and video interviews: due to travel restrictions and no possibility of face-to-face engagements with project staff and stakeholders, the evaluation will employ email/online questionnaires and especially virtual interviews to be conducted in Arabic (Egypt) or Arabic/French (Tunisia) as the main sources for information gathering – to replace field visits and face-to-face interviews. However, the report will be developed in English.

An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager. The project will support closely logistically the organization of these interviews.

This list will include:

- National Council for Women, Social Partners (Egypt)
- Ministry of women, and Ministry of social affairs, and social partners (Tunisia)
- Other relevant stakeholders
- Representatives of the donor (Finland) in Egypt and Tunisia
- Project team, ILO CO-Cairo, DWT/CO-Cairo and Tunis
- Project consultants
- ILO technical units at HQ

A virtual stakeholders' workshop will be organized to validate findings and complete data gaps with key stakeholders, ILO staff and partners.

At the end of the data collection process the evaluator will develop the draft report (see below deliverables for details). The draft will be subject of a methodological review by the evaluation manager and upon the necessary adjustments will be circulated among the key stakeholders. Then, the evaluation manager will consolidate the comments and will be provided to the evaluator for develop the final version addressing the comments or explain the reason for not address any, if that would be the case.

6. MAIN DELIVERABLES

- a) An inception report (not more than 20 pages excluding the annexes) - upon the review of available documents and an initial discussion with the project management and the donor (EVAL Guidelines –Checklist 3) will be developed. The inception report will:
 - Describe the conceptual framework that will be used to undertake the evaluation;
 - Elaborate the methodology proposed in the TOR with changes as required;
 - Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions,(emphasizing triangulation as much as possible) data collection methods, and purposive sampling

- Selection criteria for individuals for interviews (as much as possible should include men and women);
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
- Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions;
- Set out the agenda for the stakeholders workshop;
- Set out outline for the final evaluation report;
- Interview guides and other data collection tools

The Inception report should be approved by the Evaluation manger before proceeding with the field work.

- b) Preliminary Findings to be shared with the key stakeholders (i.e. the Advisory Committee and the donor) at the end of the data collection phase (if conditions allow) in a virtual workshop connected in Cairo and Tunisia. The ILO will organize virtual meeting to discuss the preliminary findings of the evaluation after data collection is completed. The evaluator will set the agenda for the meeting. The presentation should provide a brief review of key results for each evaluation criteria. The workshop will be technically organized by the evaluation team with the logistic support of the project.
- c) First draft of Evaluation Report in English, following EVAL Checklists 5 and 6 (see Annex). The report should be no longer than 30 pages excluding annexes. The Evaluation Manger holds the responsibility of approving this draft. The draft review report will be shared with all relevant stakeholders and a request for comments will be asked within two weeks.
 - a. Cover page with key project and evaluation data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
 - b. Table of contents
 - c. Acronyms
 - d. Executive Summary
 - e. Context and description of the project including reported results
 - f. Purpose, scope and clients of the evaluation
 - g. Methodology and limitations
 - h. Findings (this section's content should be organized around evaluation criterion, questions should not be answered individually but integrated under each criteria, it should include a table showing output and outcome level results through indicators and targets planned and achieved and comments on each one.
 - i. Conclusions
 - j. Recommendations (i.e. for the different key stakeholders), indicating per each one priority, timeframe and level of resources required
 - k. Lessons learned and good practices
 - l. Annexes:

- TOR
 -
 - Evaluation questions
 - List of people interviewed
 - Schedule of work (electronic data collection and virtual interviews)
 - Documents examined
 - Lessons learned and good practices (under EVAL formats)
 - Others
- d) Final version of the evaluation report incorporating comments received from ILO and other key stakeholders.
The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager/Regional evaluation officer)
- e) Executive summary in ILO EVAL template

7. MANAGEMENT ARRANGEMENTS AND WORK PLAN

Evaluation Manager: the evaluation will be managed by Mr. Mandigona Matema, Senior Operations Officer, ILO Pretoria, who has no prior involvement in the project.

The evaluation manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders;
- Develop the Call for expression of interest and select the independent evaluator in coordination with EVAL;
- Brief the evaluator on ILO evaluation policies and procedures;
- Initial coordination with the project team on the development of the data collection process and the preliminary results workshop;
- Circulate the first draft of the evaluation report for comments by key stakeholders;
- Ensure the final version of the evaluation report address stakeholders' comments (or an explanation why any has not been addressed) and meets ILO requirements.

Independent Evaluation team

Qualifications

- University Degree with minimum 7 years of experience in project /program evaluation.
- Evaluation expertise in market analysis field and previous proven skills and experience in undertaking evaluations of similar projects, preferably in North African;
- Experience in using the Theory of change approach on evaluation.
- Strong background in local economic and enterprise development as well as Human Rights Based Approach programming and Results Based Management;
- In-depth knowledge of the local context, national policies in terms of development and existing national and international support programs,
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;

- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing and oral skills in English, and oral Arabic and/or French.

