



ILO EVALUATION

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- **Name of consultants:** Ms. Katerina Stolyarenko (Team Leader) and Dr. Seleshi Zeleke (Team Member)
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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 Unit.

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Acronyms

BOLSA	Bureau of Labour and Social Affairs
CB	Collective Bargaining
CBA	Collective Bargaining Agreement
CETU	Confederation of Ethiopian Trade Unions
CO	Country Office
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
EEF	Ethiopian Employers' Federation
ET	Evaluation Team
ETGMA	Ethiopian Textile and Garment Manufacturers Associations
FGD	Focus Group Discussion
FG	Focus Group
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GP	Good Practice
GTP	Growth and Transformation Plan
H&M	Hennes & Mauritz AB
HR	Human Resources
IFTLGWTU	Industrial Federation of Textile, Leather and Garment Workers Trade Unions
ILO	International Labour Organization
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions branch
IR	Industrial Relations
LI	Labour Inspector
LL	Lessons Learned
LSDP	Labour Sector Development Programme
MDG	Millennium Development Goals
MOLSA	Ministry of Labour and Social Affairs
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PRODOC	Project Document
SD	Social Dialogue
SIDA	Swedish International Development Cooperation Agency
TOR	Terms of Reference
TOT	Training for Trainers
TU	Trade Union
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework

I. Executive Summary

Introduction

Ethiopia is the second-most populous country in Sub-Saharan Africa with a population of 99.4 million and population growth rate of 2.5% in 2015. The country's per capita income of \$590 is substantially lower than the regional average. The government aspires to reach lower-middle income status over the next decade. To guide this journey, the country has recently adopted two five-year Growth and Transformation plans (GTP I and GTP II). At the end of the GTP I period (2010/11-2014/15), Ethiopia has registered rapid, broad-based and inclusive economic growth that has led to substantial decline in income poverty. Since July 2015 the country has started implementing GTP II (2014/15-2019/20) with a vision of becoming a middle-income country by 2025. One of the priority sectors for GTP II is textile and garment industry.

The project "Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia" aims to contribute to national development by supporting the development of socially sustainable textile and garment industry through improved labour relations, productivity, wages and working conditions. For this purpose, the project employs a multi-pronged approach of assisting the government, social partners, and major stakeholders of the industry at national, regional and enterprise levels. The project is implemented by ILO in collaboration with the tripartite constituents.

Evaluation Background

The MTE is a forward-looking evaluation aimed at reviewing the progress made towards the achievement of the project outcomes, looking for ways on how to improve programming and implementation for the remaining duration on the project.

The mid-term evaluation of the IR Garment Sector Project was carried out from August to November 2017 by a team of independent consultants under the supervision of the ILO Evaluation Manager from the ILO Regional Office for Africa. The MTE covers the project implementation starting from August 2015 and August 2017 inclusive.

The principal audiences for this evaluation are the ILO (ILO CO in Ethiopia (ILO management and technical specialists), the ILO Project team, ILO EVAL Unit and PARDEV department), the Governments of Ethiopia, the social partners, the national and local project partners, factories, and the donors.

Evaluation Methodology

The evaluation adheres to the ILO standard policies and procedures, the UNEG Norms and Standards, as well as the OECD/DAC internationally accepted evaluation criteria. It responds to twenty-seven overarching questions inspired by the Project's Outcomes and by the internationally accepted evaluation criteria. The Evaluation Team adopted a consultative and transparent approach and made use of the following methods and tools: (i) a desk review of literature, including the documents detailed in Annex 7.2; (ii) preparation of an evaluation matrix with related evaluation questions; (iii) semi-structured interviews with key informants and stakeholders; (iv) focus discussions with workers, factory managers and supervisors; (v) surveys among factory workers and factory managers/supervisors; (vi) direct observation during field visits to Ethiopia (Addis Ababa, Tigray and Oromia) and (vii) de-briefing consisting of discussion on MTE preliminary findings, conclusions and recommendations with ILO at the end of field mission and validation workshop of the draft report with ILO, project donors, tripartite partners and beneficiary agencies in Ethiopia.

In total, more than 90 project documents have been reviewed, 100 interviews with key project informants and project staff have been held (ILO, Government, Employers and Workers organizations, donor, local implementing partners, factories management teams), including 51 beneficiaries from target factories (workers, factory managers and supervisors) and 50 beneficiaries took part in the surveys.

Limitations to the Evaluation

- Attribution of the project results: All of the medium and long-term outcomes of the Project are quite broad and the achievement of the goals is not solely a responsibility of the Project. Consequently, it is not possible to attribute the results solely to the Project. At best, it is possible to point to the project's contribution towards achieving the goals.
- Delayed effects: The project results are of a long-term nature and could be fully observed in no less than 2-3 years after the project completion.
- Access to direct beneficiaries: Due to the limited time and resources, it was not possible to visit all target factories in the course of data collection, and some important voices and perspectives might not have been obtained.
- Timing of the mid-term evaluation: The scope of the evaluation specified two weeks of fieldwork, which was not enough time to interview all of the key stakeholders involved in the project activities mainly due to the national holidays (Ethiopian New Year) and unavailability of some stakeholders for the interviews during that period of time.

Summary of Evaluation Findings

Relevance

The project is highly relevant to the achievement of the country's GTP II because it aims to contribute to the achievement of three of its strategies: (1) sustaining the rapid, broad based and equitable economic growth and development witnessed during the last decade including GTP I; (2) increase productive capacity and efficiency to reach the economy's productive possibility frontier through rapidly improving quality, productivity and competitiveness of productive sectors (agriculture and manufacturing industries); and (3) promote women and youth empowerment, ensure their effective participation in the development and democratization process and enable them equitably benefit from the outcomes of development.

Because the United Nations Development Assistance Framework (UNDAF) for Ethiopia is fully aligned with the GTP, the project is also relevant to the UNDAF for Ethiopia. Further, the project is relevant to ILO's Decent Work Country Programme (DWCP) for Ethiopia for the project aims to contribute to achieving two DWCP Outcomes: (1) Relevant conventions on labour standards ratified, enforcements and implementation improved and (2) Strengthened harmonious labour relations through social dialogue. Moreover, the project is relevant to the strategic objectives of both donors (SIDA and H&M) as both want factories to produce in a socially responsible way that upholds human rights, gender equality and good working conditions. Finally, the project is relevant to the felt needs of beneficiaries for it directly addresses the capacity gaps of the beneficiaries which were identified through a baseline survey.

Taken together, the project is highly relevant and timely from the perspectives of all stakeholders. The relevance of the project was further strengthened in the course of project implementation due to the increasing number of industrial parks that are being established in the country, the number of textile and garment factories which are expected to begin production in the industrial parks and their huge employing potential.

Validity of design

The IR Garment Sector project builds upon other ILO interventions jointly funded by SIDA and H&M, which aim at improving industrial relations of textile and garment industries in Cambodia and Myanmar. This project is a continuation of the ILO and its tripartite partners' continuous efforts to improve the working conditions, productivity and competitiveness of the cotton and textile industry in Ethiopia. The project was designed by ILO Ethiopia in collaboration with ILO ROAF and ILO INWORK in 2014.

The overall and specific objectives were well-defined in the ProDoc. The expected results were clear. The selected activities were relevant for the fulfilment of the stated objectives and results. However, the project design was ambitious for a relatively short and modestly-funded project. Consultation during planning and design phase was done primarily with tripartite constituents at national level with limited involvement of regional and factory levels stakeholders. All components of the project are interlinked. In some areas of the logical framework, however, there is space for improvement, in particular with regard

to creation of better linkages between factory level and national level interventions. Though assumptions and risks were defined in the project document, insufficient attention was paid to the importance of commitment and willingness of the management of target factories to cooperate with the project and implement the necessary improvement plans.

Project progress and effectiveness

Despite the challenging environment, the IR Garment Sector project demonstrates good achievements towards reaching the anticipated results at factory level or even exceeding some targets, while less visible results can be observed so far at national and regional levels. This is so as some activities at national level have been delayed due to change in MOLSA leadership which prevented the establishment of multi-stakeholders' forum for social dialogue at national level or intentionally postponed, in particular establishment of national level thematic working groups, and development/adoption of gender sensitive national actions plans or just planned for 2018, specifically activities on collection of local and sectoral innovations for national policy development. At the same time, the project team experienced a number of challenges in the course of implementation of activities at regional level which were beyond the project's control, in particular declaration of the state of emergency in Oromia in 2016 and delays with approval of location and recruitment of staff for the IR Service Centre. As a result, a number of activities are in pipeline, namely operation of the IR Service Centre, training of labour inspectors in Oromia region, development and adoption of new IR strategy by employers' organizations. At factory level, the vast majority of activities are in process of completion and only few are planned for either the rest of 2017 or 2018. As of August 2017, the project trained 1,869 workers and managers from 13 target factories on 12 different topics, an achievement which is 189% more than originally planned. In view of interviewed beneficiaries, the most useful were the soft skills, HR and OSH trainings. The project was able to assist with establishment of functional OSH committees in 7 out of 10 target factories, 4 Women Committees at 4 target factories, development of HIV/AIDS and Sexual Harassment Policy at 10 target enterprises and 4 target factories out of 10 factories engaged in good faith CB. In spite of achievements at factory level, the project experiences lack of collaboration from some factories (in the middle of project implementation) due to resistance to introduce changes and/or time required to observe the changes of capacity building support.