The tasks of the Project:

The project management team will provide logistical support to the evaluator and will assist in organizing the data collection (documents and interviews). The projects will ensure that all relevant documentations are up to date and easily accessible (in electronic form in a space such as Google Drive) by the evaluator from the first day of the contract (desk review phase).

Evaluation Timetable and Schedule

The Final evaluation will be conducted between August and October 2021.

List of Tasks	Responsible	Number of evaluator s working days	Time line (Tentative dates to be adjusted)
Initial skype call with project team, to discuss the evaluation timelines, responsibilities and budget	Evaluation Manager	0,5	14 July
Preparation of draft ToR	Evaluation Manager	0	14 – 15 July
Circulation of draft TORs among key stakeholders and finalization	Evaluation Manager	0	15 – 29 July
Call for EoI for evaluators	Evaluation Manager	0	19 – 30 July
Selection of the consultant and contract signing	Evaluation manager	0	2 – 4 Aug
Recruit two evaluation consultants	Evaluation Manager, Evaluation Focal Point, Project Manager		9 – 19 Aug
Briefing with the evaluation manger, desk review of project documents, and development and submission of the Inception report	Evaluator	5	4-8 Oct

Feedback and approval of the inception report	Evaluation manager		11-12 Oct
Data collection and stakeholder and stakeholders' workshop	Evaluator	10	13 – 24 Oct
Analysis of data collected and preparation of the draft report	Evaluator	5	25 Oct-1 Nov
Review of the Zero Draft evaluation report	Evaluation manager		2-5 Nov
Circulate draft report among key stakeholders including the donor	Evaluation manager	0	8-19 Nov
Consolidate feedback for sharing with the evaluator	Evaluation manager	0	22-23 Nov
Finalize the report and submit to the evaluation manager	Evaluator	1	24-25 Nov
Review for approval by the evaluation manager and EVAL	Evaluation manager and EVAL	0	29 Nov – 3 Dec
Total days		21	

ANNEXES

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed.

http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

Checklist No. 3: Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

Checklist 5: preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6: rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

Guidance note 7: Stakeholders participation in the ILO evaluation

https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---

[eval/documents/publication/wcms_746717.pdf](http://www.ilo.org/eval/documents/publication/wcms_746717.pdf)

Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Template for evaluation summary

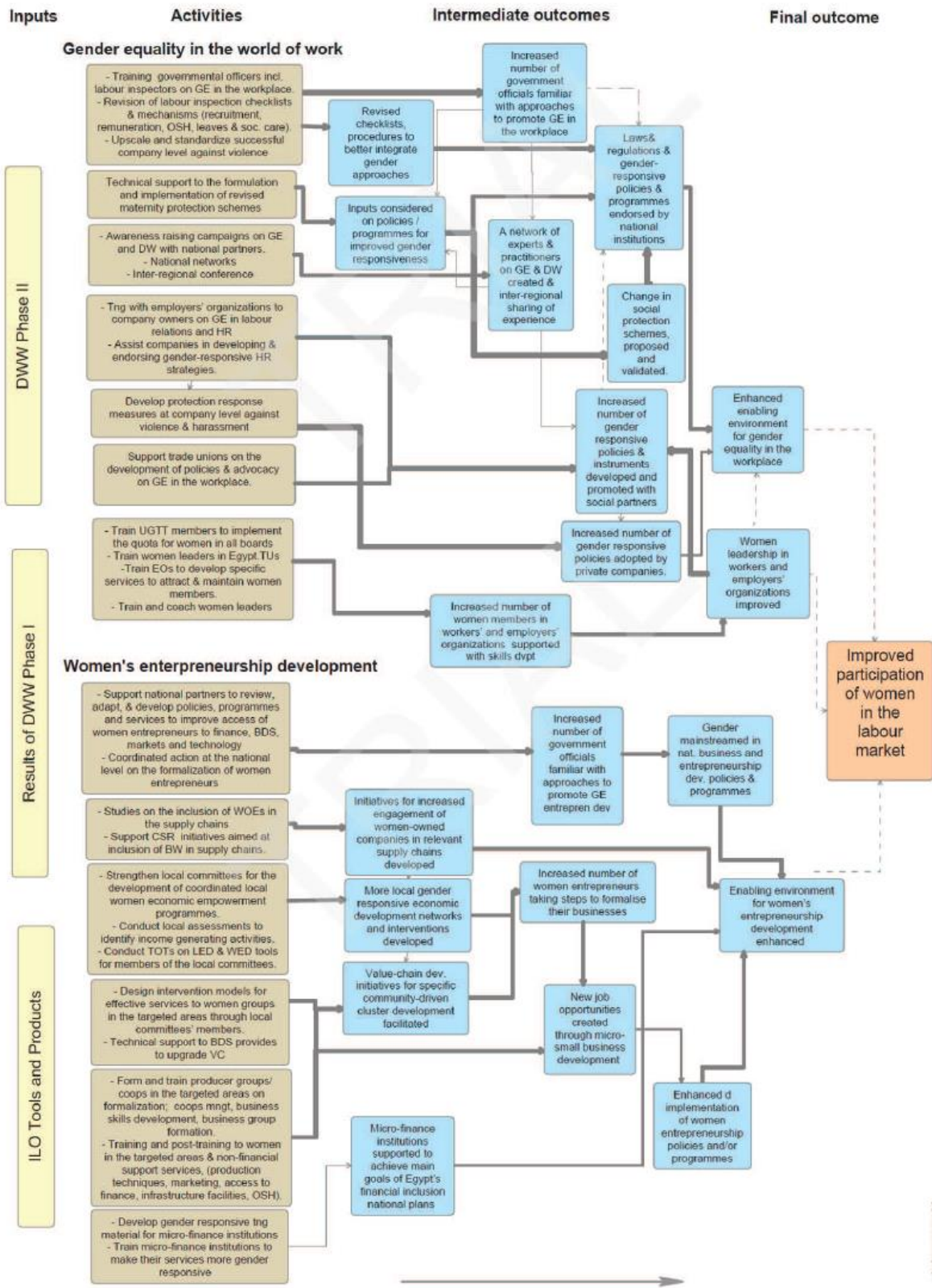
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

ANNEX II. THEORY OF CHANGE

(This ToC was part of the ToR)



ANNEX III. EVALUATION MATRIX: SOURCES OF DATA & METHODS

Evaluation questions	Sources of data	Method
Questions 1-7 (relevance)	Project Document; ILO P&B, national policy documents; UNDAFs; Vision documents; DWCP documents; Finland MENA strategy (draft), Information about other ILO projects, ILO and UN websites, Theory of Change matrix	Document review, KII, FGDs, observations, Triangulation,
Questions 8-11 (Validity)	Project Document, PMF	Document review, KII, discussions and Questionnaire, Triangulation
Questions 12- 18 (Effectiveness)	Technical progress reports, correspondence with donor, budget & expenditure statements, Project indicators in PMF, Trainers and assessment reports and MTE report	Document review KII with ILO, stakeholders and partners, and ILO staff (including non-project staff) FGDs with beneficiaries Corresponding Document review Triangulation
Questions 19-24 (Impact orientation)	MTE report, statements by stakeholders, ILO and donor, Progress reports, statements by trainers and beneficiaries, Evidence of empowerment/inclusion success or improvement of gender equality at the workplace (macro, meso and micro level) including for persons with disability	KII with stakeholders, partners, and ILO staff (including non-project staff) FGDs with beneficiaries Correspondance Document review Observation Triangulation
Questions 25-31 (Sustainability)	Actual policy changes statements by the two Governments Statements by Partners Resource mobilisation by Governments and/or other relevant agencies	KII with stakeholders and partners, and ILO staff (including non-project staff and other UN Projects) FGDs with beneficiaries Corresponding Document review Triangulation

ANNEX IV. LESSONS LEARNED & EMERGING GOOD PRACTICES

Project Title:

Independent final evaluation of “The way forward after the revolution: decent work for women in Egypt and Tunisia” project (Phase II)

Project TC/SYMBOL:

Name of Evaluator: **Lotta Nycander, Hanan El Guindy**

Date: **2 December 2021**

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)	<p>Lesson learned No. 1</p> <p>Flexibility in light of the COVID-19 pandemic</p> <p>The COVID-19 spread and circumstances surrounding it has demanded flexibility. This Project has shown the importance of being able to redesign approaches for capacity-building, including retraining of Trainers, and adapt training materials and guidelines – in order for them to conduct virtual training. It has also shown that through virtual training events many more trainees and beneficiaries can be reached.</p>
Context and any related preconditions	<p>This applies for all ILO projects as long as COVID-19 is a threat to health – but with the condition that users (direct and ultimate beneficiaries) are able work online with internet connection.</p>
Targeted users / Beneficiaries	<p>Trainers, trainees</p>
Challenges /negative lessons - Causal factors	<p>Apart from the practical ITC challenges, there are downside aspects of not being able to communicate face – to -face and communication and perhaps learning, may be affected to some degree.</p>
Success / Positive Issues - Causal factors	<p>The positive aspect are that more trainees can be reached.</p>

ILO Administrative Issues (staff, resources, design, implementation)	<p>In terms of human resources, it is important to have well trained Trainers who have pedagogical approaches and adopted training materials. Also can be kept low with online training.</p>
---	--

Project Title: Independent final evaluation of “The way forward after the revolution: decent work for women in Egypt and Tunisia” project (Phase II)
Project TC/SYMBOL:

Name of Evaluator: Lotta Nycander, Hanan El Guindy
Date: 2 December 2021

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)	<p>Lesson learned No. 2 MSMEs entering the formal economy</p> <p>Contributing to, and assisting MSMEs to formalise their informal enterprises, and support micro-finance institutions (to provide funding to entrepreneurs) are well in line with ILO policy and was part of the activities in this project but could not yet be achieved - perhaps affected by Covid-related delays.</p>
Context and any related preconditions	<p>Make a real impact in this field would require specific strategies, resources and dedicated presence “in the field” by a local organisation and/or a project coordinator..</p>
Targeted users / Beneficiaries	<p>Women/men operating small-size income-generating activities, or medium-size enterprises</p>
Challenges /negative lessons - Causal factors	<p>Challenges may lie in the fact that often MSMEs are not aware of how to “legalise” their businesses, or there are hurdles in registration, fees or taxes to be paid which often do not encourage MSMEs to transition/formalise their enterprises. Other hurdles relate to lack of funds, transport for marketing, or heavy work burden for women.</p>

Success / Positive Issues - Causal factors	Formalisation may provide social security and option to get loans from a commercial bank.
ILO Administrative Issues (staff, resources, design, implementation)	Concerted project efforts in this area would require that there is presence in the “field” if they are not based in urban areas. This presence could be of either a local organisation (CSO, women organisation or perhaps a trade union), or of Project staff/coordinator– to support MSMEs to expand.

Project Title:

Independent final evaluation of “The way forward after the revolution: decent work for women in Egypt and Tunisia” project (Phase II)

Project TC/SYMBOL:

Name of Evaluator: Lotta Nycander, Hanan El Guindy

Date: 2 December 2021

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)	<p>Lesson learned No. 3</p> <p>Exchanges and learning between countries in regional projects</p> <p>When implementing regional projects it is important for the stakeholders to know what is happening in the other country/ies and to learn from others and share experiences.</p>
Context and any related preconditions	ITCILO, Turin, can play the role of such a learning place/platform but is not an opportunity for most beneficiaries. Facilitating e.g. study visits and exchanges between countries plays an important role in uniting the actors and creating ownership of the project and therefore budgets need to allocate resources for this purpose.
Targeted users / Beneficiaries	Medium level technical staff in governments, employers and workers organisations and CSOs/NGOs.

Challenges /negative lessons - Causal factors	If not targeting high level staff for these exchanges, but medium level technical staff Projects must be prepared to be very clear as there is always a risk that high level staff only enjoys such exchange/study visit opportunities.
Success / Positive Issues - Causal factors	Bringing people together for the purpose of learning and exchange experiences from different countries and in project environments is usually very rewarding for the users as well as organisers.
ILO Administrative Issues (staff, resources, design, implementation)	Resources for travel and accommodations for this purpose should be part of project budgets.

ILO Emerging Good Practice

Project Title: Independent final evaluation of “The way forward after the revolution: decent work for women in Egypt and Tunisia” project (Phase II)

Project TC/SYMBOL:

Name of Evaluator: Lotta Nycander, Hanan El Guindy

Date: 2 December 2021

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Joint efforts between projects and with Specialists in DWTs is a good practice which should become even more common in ILO project environments.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Working closely with DWT Specialists in the ILO Cairo office, and jointly with other like-minded ILO/UN projects proved to be a win-win situation for all involved.
Establish a clear cause-effect relationship	It enabled cost-sharing for the purpose of synergy and economies of scale, and not helped bring down costs of project delivery but enabled “cross-fertilization” i.e. learning and sharing across project lines.
Indicate measurable impact and targeted beneficiaries	Impact may be seen in more funds available and good/positive working environments for ILO project staff.
Potential for replication and by whom	Replication should be possible in ILO offices where there are like-minded project’s and if donors accept. Some donor agencies have been against “cost-sharing” as they would like to see the clear impact of “their” projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	
Other documents or relevant comments	

ANNEX V. SCHEDULE OF EVALUATION'S ACTIVITIES WORK

The below shows the evaluation process/sequence, time schedule and deliverables:

Work phases	Activities & deliverables	September	October				November				December			
0	ILO Signed contract last week Sept													
1	Briefing meetings (virtual): EM & Project staff													
2	Reviewing Documentation													
3	Inception report & ILO (EM) clearance													
4	Interviews with key informants (KII)													
5	Data collection field visit													
6	Processing data													
7	Stakeholder workshop													
8	Write & submit (draft) evaluation report													
9	ILO circulates report for comments (2 weeks)													
10	Submit Final report & Evaluation Summary													

ANNEX VI. LIST OF PERSONS MET

PARTICIPANTS IN KEY INFORMANT INTERVIEWS:

Organisation	Name	Position
Ministry of Foreign Affairs (MFA), Finland	Ms. Sipilä Suvi	Regional Development Cooperation, Middle East and North Africa
Ministry of Foreign Affairs (MFA), Finland	Mr. Markus Raty	Desk Officer
Embassy of Finland, Tunisia	Ms. Laura Saarinen	Second Secretary, Embassy of Finland, Tunisia
DWW Project	Ms. Ines Ayari	Chief Technical Adviser, Egypt
DWW Project	Ms. Samia Archella	National Coordinator, Egypt
DWW Project	Mr. Mohammed Alabbasy	Admin/ Finance Assistant, Egypt
DWW Project	Mr. Anis Zahraz	National Coordinator, Tunisia
DWW Project	Ms. Hana Dribek	Admin/ finance Assistant, Tunisia
ILO Decent Work Team (DWT)for North Africa	Mr. Eric Oechslin	Director, ILO Decent Work Team for North Africa
ILO DWT for North Africa	Mr. Coen Kompier	Senior ILS Specialist
PARDEV, ILO Geneva	Ms. Elma Meijboom	Desk Officer
ILO Jordan	Ms. Nisha Barua	Programme and Training Officer
CISR Research Institute	Ms. Shaymaa Kadry	Researcher
The National Council for Women (NCW)	Ms. May Mahmoud	Head of the Women Business Skills Development Center
The National Council for Women (NCW)	Ms. Dalia Said	Member of the Women Business Skills Development Center
Ministry of Manpower (MoM)	Ms. Omneya Abdel Hamid	Technical Assistant, Gender
Ministry of Manpower	Ms. Rasha Abdel Basset	Technical Assistant, Gender

Organisation	Name	Position
Federation of Egyptian Industries (FEI)	Ms. Basmah Osman	Senior Advisor to the Executive Director - Supervisor of the Gender Unit
Federation of Egyptian Industries (FEI)	Mr. Adel Nour El Din	Coordinator for Branches
Egyptian Trade Union Federation (ETUF)	Mr. Mostafa Rostom	Head of the International Relations Department
Egyptian Trade Union Federation (ETUF)	Ms. Faten El Senawy	Women Committee Officer in Charge
Health Sciences Trade Union	Ms. Mona Habib	Vice President
Upper Egypt Trade Union Federation	Mr. Atef Mahmoud	Member, Upper Egypt Trade Union Federation (Under establishment)
Ministry of Social Affairs	Ms. Maha Mezrioui	Directrice Générale et Chargée de Mission du département statistiques, analyse et planification stratégique
Ministry of Social Affairs	Ms. Sonia Hsini	Directrice planification stratégique
Labour Inspectors Tunisian Association	Mr . Hatem Ben Helal	President
Ministry of Women, Family and Seniors	Ms. Amel Ben Ali	Sous directrice autonomisation économique (Member of the PSC/COPIL)
Ministry of Women, Family and Seniors	Ms. Hanen Benzarti	Cheffe Service chargée de l'axe lutte contre les VFG
Ministry of Vocational Training and Employment	Ms. Samira Hached	Programme manager (Chargée de Mission) (Member of the PSC/COPIL)
Tunisian General Labour Union (UGTT)	Mr Samir Cheffi	Secrétaire Général adjoint chargé de la Section « Femme , jeunesse travailleuse et relation avec la Société Civile »
Tunisian General Labour Union (UGTT)	Mr. Marouan Chérif	Responsable à la Section « Femme , jeunesse travailleuse et

Organisation	Name	Position
(UGTT)		relation avec la Société Civile (Member of the PSC/COFIL)
Tunisian General Labour Union (UGTT)	Mr. Badr Smaoui	Consultant auprès de la Section « protection Sociale »
The National Chamber of Women Entrepreneurs (CNFCE)	Ms. Leila Belkhiria	Présidente de la CNFCE (Member of the PSC/COFIL)
	Mr. Abdessatar Mouelhi	Consultant, University Professor
Southern Women Association (NGO)	Ms. Safinaz Ibrahim	Programme: Financial Education and Get Ahead (Aswan)
Future Eve (NGO)	Ms. Sara Ahmed	Programme: Financial Education (Giza)
Serious Work (NGO)	Ms. Neama	Programme : Get Ahead (Giza)
Meebed Development Institution (NGO)	Ms. Zeinab Abdeen	Programme: Financial Education and Get Ahead (Aswan)
	Mr. Badr Smaoui	Trainer and UGGT consultant
	Mr. Faycal Zarrai	Financial Education, Regional Trainers Coach
	Mr. Ibrahim Shabban	Trainer, Workers Programme and Gender Unit, MoM
	Ms. Mona Ezzat	Trainer, Workers Programme and Gender Unit, MoM
	Dr. Heba Abdel Nazir	Get Ahead Trainers Coach
	Ms. Iman Ismail	Trainer
	Ms. Mona Mohamed Abdel Rahim	Trainer
	Mr. Ibrahim Khattab	Trainer

Women entrepreneurship development (WED) trainees participating in Focus Group Discussions (Egypt)⁸⁴

⁸⁴ A few names are missing in this list.