The project promotes and takes into account gender mainstreaming aspects, although it lacks a comprehensive gender equality strategy. Main ways used to address gender issues were as follows: (1) incorporation of women issues in soft skills training and labour inspection and disputes settlement training, (2) prioritization of female workers to take part in all the project capacity building activities, (3) provision of trainings for Women Committees, (4) involvement of regional Bureaus of Women, (5) collaboration with CETU's Gender Focal Person, (6) inclusion of women issues into the factories HR policies and (7) inclusion of gender into national action plan.

Overall, over 70% of female workers from target textile and garment factories were targeted through soft skills training. At the same time, on average, only 28% of female workers participated in other types of trainings (CB, OSH, labour law, HR) due to generally very low level of women's representation at supervisors and managers positions.

Efficiency of resources use

The Project budget amounts to a total of US\$ 3,094,711, while the actual spending equals US\$ 1,327,434 as of August 31, 2017, i.e. the budget utilization rate from the planned budget constitutes 43%.

At the time of the mid-term evaluation, the IR Garment Sector Project received four out of five installments from SIDA and one installment from H&M in line with the schedules specified in the agreements. The last installment from SIDA is expected in October 2017. The total amount of funding disbursed by the donors is 85% by SIDA and 100% by H&M.

The project is efficient overall and is accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). The biggest allocations (51% of the total budget or US\$ 858,550) went for IO3, and the smallest (16% or US\$ 269,100) to IO1. The remaining 33% or US\$ 551,100 was allocated for IO2. The project was not able to secure additional funding to target additional

10 factories as per ProDoc. At the same time, to complement the project's resources, the project team successfully established partnerships with target factories through in-kind contributions.

The project suffered some delays in implementation, i.e. the project was officially launched 6 months after the start of the project due to delays with the establishment of project office and lengthy approval procedures of the baseline study and institutional mapping. In addition, the major delays are occurring under IO1 and some under IO2.

Effectiveness of management arrangements

The IR Garment Sector project has a decentralized structure and is administrated by ILO Addis Ababa. The ILO country office, regional specialists and Geneva-based program officers provided adequate support and consultants were used strategically, but the project management structure was only partly effective, although it allows reaching sustainable and meaningful results. The roles and responsibilities within staff members are clearly defined. At the same time, the project lacks presence in the regions and has insufficient number of staff to advance all three project components with multiple sub-components at one time. In particular, the project would benefit from having one more staff member at the regional level for provision of assistance in implementation of factory level activities. The ILO project team has been consistently praised for being professional, helpful, flexible and responsive.

The project governance structure is not optimal as it lacks the proper structure at regional level. The project established and has functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose. Strong collaboration was established with donors both at country and global level. Interviews with interlocutors showed that H&M is perceived more by the beneficiaries as a donor in this project rather than a buyer/stakeholder. The involvement of H&M as a technical partner in the project is limited and more work is required for formation of H&M image as an influencing buyer among textile and garment sector enterprises in Ethiopia.

Overall, the project monitoring system is effective in producing up-to-date, key data and reports, while data management system at participating enterprises and tripartite partners should be further strengthened.

Impact Orientation

The impact of the project at this stage is more pronounced at the enterprise level than either at regional or national levels. One reason for this result appears to be the nature of the project activities planned at the different levels. Whereas the activities at the enterprise level are relatively more concrete for they are based on identified gaps, those planned at the regional and national levels are relatively more difficult to achieve because of circumstances (staff turnover, shortage of staff and budget constraints) that hindered smooth implementation of the project plans.

At the enterprise level, the project has impacted the beneficiaries positively through its capacity building activities (mainly training) in terms of their awareness (e.g., about their rights and obligations and family planning), knowledge (about OSH as assessed before and after the training), skills (of developing policies independently and conducting risk assessment), and attitudes (toward wise use of time or time management, saving money, working overtime and using personal protection equipment). In sum, the capacity building activities appeared to have impacted a large number of employees. Impacts were reported more by factory workers than by the management. Besides, the impacts appeared to differ from factory to factory.

Strengthening of the system (developing policies, establishing committees or departments and centers and more importantly basic trade unions) also has an impact in improving the working conditions, in decreasing the number of disputes, in increasing peaceful resolution of disputes through bipartite discussion, and in reducing the number of workplace accidents. These impacts were observed in few factories. In the majority of factories, however, the established committees were not as productive and effective as those in the other few factories and this is attributed to the weak commitment of the management.

Finally, it is logical to argue that the significant decrease or complete absence of strikes, improved work ethics, and fewer workplace accidents, among other things, do impact productivity positively even though this cannot be directly observed. Besides, limited empirical data from few factories confirmed that the project activities have impacted productivity of factories positively.

Sustainability

At the enterprise level, capacity building and strengthening the system are apparently the two means of ensuring sustainability. With regard to capacity building, Almeda and MAA garment are in a better status than all the other target factories. Even in these two factories, however, the project needs to make sure during the remaining period that there are TOTs in adequate numbers and for all training topics. In the majority of the target factories, ensuring sustainability of the project's activities has yet to be addressed. Among other things, the project office needs to provide TOTs on each training topic for a selected group of individuals who have the commitment and the competence to become TOT to make the factories self-reliant.

System strengthening at the enterprise level focuses on establishing or strengthening the OSH committee, HR committee/department, basic trade unions and convincing the management of each factory to establish a training centre or to strengthen the existing one. Currently, some of the factories (that is, Almeda, MAA garment and Ayka Addis) have established training centers. However, one of these three factories (that is, Ayka Addis) does not have TOTs that can take responsibility of scaling up the training even though it has the training centre. Thus, in the majority of the target factories, the project office needs to do more in the remaining period to establish new OSH and HR committees/departments and trade unions as well as convince the management to establish training centers or strengthen the existing ones.

At the regional and national levels, the main means of sustaining the project's objectives are strengthening the tripartite constituents (BOLSA, MOLSA and the social partners, CETU and EEF, among others) as well as strengthening the collaboration between the project and the legal aid centre in Mekelle and the establishment of the Industrial Relations (IR) service centre at MOLSA. Despite the project's efforts to strengthen the tripartite constituents both at the regional and national levels, several problems (e.g., staff turnover including top officials, staff shortage and budget/financial constraint) have weakened them. Consequently, they have not been as strong as expected at the beginning of the project. Accordingly, the project has established close collaboration with the Legal Aid Centre in Mekelle, which provides legal advice and legal representation in court. Despite the small number of staff working there, the project's decision to collaborate with the legal aid centre is a wise one particularly from the standpoint of sustainability. The staff of the legal aid centre can support the project in several ways: as resource persons in strengthening the capacity of the social partners and as lawyers in providing legal advice to factory workers and in representing them in court. On the other hand, the industrial relations service centre aims to provide capacity building and advisory services to the private sector, workers, employers and trade unions. The centre is expected to be inaugurated in October 2017. In principle, establishing the centre is a good strategy to sustain the project's objectives and activities beyond the duration of the project. For this to happen, however, the project needs to strengthen the centre materially and with committed staff, to make it an integral part of MOLSA, create collaborations with universities and their legal aid centers, and ensure its long-term existence and functioning beyond the project period.

Main Conclusions

On the whole, the IR Garment Sector Project enjoys high relevance, which was reinforced throughout the project implementation due to the increasing number of industrial parks that are being established in the country. It is the only project in Ethiopia which is focusing on two important aspects at the same time, i.e. improving working conditions (workers side) and productivity (employers' side). The project is strategic, demand driven and timely; however, it requires long-term engagements to achieve tangible impact and ensure sustainability at each level of intervention.

The project is entirely consistent with priorities affirmed by the Government of Ethiopia in its Growth and Transformation Plans, donors' (SIDA and H&M) strategies, UNDAF for Ethiopia and ILO's DWCP for Ethiopia.

The project also fully corresponds with the needs of the direct beneficiaries, as the project's implementation modality was defined based on the needs identified through a baseline study undertaken at the commencement of the project.

The project design is generally valid, although quite ambitious in terms of scope, budget and duration. Consultation during planning and design phase was done primarily with tripartite constituents at national level with limited involvement of regional and factory levels stakeholders. All components of the project are interlinked. In some areas of the logical framework, however, there is space for improvement.

Despite the challenging environment, the IR Garment Sector project demonstrates good achievements towards reaching the anticipated results at factory level or even exceeding some targets, while less visible results can be observed so far at national and regional level. The project promotes gender mainstreaming aspects wherever applicable; however, it lacks a comprehensive gender strategy.

The project is efficient overall and is accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). With the interest to achieve demonstration and learning, the project allocated half of the budget for factory level activities, one third for regional and the rest for national level interventions. The budget utilization rate is reasonable and constitutes 43% from the total planned budget. Nevertheless, the project suffered some delays in implementation at national and regional level due to a number of external factors that were beyond its control.

The ILO country office, regional specialists and Geneva-based program officers provided adequate support and consultants were used strategically, but the project management arrangements might have been more effective with additional staff in one of the target regions to handle the large number of planned activities at factory level. The project governance structure is not optimal as it lacks the proper structure at regional level. The project established and has functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose. Strong collaboration was established with donors both at country and global level. Overall, the project monitoring system is effective in producing up-to-date, key data and reports, while data management system at participating enterprises and tripartite partners should be further strengthened.

The project has shown the positive signs of short-term impacts at individual and institutional level at participating enterprises through capacity building and awareness raising on soft skills, labour law, SD, CB, OSH, HR as well as strengthening of different organizational structures like Trade Unions, Women Committees, OSH Committees, HR Departments, and Training Departments. Nonetheless, limited impact could be seen at regional and national level in the area of strengthening the capacity of MOLSA, BOLSA and social partners due to the external factors (i.e. budget and staff constraints).

The project's sustainability varies depending on the partner. Ownership still needs to be reinforced at each level of intervention.

Key Recommendations

1. To consider no-cost extension for at least 3 months to complete all planned activities at all levels of the intervention.
2. To develop a sustainability plan for the IR Garment Sector Project which should both outline the steps that should be taken throughout the rest of the implementation period to ensure sustainability and describe how the tripartite partners and participating enterprises need to carry the project results forward.

3. To support stakeholders at all levels of intervention in improvement of the data management through identifying the reasons for gaps in data recording and providing training to selected individuals from the stakeholders and project beneficiaries.
4. To initiate discussion with UN Country Team on the need for revision of allowances (hotel allowances, transportation costs) for participants of project's events.
5. To work on improving the managers' willingness and commitment to the project's activities.
6. To initiate discussion with the donors as early as possible with regard to Phase II of the project with the duration of 3-4 years including inception phase of 6 months.
7. To integrate the learning from the ILO IR Garment Sector Project during formulation of the next Decent Country Programme (2018-2020) and expand the programme coverage to leather and construction sectors.
8. Recommended structure of the subsequent Phase of the Project are as follows: (a) focus on the same levels: national, regional and enterprise, (b) target enterprises: medium and large, (c) continue to focus on employers and workers organizations to ensure complementarity with the Better Work Programme which is expected to start in Ethiopia in 2019, (d) expand the coverage of partners: Ministry of Construction, tenant associations, (e) more focus on women rights (i.e. access to services and provision of legal aid for women workers) and women participation, (f) change the approach towards capacity building: (1) outsourcing some of the function of LI to the private sector, (2) continue to work on grievance handling but with inclusion of first instance courts, (3) more focus on industrial parks, (4) continued capacity building of tripartite partners and institutionalization of trainings, (g) expand project management team (CTA and 2 Financial/Admin Assistants based in Addis Ababa, while NPCs based in the ILO CO or branch office of ILO, if this is opened to maintain neutrality in their roles) and (h) establish project governance structure at national and regional level/semi-annual meetings.
9. In the design of the future projects involve all tripartite constituents and other stakeholders from all levels of intervention and do it before the finalization of ProDoc with the development partners.
10. To consider introduction of the practice of development theory of changes for its interventions, which would explain logical path from activities/outputs through intended outcomes/objectives to anticipated impacts.
11. To strengthen the Monitoring and Evaluation System to better manage the process of monitoring, analyzing, evaluating and reporting progress toward achieving the project's objectives.
12. In future projects, to identify strategies at the planning phase that will lead to sustainability of core project outputs and outcomes within the project timeframe.

Lessons Learned

The first important lesson learned from the IR Garment Sector project is the need for realistic time frames and goals when planning interventions related to improvement of industrial relations, working conditions and productivity. Administrative and institutional changes take time, and the duration of project is very short (just 36 months including 6 months of inception phase), and goals very ambitious, to achieve intended results. Therefore, technical assistance offered in the field of improvement of industrial relations and social dialogue structures and processes at enterprise, sectoral and national level should be planned for a longer period of time, possibly in the form of a programme rather than projects, to allow for the generation of lasting results and impact.

The second important lesson learned from the project is the need to enhance capacities of regulatory bodies to better enforce labour laws and up-grading and reorganization of the Government institutions (MOLSA, BOLSA) to meet the contemporary demand of the industry. Therefore, technical assistance offered in the field of social development requires long-term interventions and need to be embedded in the vision of change for the industry.

Emerging Good Practices

The IR Garment Sector project aims to enhance decent work and contribute to improved productivity in textile and garment sectors. This was achieved through provision of soft skills training to workers to empower them to successfully balance their work and personal lives by developing skills in key areas such as goal setting, leadership, time management, financial literacy and labour law.

The project focuses on improving industrial relations for Decent Work and sustainable development of the textile and garment industrial relations. One of the tools used was identification of key challenges of building decent working conditions and responsible manufacturing industries in the sector prior to start of the intervention. This will allow to assess the project contribution to the development of socially sustainable textile and garment industry.

II. Background and Project Description

2.1. Project context

Ethiopia is the second-most populous country in Sub-Saharan Africa with a population of 99.4 million, and population growth rate of 2.5% in 2015. One of the world's oldest civilizations, it is also one of the world's poorest countries. The country's per capita income of \$590 is substantially lower than the regional average. The government aspires to reach lower-middle income status over the next decade. The economy has experienced strong and broad-based growth over the past decade, averaging 10.8% per year in 2003/04–2014/15 compared to the regional average of 5.4%. The expansion of services and the agricultural sector account for most of this growth, while manufacturing performance was relatively modest. Private consumption and public investment explain demand-side growth, with the latter assuming an increasingly important role in recent years. Economic growth brought with it positive trends in poverty reduction in both urban and rural areas.¹

The economic liberalization measures undertaken by the Ethiopian government in recent years have encouraged investment that resulted in high growth of the economy. Several of the enterprises established have contributed to the growth of the various sectors of the economy. Yet the economic growth has not been accompanied by concomitant growth in formal employment. The manufacturing sector, for example, has registered little incremental growth in employment that resulted from economic growth.

The country has recently adopted two five-year Growth and Transformation plans (GTP I and GTP II) in a bid to transform the economy. In this regard, the overall objective of GTP I (2010/11-2014/15) was to sustain broad based, fast, and equitable economic growth so as to eradicate poverty in due course.² Overall, during the GTP I period, Ethiopia registered rapid, broad-based and inclusive economic growth that has led to substantial decline in income poverty. The rapid growth has raised income of the citizens witnessed by a significant decline in income poverty over the same period. More specifically, during the GTP I period, real GDP growth rate averaged 10.1 percent.³ However, the performance of the industrial sector has been well below the target. Within the industry sector, the share of the manufacturing sector in total GDP by 2014/15 remained below five percent. This showed that the manufacturing base has remained very narrow during GTP I implementation period. Thus, speeding up industrial parks development at both federal and regional levels, attracting and encouraging potential investors, including local investors, of quality and high impact in the sector were seen as some of the strategies to be pursued with utmost emphasis in GTP II.

Since July 2015 the country has started implementing GTP II (2014/15-2019/20) that helps to realize its vision of becoming a middle-income country by 2025. Manufacturing is among the top priority sub sectors which are on the front line of sustaining the growth and transformation of the economy in the next 10-20 years. One of the priority sectors for GTP II is textile and garment industry. In the GTP II period, the Ethiopian Government envisages the manufacturing sector to grow at 22% annually and to lead the overall GDP growth rate of 11% per annum. The textile and garment industry, in particular, is expected to generate 56.2 percent of the employment to be created in GTP II.⁴

¹ The World Bank Group, <http://www.worldbank.org/en/country/ethiopia/overview>, October 2017.

² Federal Democratic Republic of Ethiopia, Growth and Transformation Plan (2010/11-2014/15), Volume I: Main Text, Ministry of Finance and Economic Development, November 2010, Addis Ababa, Ethiopia.

³ Federal Democratic Republic of Ethiopia, Growth and Transformation Plan II (GTP II) (2015/16-2019/20), Volume I: Main Text, National Planning Commission, May 2016, Addis Ababa, Ethiopia

⁴ Federal Democratic Republic of Ethiopia, Growth and Transformation Plan II (GTP II) (2015/16-2019/20), Volume I: Main Text, National Planning Commission, May 2016, Addis Ababa, Ethiopia.

In sum, Ethiopia has made tremendous socio-economic progress over the last two decades. The country celebrates the fact that it has achieved most of the MDGs including halving the proportion of people living below the poverty line, significantly reducing the prevalence of hunger and undernourishment, expanding access to education and narrowing the gap in enrolment between boys and girls. In the area of health, under-five mortality has been reduced by two thirds and substantial progress has been made in reducing HIV/AIDS, malaria, tuberculosis and other diseases.⁵

2.2. Project description

The project “Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia” aims to contribute to national development by supporting the development of socially sustainable textile and garment industry through improved labour relations, productivity, wages and working conditions. For this purpose, the project employs a multi-pronged approach of assisting the government, social partners, and major stakeholders of the industry at various levels in their efforts to improve productivity, to promote social dialogue within and between the parties, and to improve wages and working conditions through nurturing sound labour relations practices and promoting collective bargaining.