- I. Meebed Development Association:
1. Zeinab Abdeen
 2. Mariam Mounir
 3. Aya Ayadi
 4. Amal Adham
 5. Maha Aladham
 6. Marwa Gamal
 7. Sara Mohsen
 8. Walaa Mohamed
 9. Manar Mahmoud
 10. Bothayna Emad
 11. Zeinab Teneb
 12. Azza Elsayed
 13. Heba Hassan
- II. Women of South Association:
1. Safinaz Mohamed Ibrahim
 2. Thorya Mohamed Abdel Rehim
 3. Saadia Mohamed Sayed El Omda
 4. Hager Abdel Latif Abdel Wahab
 5. Waffa Abdel Razek
 6. Heba Salama Elyas
 7. Samira Mohamed Elfaqir
 8. Saadia Fathy
 9. Wafaa Mohamed Abdel Mooti
 10. Aya Mostafa Abdel Mooty
 11. Hoda Saleh Khattab
- III. Future Eve Association:
1. Fatma Hassan Abdel Monem
 2. Neama Hassan Mohamed Aly
 3. Ghadir Said Hassan
 4. Esraa Said Hassan
 5. Naglaa Kamal Mahmoud
 6. Samiha Mostafa Abdel Fattah
 7. Wafaa Ahmed Bayoumi
 8. Seham Elshahat Abdel Qader
 9. Samah Mohamed Emam Mohamed
 10. Sherif Mohamed Ahmed
 11. Ola Mohamed Abdel Aziz Nour
 12. Marwa Tamam Mohamed
 13. Sabah Antar
- IV. Serious Work Association :
1. Neama

PARTICIPANTS IN THE STAKEHOLDERS'S WORKSHOP 24/11/2021

No	Name	Organisation
	From Egypt	
1	Ms. Laila Fawzy	Upper Egypt Syndicates
2	Mr. Mostafa Rostom	Egyptian trade union

No	Name	Organisation
3	Ms. Omnia Abdelhamid	Ministry of Manpower
4	Ms. Mona Habib	Health workers syndicate
5	Ms. Atef Mahmoud	Education workers union
6	Ms. Dalia Said	National Council of Women
7	Ms. Basmah Osman	Federation of Egyptian industries
8	Ms. May Mahmoud	National Council of Women
9	Ms. Ines Ayari	ILO
10	Ms. Samia Archella	ILO
11	Mr. Mohammed Alabbasy	ILO
	From Tunisia	
12	Ms. Leila Belkheria Jabeur	CNFCE
13	Ms. Amel Ben Ali	Ministry of Woman, Family Childhood and Seniors
14	Ms. Amira Ooeslatti	Ministry of Employment
15	Ms. Naima Ben Hadj Mohamed	Ministry of Employment
16	Mr. Anis Zahraz	ILO
17	Ms. Hana Dribek	ILO
18	Dr. Hanan El Guindy	Consultant/Evaluation team member (presenter)
19	Ms. Lotta Nycander	Consultant/Evaluation team leader (presenter)

ANNEX VII. DOCUMENTS CONSULTED

The list will be completed in the next version of the report

- Project Document, DWW project
- Project Monitoring Framework (PMF) ph. II
- Project budget and expenditure statements
- Midterm Evaluation Report, Decent Work for Women, ILO July 2020
- Summary of MTE Evaluation report, Decent Work for Women in Egypt and Tunisia, ILO, Phase I
- DWW Technical Progress Reports (TPRs) 2018, 2019 and 2020
- Minutes from DWW Project Steering Committee and Project Advisory Committee meetings
- An up-date of activities undertaken from March – October 2021
- Mission reports under the DWW and DWT, ILO Cairo
- Project activities reports Egypt and Tunisia (English and French)
- Terms of References (for DWW Project consultants)
- Women’s Entrepreneurship Development Egypt, International Labour Organization, by Decent Work Team for North Africa and Country Office for Egypt and Eritrea, 2016
- Egypt’s rapid response on women’s situation during Covid 19, National Council for Women, 2020.
- Survey of women leading micro, small and medium businesses about the main challenges they face as a result of coronavirus crisis, DWW project ILO, by Shaymaa Kadry (report and PPT), July 2020
- Projet de loi relative à l’organisation du travail domestique, 118/2020. le projet de loi 118/2020 et en publié dans le journal officiel la loi 37 du 16 juillet 2021 (Modifié) Chapitre I.
- Rapport :Appui au plaidoyer en faveur du projet de loi sur la protection maternité-paternité, de Pr. Abdessatar Mouelhi.
- Évaluation nationale du développement de l’entrepreneuriat féminin Tunisie, ILO, 2016
- Project concept note for development cooperation projects, The Way Forward After the Revolution: Decent Work for Women (Phase III), ILO DWW Project
- ILO evaluation guidelines (including annexes, guidelines and formats for reporting)⁸⁵
- Unleashing the potential of women entrepreneurs in Egypt. Position Paper on Women Entrepreneurship Development (WED), ILO
- Social dialogue for decent work and inclusive growth: national social dialogue for peaceful and democratic transition in Tunisia (<https://www.theglobaldeal.com/good-practices/tunisia->

⁸⁵ ILO Eval Checklist No. 3: Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
ILO Eval Checklist 5: preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
ILO Eval Template for evaluation summary
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
UNEG Ethical Guidelines for Evaluation
<http://www.unevaluation.org/document/download/548>

social-dialogue/National-Social-Dialogue-for-Peace-and-Democratic-Transition-in-Tunisia.pdf)