At national level, the project focuses on facilitating social dialogue among multiple stakeholders, under the leadership of the tripartite partners, including other major stakeholders of the industry such as major multinational brands with social and labour commitment to the country. At regional and sectoral level, the project assists labour administration at regional level, employers, workers and their organizations at sectoral and enterprise levels, in strengthening their organizational capacity and in developing sound industrial relations and social dialogue practices to improve wages and working conditions in tandem with improved productivity. At enterprise level, the project focuses on capacity building support for employers and workers and their representatives at the participating enterprises, which explicitly make commitment to the principles of the ILO on labour relations and socially responsible garment and textile industry in Ethiopia.

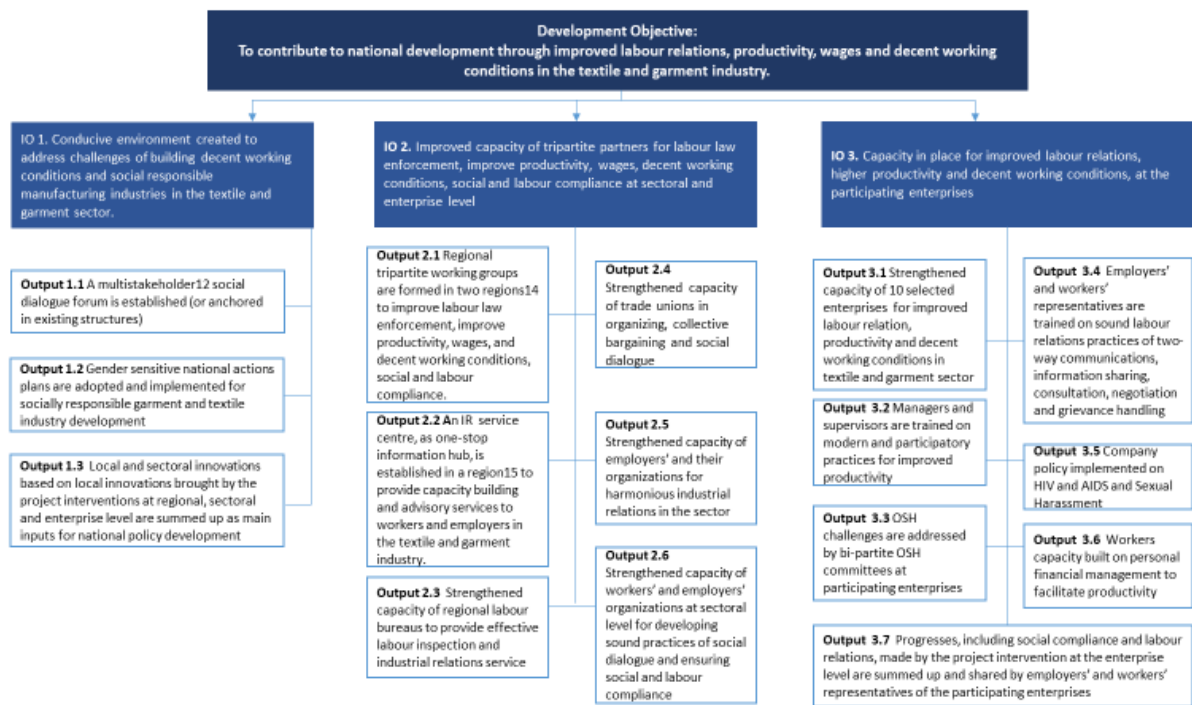
The textile and garment industry in Ethiopia is generating a new dynamism in the development of the manufacturing sector attracting foreign direct investment and creating jobs. The industry is expected to pave the way for the country’s industrialization and contribute to the pro-poor development goal. However, it faces challenges related to industrial relations, working conditions, productivity, logistics, among other things, that require action to improve governance and develop effective frameworks and practice.

It was to address some of the aforementioned challenges that the International Labour Organization (ILO) developed this project in collaboration with the tripartite constituents and with financial support from SIDA and H&M. The project seeks to improve productivity, promote social dialogue within and between the parties, and improve wages and working conditions through nurturing sound labour relations practices and promoting collective bargaining.⁶

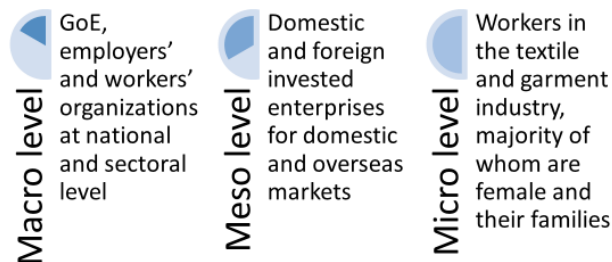
⁵ United Nations Development Assistance Frameworks (UNDAFs) for Ethiopia, 2016-2020.

⁶ Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia, Project Document, Addis Ababa, Ethiopia, July 2015.

Table 1: IR Garment Sector Project Results Framework



The direct target groups for the project:



Brief description of the project's implementation

The project was started on August 27, 2015 and scheduled to be finished in June 2018. During August 2015-September 2017, the project completed the following activities:

- Signed the MoU with the Government of Ethiopia.
- Launched officially the project.
- Made the mapping of partners and factories.
- Conducted the baseline survey and institutional mapping.
- Established the multi-stakeholder dialogue forums.
- Prepared annual workplans.
- Strengthened capacity of Workers' and Employers' Organizations and their members.
- Strengthened capacity of regional labour bureaus to provide effective labour inspection services.
- Strengthened capacity on occupational safety and health management at the factory level.
- Trained workers on soft skills and HIV/AIDS.

III. Evaluation Objectives and Methodology

This section describes the project evaluation objectives, the evaluation questions being addressed, and the evaluation methodology and its limitations.

3.1. Purpose and Scope of the Evaluation

The aim of this evaluation was to review the progress made towards the achievement of project outcomes, look for ways on how to improve programming and implementation for the remaining duration on the project. The evaluation will also act as a downward and upward accountability process by the ILO to the donors.

The specific objectives of the evaluation were, as follows:

- a) Determine if the project strategy is valid;
- b) Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;
- c) Assess the effectiveness of project strategies and the project's strengths and weaknesses in implementation;
- d) Assess whether the project strategies can be deemed sustainable in Ethiopia and among local partners, and identify steps that can be taken to enhance the sustainability of project components and objectives;
- e) Provide recommendations to meet its objectives and targets by the time the project ends.

The evaluation covered the period between August 2015 and August 2017.

The evaluation was carried out by an independent Evaluation Team (ET) composed of the international evaluation expert (Team Leader) Ms. Katerina Stolyarenko and the national evaluation expert (Team Member) Dr. Seleshi Zeleke, between August and November 2017. The evaluation process was overseen by the Evaluation Manager Ms. Chinyere Emeka-Anuna. The ILO project staff was also actively involved in briefing and debriefing activities and was given opportunities to provide inputs and guidance.

ILO developed a set of questions to guide the evaluation methodology, which is described in the following section. The questions address key issues in (1) validity of design; (2) relevance and strategic fit; (3) effectiveness in achieving objectives and outputs; (4) efficiency and use of resources; (5) effectiveness of project management; (6) impact orientation; and (7) sustainability of the project's interventions. Additionally, the evaluation studied the extent of gender consideration during the design and implementation of the project. The evaluation questions appear in the Terms of Reference (ToR) in Annex 7.2.

The primary clients of the evaluation are the donor, ILO, the government, partners as well as other relevant stakeholders. The Office and stakeholders involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

3.2. Evaluation Methodology

The mid-term evaluation was carried out in accordance with ILO standard policies and procedures. The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The methodology utilized for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. A set protocol was followed for each person interviewed, with adjustments made for each person's level of involvement or specific role in project activities.

The ET used the following lines of evidence to conduct the evaluation: document review, field mission, interviews, focus groups (FGs) and surveys. Each of these methods is described in more detail below:

1. Desk review and literature analysis:

- Conducting a desk review and content analysis of all project documents, including project proposal, agreement, Logframe, budget and delivery rate, project work plans, progress reports, Project Advisory Committee (PAC) meeting and Technical Working Group (TWG) meeting minutes, project's baseline survey and monitoring data, INWORK industrial relations intervention model, policy advice facilitated by the project, factory work plans and review meetings notes, Human resources policy and manual development at target factories, Labour Inspection and OSH assessments and trainings, website update reports and documents referring to the ILO, SIDA and the H&M strategies in the country.
- Review of all materials produced as part of the Project.

In total, more than 90 project documents and other relevant documents were reviewed by the ET in the course of the mid-term evaluation. The study of all relevant project documents provided comprehensive information on the project background, as well as on the achievements of the project in each of the intended areas.

2. Field visits

A field mission to Ethiopia (Addis Ababa, Tigray (Adwa, Mekelle) and Oromia (Alem Gena, Dukem) by the ET between the 6 and 14 September 2017.

3. In-depth interviews (face-to-face, via Skype and/or phone) with all relevant stakeholders:

- Semi-structured interviews with the ILO country office and HQ (6),
- Semi-structured interviews with the government representatives (4),
- Semi-structured interviews with the employer's organizations (4),
- Semi-structured interviews with the workers organizations (5),
- Semi-structured interviews with the local implementing partners (11),
- Semi-structured interviews with the donors (4),
- Semi-structured interviews with the factory managers (3),
- Semi-structured interviews with the other development partners (1).