- ILO Programme and Budget, 2020-2021
- ILO Strategic Plan 2018-2021
- Finland's Strategy for Development Cooperation, Middle East and North Africa, 2017–2020
- Finland's Strategy for Development Cooperation, Middle East and Northern Africa 2021–2024
- Gender project workplan 2020 ILO Cairo
- ILO COVID guidelines related to Project evaluations
- COVID-19 and the World of Work: the inclusion of persons with disabilities at all stages of the response, June 2020, Policy Brief
- UNPDF Egypt 2018-2022
- Joint Programme -ILO/UNWomen project reports
- Country programme document for Tunisia (2021-2025), UNDP
- Rapport Annuel 2019 des Nations Unies Tunisie sur les résultats UNDAF 2015-2020, Mars 2020
- Plan cadre des Nations Unies pour l'aide au développement 2021 – 2025, Novembre 2020 (draft)
- *Other:*
- Global Gender Gap Report 2020
- World Economic Forum 2020
- World Employment and Social Outlook, Trends 2021
- Various World Bank reports
- WHO COVID-19 updates
- *Tunisian President rejects gender equality in inheritance*, Article by Iman Zayat, Managing Editor of The Arab Weekly, 14/08/2020.
- Women's Economic Empowerment in Selected MENA Countries, The Impact of Legal Frameworks in Algeria, Egypt, Jordan, Libya, Morocco and Tunisia, OECD 2017
- FEI Academy Report, Round 2: September to December 2018
- Disability in the Workplace: Company Practices from Egypt, 2017

Studies conducted by the DWW Project, Phase 2:⁸⁶

- Women in Egyptian Trade Unions (2018);
- Study on Gender-based Violence in the Workplace in Egypt (2019);
- FEI Position Paper on WED (2019)
- CNFCE Position Paper on WED (2019), adapted in 2020 in light of Pandemic impact on women entrepreneurship.

- Study on Representation of Women in UGTT Structures (2020) The study initiated by the project in 2019 for the “assessment for income generating activities or women in Giza, Sohag and Aswan, and their possible linkages with any value chains” (2020);
- (OECD) Study on Legal and Policy Reforms that Promote Women Economic Empowerment in Selected MENA countries – project contributed with a case study (2020);
- Survey on the Impact of COVID-19 on Women-led MSMES in Egypt (2020)
- Survey on Impact of COVID-19 on Women-led Enterprises in Tunisia (2020)
- Gap Analysis: National Legislation and the C190 in Egypt (2021)
- Gap Analysis: National Legislation and the C190 in Tunisia (2021)
- Advocacy Paper to the Project on Maternity Protection Law in Tunisia (2021)
- MOSS Paper on Extending Social Protection to Informal Workers (2021)

ANNEX VIII. DATA COLLECTION INSTRUMENTS

The following key evaluation questions will guide the evaluation's data gathering process and analysis:

Relevance, coherence and strategic fit

- Is the project coherent with the Governments objectives, National Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in ILO's CPOs as well as the SDGs?
- How does the project complement and fit with other on-going ILO programmes and projects in the countries?
- What links have been established with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?
- Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?
- How has the project addressed the needs of the ultimate beneficiaries? Has there been changes in these needs during the life of the project?
- Was the implementation approach valid and realistic?
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders to implement the project?

Validity of Project design

- Did the project address the major causes of women unemployment in Egypt and Tunisia, and respond to it?
- Was the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent has the project integrated ILO cross cutting themes in the design?
- Is the project Theory of change comprehensive, integrate external factors and is based on systemic analysis?

Effectiveness

- To what extent has the project achieved the overall project objectives/outcomes?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Egypt and Tunisia, ILO and the donor to achieve project goals and objectives?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- Is the monitoring and evaluation system results-based and facilitate a project adaptive management?
- Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?
- To what extent the COVID-19 Pandemic influenced project results and effectiveness and how the project addressed this influence and was ready to adapt to changes?
- Did the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?

Efficiency of resource use

- Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why?
- To what extent did the project leverage resources to promote gender equality and non-discrimination; and inclusion of people with disability?
- To what extent have been the disbursements and project expenditures in line with expected budgetary plans?
- Has the rate of spending been acceptable?
- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (DWT Cairo, Regional office, the responsible technical units (GED) in HQ, and ILO ITC?
- To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project’s relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)

Impact orientation and sustainability

- What level of influence did the project have on the development of employment and other areas on policies and practices at national and sub national levels?
- Which project-supported tools were institutionalized, or have the potential to, by partners and/or replicated by external organizations?
- Did the project contribute to expand the knowledge base and build evidence regarding the project outcomes and impacts?
- To what extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)
- Did the project develop and implement an exit strategy?
- How was the sustainability approach of the project affected/could be affected by the Covid19 situation in context of the national responses?
- How likely is it that the project’s strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

These are examples of the questions to be used in the data collection phase, to be posed to the different categories of stakeholders.