These key informants were useful in providing clarifications on the project implementation, details of the challenges, good practices and suggestions on areas of improvement. In total, *38 interviews* were conducted in the course of the mid-term project evaluation.

4. Focus groups

- Focus groups with workers, factory managers and supervisors were conducted by the ET. FGs were used specifically to assess the added value of the project's capacity-building activities at factory level. In total, 7 focus groups were conducted with 36 workers (Almeda, MAA Garment, Ayka Addis, and BeConnected) and 15 factory managers and supervisors (Almeda, Ayka Addis, and BeConnected).

5. Beneficiary surveys

- Surveys were conducted among factory workers and factory managers/supervisors. The structured survey forms were developed to assess the effectiveness and early signs of impact of the educational methodologies used under the Project at factory level. The surveys were held anonymously. In total, 35 workers at some of the target factories (Almeda, MAA Garment, Ayka Addis, and BeConnected) and 15 factory managers and supervisors at some of the target factories (Almeda, Ayka Addis, and BeConnected) participated in the surveys.

A detailed list of documents reviewed and a full list of interviews conducted are provided in Annex 7.3 and Annex 7.4 respectively.

Debriefings: The ET conducted a debriefing meeting in Addis Ababa on September 15 with 5 ILO representatives to present preliminary findings and solicit clarification. The ET also facilitated a national level validation workshop on 10 November 2017 with stakeholder representatives in attendance. The ET presented the findings, conclusions and recommendations and asked for feedback from the participants. The list of workshop participants is included in Annex 7.6.

Evaluation report preparation: The ET prepared a draft evaluation report based on desk review and consultations from field visits on October 5, 2017. The draft report was circulated among key stakeholders by the Evaluation Manager. The ET received comments and inputs to the draft report from the ILO and counterparts during October-November 2017, which were incorporated by the ET into the final evaluation report, which was approved by EVAL on December 13, 2017.

Sampling Methodology: The ET used a purposeful, non-random sampling methodology to select the interviewees. Individual or small group interviews were conducted with representatives of ILO, donors, government, workers' and employers' organizations. The selection of target factories for field visits by the ET were done based on the following criteria: (1) geographical location, (2) size of factory, (3) type of ownership and (4) type of supply chain.

Data Analysis: The document reviews, stakeholder interviews and observations generated a substantial amount of raw qualitative data. The ET used qualitative data analysis methods, including matrix analysis, to categorize, synthesize, and summarize the raw data captured from the interview notes. The data analysis process was driven by the evaluation questions appearing in the TOR.

3.3. Evaluation Limitations

Attribution of the project results: All of the medium and long-term outcomes of the Project are quite broad and the achievement of the goals is not solely a responsibility of the Project. In order to achieve many of its objectives, the Project cooperates actively with other development partners present in the country. Consequently, it is not possible to attribute the results solely to the Project. At best, it is possible to point to the project's contribution towards achieving the goals.

Delayed effects: The project results are of a long-term nature and could be fully observed in no less than 2-3 years after the project completion.

Access to direct beneficiaries: Due to the limited time and resources, it was not possible to visit all target factories in the course of data collection, and some important voices and perspectives might not have been obtained.

Timing of the mid-term evaluation: The scope of the evaluation specified two weeks of fieldwork, which was not enough time to interview all of the key stakeholders involved in the project activities. One of the main reasons for that was coincidence of the field mission with the national holidays (Ethiopian New Year) and unavailability of some stakeholders for the interviews during that period of time.

Another limitation is the fact that the findings for this evaluation are based on information collected from background documents and key informant interviews. The accuracy and usefulness of these findings relies on the integrity and relevance of the information provided to the ET from these sources and the ability of the ET to triangulate this information.

While important, the above limitations did not affect the overall quality of the report, as a representative sample of the overall groups of beneficiaries was reached.

IV. Evaluation Findings

The following findings are based on fieldwork interviews with project stakeholders and the review of project documents and reports. The findings address the questions listed in the ToR and are organized according to the following evaluation areas: relevance, project design, effectiveness, efficiency, project management and performance monitoring, and impact orientation and sustainability.

4.1. Relevance and Strategic Fit

4.1.1. Relevance to the achievements of the government's growth and transformation plan

After completing its first Growth and Transformation Plan (GTP I, 2011-2015), Ethiopia has begun the second five-year plan (GTP II, 2015/16-2019/20). The overarching objective of GTP II is “the realization of Ethiopia’s vision of becoming a lower middle-income country by 2025. Thus, GTP II aims to achieve an annual average real GDP growth rate of 11 per cent within stable macroeconomic environment while at the same time pursuing aggressive measures towards rapid industrialization and structural transformation.”⁷ The project aims to contribute to the achievement of three of the nine GTP II pillar strategies, namely:

- (1) sustaining the rapid, broad based and equitable economic growth and development witnessed during the last decade including GTP I;
- (2) increase productive capacity and efficiency to reach the economy’s productive possibility frontier through rapidly improving quality, productivity and competitiveness of productive sectors (agriculture and manufacturing industries); and
- (3) promote women and youth empowerment, ensure their effective participation in the development and democratization process and enable them equitably benefit from the outcomes of development.⁸

All of that allows to say that the project is highly relevant to Ethiopia’s GTP II. Supporting this conclusion, a key government official confirmed that “The project was designed in line with the government’s plans. What is new in this project is that it addresses two important elements simultaneously: working conditions and productivity ...” The relevance of the project was further strengthened in the course of project implementation due to the increasing number of industrial parks that are being established in the country, the number of textile and garment factories which are expected to begin production in the industrial parks and their huge potential for job creation.

4.1.2. Relevance to UN Programming

The United Nations Development Assistance Framework (UNDAF) for Ethiopia 2016-2020⁹ is fully aligned with the GTP and aims to strengthen national capacities to formulate evidence-based policies and strategies, build strong, effective and efficient institutions at all levels, and improve equity in the efforts to achieve the ambitious economic and human development targets. The project will contribute to achieving UNDAF Pillar 1: By 2025 Ethiopia's economic growth is inclusive, sustainable, private sector driven and supported by increased agricultural production and productivity, diversified and increased service sector growth, trade competitiveness, increased and inclusive employment opportunities for men, women, youth and marginalized groups. More specifically, the project contributes to the achievement of Outcome 2: By 2020 private-sector driven industrial and service sector growth is inclusive, sustainable, competitive and job rich.

⁷ Federal Democratic Republic of Ethiopia, Growth and Transformation Plan II (GTP II) (2015/16-2019/20), National Planning Commission, May, 2016, Addis Ababa, Ethiopia, pp. 80-81.

⁸ “Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia” – project document, July 2015.

⁹ United Nations Development Assistance Framework for Ethiopia, Transforming Ethiopia Together, 2016 -2020.

It is clear from the above that the project is also consistent with the UNDAF for Ethiopia. As shown below, the project is further relevant to the ILO's programming and the strategies and objectives of the donors, SIDA and H&M.

4.1.3. Relevance to ILO's programme

The Decent Work Country programme (DWCP) for 2014-2016¹⁰ priorities have been selected taking into account the comparative advantage of the ILO in delivering the required support to its constituents; the impact of such interventions in the achievement of the overall objectives of Ethiopian development strategy - GTP, Labour Sector Development Programme (LSDP), EEF and CETU strategic plan, the commitments made in the UNDAF. Thus, DWCP Ethiopia expresses the best possible interrelationship between the country's development policy agenda, priorities of constituents, and the mandate and strategic objectives of ILO. The Decent Work Country Program for Ethiopia prioritized harmonious industrial relation a critical factor for creating decent employment opportunity. The project aims to contribute to achieving two Decent Work Country Programme Outcomes: Outcome 1 'Relevant conventions on labour standards ratified, enforcements and implementation improved' and Outcome 2 'Strengthened harmonious labour relations through social dialogue'.

¹⁰ http://www.ilo.org/wcmsp5/groups/public/---africa/---ro-addis_ababa/---sro-addis_ababa/documents/genericdocument/wcms_445889.pdf

4.1.4. Relevance to the Donors (SIDA and H&M)

Both donors (SIDA and H&M) have deemed the project very relevant to their overall strategic objectives. For SIDA Ethiopia, cooperation in the area of the garment sector meets its strategic interest in human rights, gender equality and improving the working conditions¹¹. Textile and garment industry is one of the priority sectors for Sweden development cooperation as many international brands, including H&M need to diversify the production countries and Ethiopia is one of the emerging sourcing countries. The project's relevance is also justified on the ground that it is useful for the Swedish Strategy of Regional Development Cooperation in Sub-Saharan Africa for 2016-2021¹² in terms of learning how to create changes in the government systems on the regional level for decent work. For SIDA Sweden, the project is relevant as it corresponds with one of the SIDA's objectives to have a strong private sector. The project is implemented within the Public Private Development Partnership, in which SIDA and actors from the private sector cooperate and jointly finance projects that seek to improve the lives of people living in poverty.

As a sourcing company, the H&M group, on its part, works with textile and garment factories but only with those which respect human rights and comply with UN and ILO conventions in line with the company's 2009 Social Responsibility Strategy and 2013 Fair Living Wage Roadmap. For H&M, the collaboration with ILO is very important as ILO can provide support to the supply chain and ensure compliance with ILO core conventions. The IR Garment Sector Project is implemented within the framework of a public-private partnership (PPP) agreement on "Promoting sustainable global supply chains in the garment industry" signed by ILO and H&M in 2014.

4.1.5. Relevance to the felt needs of beneficiaries

Interviews and FGDs with stakeholders/beneficiaries at all levels (national, regional, and factory) clearly show that the project is highly relevant to the needs of the beneficiaries. Before the commencement of the project, the needs of the beneficiaries were assessed through a baseline survey which documented several capacity/knowledge gaps. It was based on these gaps that the project activities were selected. According to a key informant interview, many of the workers in the factory are not educated. They do not even know their rights and obligations. All training topics were relevant to the factory workers not only in their work but also in their daily life.

The training was also judged relevant to the management because many of them knew nothing about human resources management because they were graduates of natural science disciplines (physics, chemistry, industrial engineering, etc.) which have nothing to do with HRM. Beneficiaries further confirmed that the project's training package is relevant to their needs because they are directly related to their knowledge gaps (e.g., negligent use of time, limited or no knowledge of one's rights and obligations and no habit of saving).

Surveys among workers and supervisors also showed that the overwhelming majority judged the project's relevance as either satisfactory or highly satisfactory as shown in the graphs below.

¹¹ Sida Country Strategy in Ethiopia for 2010-2015/2016-2020

¹² <http://www.government.se/49ef7d/contentassets/ffdc62994ae640a19aa6e2952bf44174/strategy-for-swedens-regional-development-cooperation-in-sub-saharan-africa-2016-2021.pdf>

Figure 1. Results of the survey among workers (Sample: 35 respondents)

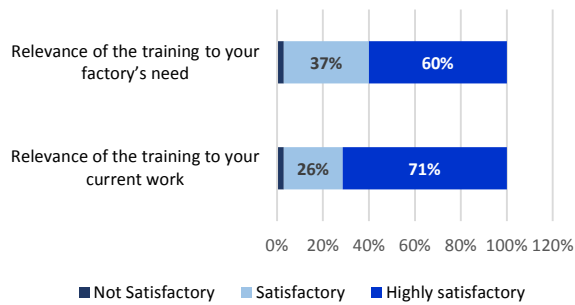
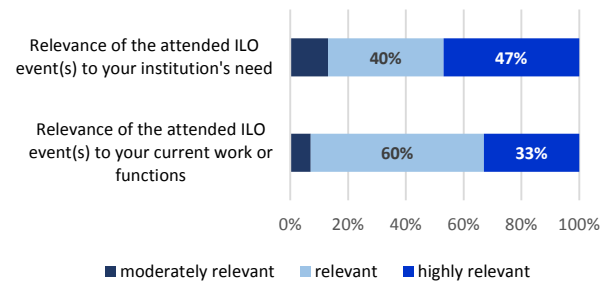


Figure 2. Results of the survey among factory managers and supervisors (Sample: 15 respondents)



Overall, almost all beneficiaries/stakeholders with whom the evaluation team talked indicated their strong conviction that the project's activities are relevant either to their work, to them personally or to both.

4.1.6. Links with other activities of the UN or non-UN international development aid organizations at local level

The project has established links with several UN and Non-UN agencies. These include, among others, UNICEF (on improving child rights, maternity rights, child care services, nutrition, water, sanitation and hygiene at workplaces), UNFPA (on reproductive health and gender based violence), UN Women (provides technical support in workshops), GIZ (on OSH and labour inspection) and IndustriALL, FNV (Global) (in building the capacity of Textile Federation and CETU). The links help the project to avoid any potential duplication of work and to promote wise use of resources.

4.2. Validity of the Project Design

The IR Garment Sector project builds upon other ILO interventions jointly funded by SIDA and H&M, which aim at improving industrial relations of textile and garment industries in Cambodia¹³ and Myanmar¹⁴. This project is a continuation of the ILO and its tripartite partners' efforts to improve the working conditions, productivity and competitiveness of the cotton and textile industry in Ethiopia. The project was designed by ILO Ethiopia in collaboration with ILO ROAF and ILO INWORK during 2014.

The IR Garment Sector ProDoc contains analysis of both the national and legal context in which the project intends to operate. Interviews with interlocutors demonstrated that the project was designed in close consultation with tripartite partners at national level (MOLSA, MOI, CETU, IFTLGWTU, ETGMA, EEF), while limited involvement of regional/sectoral and factory levels stakeholders could be observed.

The desired impact of the Project is to contribute to the development of socially sustainable textile and garment industry in line with Ethiopia's GTP II through work at national, regional and factory levels to improve industrial relations, working conditions and productivity. To achieve these objectives and address the identified needs, the project was structured of three components (component 1 – facilitation of social dialogue among multiple stakeholders at national level, component 2 - assisting labour administration in strengthening their capacity for labour inspection, social dialogue and dispute settlement at regional and sectoral level and component 3 – provision of demand driven capacity building support to improve productivity and strengthen labour relations in full respect of ILO principles) supported by 16 outputs, and about 68 main project activities to be accomplished at the national, regional and factory level within 3 years timeframe.

¹³ 'Improving IR in Cambodia's Garment Industry' project (2014-2016)

¹⁴ 'Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry' (2016-2019)

The overall and specific objectives were well-defined in the ProDoc. The expected results were clear. The selected activities were relevant for the fulfilment of the stated objectives and results. However, the project design was ambitious for a relatively short and modestly-funded project. Developing social dialogue, improving wages and working conditions require long-term interventions and need to be embedded in the vision of change for the industry. As a whole, the project design was overly complex, as reflected in the three distinct but interrelated result areas, each requiring different types and levels of expertise and management. Whilst this provided sufficient breadth of coverage to accommodate various stakeholder requests, it made depth of input more challenging. Furthermore, the project would benefit from having a theory of change that explains both the mini-steps that lead to a long-term goal and the connections between these activities and the outcomes of the ILO IR Garment Sector project. The project work plan is practical, logical, cohesive and relevant. The strengths of the project design are fivefold: (1) holistic approach which covers three different levels: national, regional, and enterprise; (2) innovative as it focuses on improvement of both productivity and industrial relations; (3) focused as it covers two sectors (garment and textile) and two main regions (Tigray and Oromia), (4) built on the lessons learned from previous projects on promoting decent work in the cotton and textiles sector implemented by ILO Country Office Addis Ababa¹⁵, and (5) existence of inception phase for undertaking the baseline study and institutional mapping, which informed the project's activities at national, regional and enterprise levels.

The project Logframe is technically sound. Overall, its different components are well defined and a clear logic can be easily identified across the different vertical layers (Project Objective, Results, Outputs) and horizontal components (Objective/Results, Indicators, Baseline situation, End of Project Target, Source of verification and Assumptions); nevertheless, more linkages between the components could have been achieved, in particular between IO1 and IO3. The Logframe contains for the most part SMART indicators, which includes baselines and targets; however, some output indicators are missed (e.g. number of certified TOT trainers prepared (IO2, Output 3), level of usage of developed step-by-step guide by CETU and number of people trained on it (IO2, Output 4), satisfaction rate with trainings and level of knowledge increase in subject matter by different groups of stakeholders (IO3, Outputs 1-3).

In terms of gender issues, the project has only two gender-specific indicators under component 1 (i.e. 'Gender sensitive policy recommendations, working conditions and industrial relations policies adopted' for IO1 and 'Gender sensitive policy recommendations adopted by annual forum' for Output 1), but it did not contain any gender disaggregated indicators under each component or targets under component 3 that could serve to promote gender equity at enterprise level.

Assumptions and risks were identified in the ProDoc. Assumptions are the conditions necessary in order to ensure that the project activities will produce results while risks are the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen. The main risks identified were centred on changes in government priorities for improvement of legal and institutional framework and industrial relations services, lack of commitment of garment and textile sector stakeholders to address decent work deficit and industrial relations challenges of the sector and changes of international buyers' priorities in terms of sourcing countries. The mitigating measures have been pointed out in the ProDoc. Nonetheless, the project underestimated the importance of commitment and willingness of the management of the target factories to cooperate with the project and implement the necessary improvement plans as well as readiness to allocate factories' employees for participation in project's capacity building activities without influencing the production situation of the factories.

The main issue of the project design is the lack of an explicit and integrated sustainability strategy of the IR Garment Sector Project. The fact that the project will develop specific institutional mechanisms, tools and guidelines at national, regional and enterprise levels as described in the section Sustainability of the ProDoc does not mean that they will be ultimately embedded within target institutions and enterprises. In addition,

¹⁵ DANIDA funded project 'Building sound Industrial Relations for Sustainable Development and Competitiveness' (2015-2016) and Dutch funded project 'Poverty Reduction through Decent Employment Creation in Ethiopia' (2003-2010)

the selected capacity building modality at national and regional levels which focused on strengthening only the soft skills of Labour Administration was not optimal as it would not allow to ensure the sustainability of the achieved results. A proper sustainability strategy needs to be elaborated in a participatory way, involving all actors inside and outside the project that are responsible for putting in place measures to ensure that the progress made in this project is not lost upon exit. Design and implementation of the exit strategy should start in the middle of the project life at the latest.