Questions for different stakeholder “categories” of stakeholders

Questions	Stakeholder category
To what extent is the project relevant to MoFA, Finland and its strategies for development cooperation in Egypt and Tunisia?	Embassy of Finland – Donor
To what extent has ILO been responsive to your comments/concerns (if any) regarding the current Project and its progress/performance?	
To what extent has the DWW project complemented other Finland-supported initiatives in Egypt and Tunisia, and/or in the region?	
In your opinion - how well has the Project a) performed vis-vis its plans?	
What challenges if any, has MoFA had with the implementation, reporting and accountability of the DWW project?	
Has the project from Finland’s perspective delivered value for money as planned? If “no” please explain.	
Has the project generated sufficient evidence to inform further financing or to influence collaboration with other donors/funding agencies?	
How satisfied is MoFA with the implementation of the project to date? Is there anything that should have been different in order to have successfully delivered on the project’s overall goal/three outcomes?	
To what extent have representatives of MoFA, Partners (GOs/Social partners, and NGOs, SCOs working on gender equality concerns) been involved in the Project design?	ILO staff
Looking back - which were the main hurdles and challenges of this Project? How were they addressed/solved? Which have been the main successes and highlights?	
According to you - to what extent has the Project achieved its planned outcomes/outputs (qualitatively and quantitatively?).	
According to you – to what extent is the project linking/cooperating with other ILO, UN and governments initiatives in the area of gender equality, international labour standards and/women entrepreneurship or similar areas?	
Has the project carried out an assessment with the beneficiaries of e.g. the entrepreneurship training, the financial education and Training of Trainers - to establish how they perceived the learning and how they intend to use it after the training course – and were there assessments made prior to the training? And how were trainees selected (what were the criteria set for screening out the trainees)?	
Are you aware of any unplanned effects (negative or positive)? From your point of view what should be maintained from current Project and what should be avoided in future similar initiatives?	
To what extent have the Project Partners (governments) been active in playing their roles (including in the Project Steering Committee and Project Advisory Committee)? What have been the main hurdles, if any?	
To what extent was the Project’s social partners (Employers and Workers) active in the project design, implementation and/or follow-up?	
How has the Project addressed issues relevant for Persons with Disabilities (PWD)- especially women? If not being adequately addressed – what would be the reason/s? Please explain.	
To what level have you (Project staff) received adequate technical and administrative support from the ILO office? From the donor?	

Looking back – <i>should anything have been done differently</i> to make the programme more relevant, effective, efficient, sustainable?	
Have you identified or noted any particular lessons learnt?	
What do you think is the impact - after a year or two - of the project after its completion?	
What have been your organisation’s role in the implementation of the Project? Are the roles clearly defined?	Key Partners
To what extent has your collaboration with the Project team been satisfactory according to you (very/quite/not very/not at all)? To what extent has your cooperation with ILO been satisfactory or valuable?	
To what extent have you faced drawbacks, or obstacles (<i>if any</i>) that have slowed down implementation, or seriously impeded the progress? Please explain.	
To what extent has your organisation engaged local communities in key decision making processes? Do you have dedicated liaison staff to coordinate day to day implementation of the project’s activities (Focal Points)?	
Who from your organisation makes key decisions in relation to DWW activities?	
To what extent were you involved in the design and implementation of the DWW project? Do you feel your inputs have been valued/appreciated by the implementation team?	
According to you, how has the Project managed to undertake the activities and produce intended results?	
What factors (if any) have contributed to satisfactory achievements or results?	
From your point of view – could you mention any lesson learnt from the programme?	
What has been your involvement in building capacity/developing skills of the Project beneficiaries after you were certified as a Master Trainer? Which subjects have you trained on?	
In which (geographical) areas did you conduct the training after you were certified?	
According to you, to what extent have the <i>trainees</i> benefitted from the training - Do you have any knowledge about how they have use the learning?	
Are you aware of any achievements or results coming out of the DWW Project?	
Are you aware of any drawback, or obstacles faced that have slowed down implementation, or seriously impeded the progress? Please explain.	
From your point of view – could you mention any lesson learnt from the programme?	
Name: _____ County: _____	Beneficiaries including trainees
Gender: _____ Age: _____	

What do you do to earn a living?	
Are you aware of the DWW project? Yes/No. If yes, explain how well you are familiar with the project	
Have you received any training from the project? If yes, explain the type/s of training you received	
How practical/relevant was the training to you in your real life situation?	
How did you get selected for the training?	
What did you like most about the training?	
What did you dislike about the training? What do you feel can be done to make such trainings more useful/productive?	
Do you think the training received will contribute towards making your well-being/business better?	
Before the training, what were you mainly doing to earn a living?	
Have you applied the skills received from the training? If yes, explain how?	
How do you charge for your services?	
Have you been able to increase your household income from the time you began to use the skills gained from the training offered by DWW project?	
What lessons if any have you learnt from the project?	