4.3. Project Progress and Effectiveness

4.3.1. Project progress

National level

The project conducted as planned a number of studies (baseline study¹⁶, institutional mapping covering such issues as labour inspection, social dialogue, collective bargaining, dispute settlements, Tigray region study, Textile and Clothing value chain road map), set up two regional thematic working groups in Tigray and Oromia, trained their members on industrial relations, provided timely advices to the government on draft Directive on Labour in Industrial Parks and on the Draft Council of Ministers Regulation on Industrial Parks of Ethiopia and technical and financial support for the revision of the Ethiopian Labour Proclamation. Conducting the baseline survey allowed to establish benchmarks of Ethiopian textile and garment factories with regard to their level of compliance with core labour standards and labour law, while institutional mapping identified capacity gaps of IR and labour administration institutions in Ethiopia at both federal and regional level. Both studies were instrumental as they determined the capacity building approach of the project at regional and factory level. However, some activities have been delayed due to change in MOLSA leadership which prevented the establishment of multi-stakeholders' forum for social dialogue at national level or intentionally postponed to capitalize the ongoing work at regional level, in particular establishment of national level thematic working group, and development/adoption of gender sensitive national actions plans or just planned for 2018, specifically activities on collection of local and sectoral innovations for national policy development.

Regional level

The project team experienced a number of challenges in the course of implementation of activities under component 2 which were out of the project's control. The project set up a multi-stakeholder social dialogue forum in Tigray region composed of three thematic working groups (One Stop Shop Service, Productivity and Competitiveness, and Industrial Relations and Working Conditions), conducted a study for sustainable development of textile and garment industry in Tigray, established a tripartite IR Forum in Oromia region, organized 10-day ToT for 45 labour inspectors from MOLSA and Oromia, Tigray, Amhara and SNNPR BOLSAs, who will train another 45 labour inspectors in Tigray region, trained 139 employers, workers, and labour inspectors on labour law and 157 trade union leaders from the textile and leather sectors, developed a step by step guide for CETU for new union leaders as well as established IR Service Center. However, a number of activities are still in pipeline, namely operationalization of IR Service Center, training of labour inspectors in Oromia region, development and adoption of new IR strategy by employers' organizations. The major delays took place in Oromia region because of declaration of the state of emergency in 2016 and at national level with setting up of IR Service Center due to delays with approval of location of the center, finding office space and recruitment process (all of that in total took 12 months and the centre to be launched only in October 2017).

¹⁶ Background information: 46 textile and garment industries took part in the baseline study. The sample was composed of 500 respondents (workers, general managers and/or owners) and a sample of line managers and trade union representatives. The survey took place in February-March 2016, while the baseline study report was published in November 2016.

Training on labour law in Tigray for employers, workers, and labour inspectors covered such topics as Ethiopian Labour Proclamation, Social Dialogue, Freedom of Association, Collective Bargaining, Grievance handling procedures and was perceived by participants as very useful as it covered the practical issues and was delivered in local language. The trainings were delivered by Mekelle University Legal Aid Centre, which has very experienced staff in labour law issues. Immediately after the trainings, BOLSA requested the Mekelle University Legal Aid Centre to give additional 3-day training for 120 participants (LIs, workers and employers from garment and other sectors) during February-March 2017.

Trainings for labour inspectors shows mixed results. On the one hand, after the training, ILO received an official request from MOLSA to support the process of ratification of ILO LI convention (C81). At the same time, the application of knowledge and skills in practice by labour inspectors is quite limited. Trained labour inspectors from Oromia region were not able to conduct any inspections after the training because they do not have resource to conduct inspection which is beyond the project control. In addition, retention rate of trained labour inspectors' trainers in Oromia BOLSA is quite high, i.e. from 16 trained LIs as trainers, 2 left Oromia BOLSA already. In Tigray, the situation is a bit better as there is lower turnover of labour inspectors. In interviews with Tigray BOLSA, they confirmed that they conducted labour inspections in 2016 and 2017; however, the main difficulties which they experienced are lack of PPEs and materials to measure the compliance with the standards and multifunctional nature of the job of labour inspectors.

All interviewed stakeholders highlighted the importance and usefulness of multi-stakeholders' forums as they gave them an opportunity to discuss together the industrial relations issues on regional level and enhanced collaboration among stakeholders to address the identified challenges. For example, in Oromia the multi-stakeholders' forums were established in zones, districts and towns where textile industries are based. As a result, for instance, in Gelan town, the established multi-stakeholder forum works with Labour Office which allowed to establish 5 TUs in this town in different types of factories.

Enterprise level

The project as planned selected 10 target enterprises in 2016 and added 3 new enterprises for provision of demand driven capacity building assistance during 2017. The selection criteria of target factories included such aspects as: (1) type of investors (foreign/domestic), (2) type of ownership (public/private), (3) size of the factory (101-500 workers, 501-1,000 workers or more than 1,000 workers), (4) type of value chain (textile processing/weaving/spinning), (5) type of production (export-oriented/domestic market), and (6) willingness to participate in the project. Taking into consideration that this is a pilot project, such approach allowed to reach different type of factories in order to see the impact of the project's intervention in different situation. The project applied also a smart approach in terms of factory level interventions modality, i.e. provision of tailor-made capacity building assistance through development of individual work plans for each participating enterprise in close coordination with factory management and based on gaps analysis. It allowed to create better ownership of results at factory level. Evaluation interviews with target factory managers and supervisors visited by the ET demonstrated that the project sent an important message to participating enterprises, i.e. the improvement of the working conditions lead to the improvement of competitiveness and increase in productivity. At the same time, in reviewing the provided documents and interviews with stakeholders, it is clear that a comprehensive capacity building approach used at target factories is more effective than just demand driven trainings at new factories because they are mostly demanded by managers rather than workers.

The vast majority of activities under this component are in process of completion and only few are planned for either the rest of 2017 or 2018 (i.e. conducting productivity trainings, continuation of provision of soft skills trainings and collection/dissemination of good practices).

As of August 2017, the project trained 1,869 workers and managers from 13 target factories on 12 different topics, an achievement which is 189% more than originally planned. In view of interviewed beneficiaries, the most useful were the soft skills, HR and OSH trainings. The results of the surveys among workers,

factory managers and supervisors organized in the framework of the mid-term evaluation highlighted the high relevance of the project events to their current work and functions, as well as to their organizational needs.

Figure 3. Results of the survey among workers (Sample: 34 respondents)

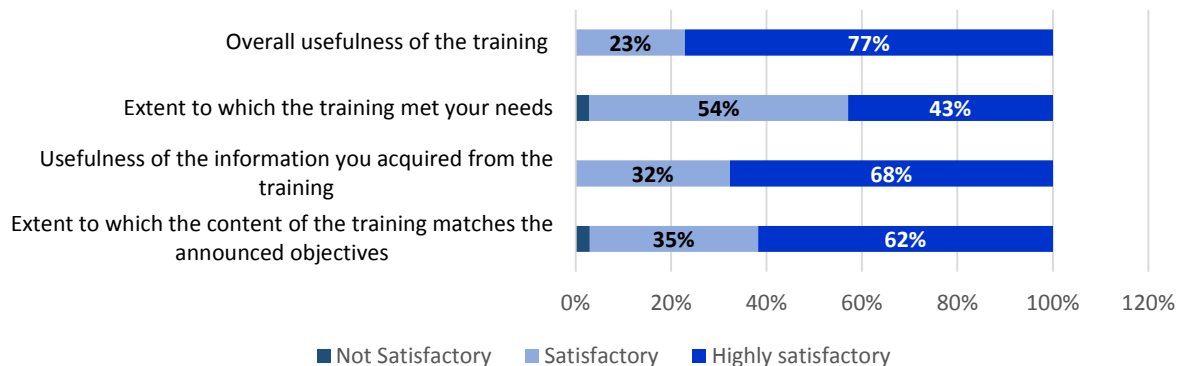


Figure 4. Results of the survey among factory managers and supervisors (sample: 15 respondents)

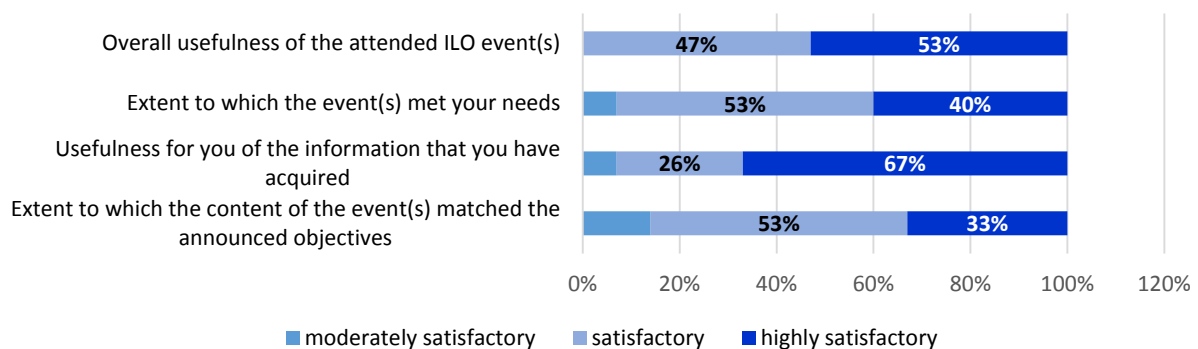


Figure 5. Value added of the ILO trainings (sample: 15 respondents)

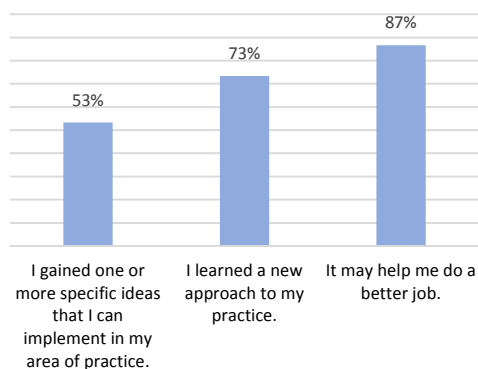
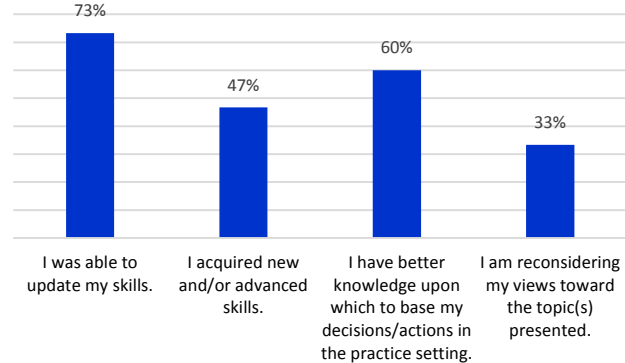


Figure 6. Benefits of the ILO trainings (sample: 15 respondents)



About 67% of the surveyed participants in the project’s trainings stated that they were able either to update their skills or improve their knowledge, 47% acquired new or advanced skills and 33% reconsidered their views towards the topic presented. For 87% of respondents the trainings also allowed them to do their job better and the other 73% learned new approaches that could be used in their practical work.

As a result of the project activities, the following key results have been achieved so far:

- 7 out of 10 target factories have functional OSH committees;
- 4 Women Committees were established at 4 target factories and one Women Association receives support from the project;
- 4 target factories out of 10 factories engaged in good faith CB;

- 10 enterprises developed HIV/AIDS and Sexual Harassment Policy.

Respecting the right to freedom of association and collective bargaining generally varies from factory to factory. In factories with public ownership, the conditions are generally better. But, in all factories, the managers would not openly oppose freedom of association and collective bargaining for this would bring confrontation with the country's rules and regulations. Similarly, the relationship between the managers and TU leaders is good in some of the factories but not in others.

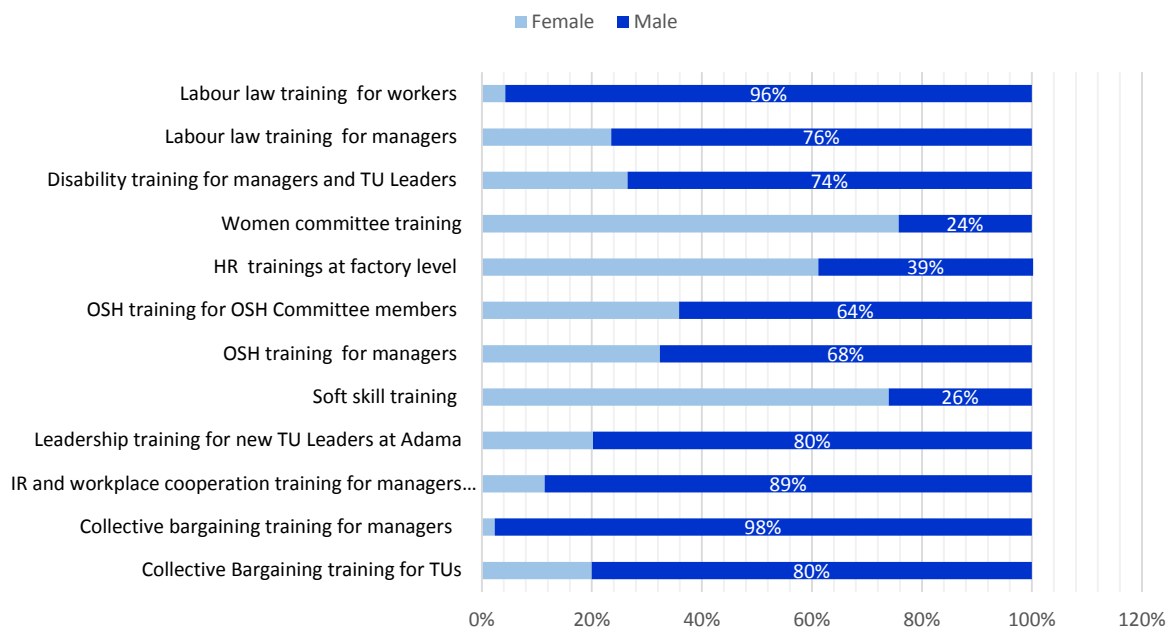
4.3.2. Gender equality

In general, the project promotes and takes into account gender mainstreaming aspects, although it lacks a comprehensive gender equality strategy. The analysis of project documents and interviews with project staff showed that the IR Garment Sector project used seven main ways to address gender issues during both the design and implementation of its activities, namely through:

- (1) incorporation of women issues in soft skills training and labour inspection and disputes settlement training,
- (2) prioritization of female workers to take part in all the project capacity building activities,
- (3) provision of trainings for Women Committees,
- (4) involvement of regional Bureaus of Women,
- (5) collaboration with CETU's Gender focal person,
- (6) inclusion of women issues into the factories HR policies, and
- (7) inclusion of gender into national action plan.

The project data, disaggregated by gender, showed that the project targeted over 70% of women workers from target textile and garment factories through soft skills training, and only an average of 8% of the participants in other type of trainings (CB, OSH, labour law, HR), were female.

Figure 7. Participants in the project capacity building activities disaggregated by gender (sample – 1,869 participants in project's trainings)



The low level of participation of women in the project's trainings on CB, OSH, labour law, HR could be explained by the fact that in Ethiopia, women's representation at supervisors and managers level is generally very low.

4.3.3. Challenges

The pace of the project implementation was influenced by a series of internal and external factors, which have an influence on the achievement of the expected results and smooth implementation of the Project. Those factors were identified during the interviews with the project staff, beneficiaries and counterparts as part of this mid-term evaluation.

Internal	<ul style="list-style-type: none"> ▪ Lack of previous studies and data in the area of industrial relations, working conditions ▪ Delays with project staff recruitment 		
External	<table border="1"> <tr> <td data-bbox="344 488 440 898">National level</td> <td data-bbox="440 488 1401 898"> <ul style="list-style-type: none"> ▪ Early stage of development of IR in Ethiopia ▪ Textile and garment sector is only emerging in Ethiopia (textile industry is only 5% of GDP in Ethiopia, while in Cambodia for instance it is 30% of GDP) ▪ Government staff turnover (change of two state ministers during 2016-2017, no permanent focal person at Mol) ▪ Different level of institutional development of social partners ▪ One of the key partner from employers' organizations (EEF) has a very limited number of members from textile and garment sector ▪ High expectations from the project from different group of stakeholders ▪ There is no coherent guide on setting minimum wage ▪ The lack of organized OSH support services and weak enforcement mechanism ▪ Lack of trained labour inspectors at national level </td> </tr> </table>	National level	<ul style="list-style-type: none"> ▪ Early stage of development of IR in Ethiopia ▪ Textile and garment sector is only emerging in Ethiopia (textile industry is only 5% of GDP in Ethiopia, while in Cambodia for instance it is 30% of GDP) ▪ Government staff turnover (change of two state ministers during 2016-2017, no permanent focal person at Mol) ▪ Different level of institutional development of social partners ▪ One of the key partner from employers' organizations (EEF) has a very limited number of members from textile and garment sector ▪ High expectations from the project from different group of stakeholders ▪ There is no coherent guide on setting minimum wage ▪ The lack of organized OSH support services and weak enforcement mechanism ▪ Lack of trained labour inspectors at national level
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	Regional level	<ul style="list-style-type: none"> ▪ Wide spread protest and civil unrest in one of target regions (Oromia) ▪ Turnover of staff at regional labour bureaus (labour inspectors in Oromia and head of BOLSA Oromia) ▪ Little or no proactive engagement of some partners (in particular BOLSA) ▪ Lack of trained labour inspectors at regional level 	
Factory level	<ul style="list-style-type: none"> ▪ Differences in target factories (type, size, years on the market, structure, level of organizational development) ▪ Dependence of the project on production situation of the factory and type of its buyers ▪ Lack of collaboration from some factories (in the middle of project implementation) due to resistance to introduce changes and/or time required to observe the changes of capacity building support ▪ Changes in focal persons/senior management at some target factories ▪ Low wages which create high staff turnover ▪ Low educational level of women workers ▪ Unavailability of OSH trained safety officer at the factories 		

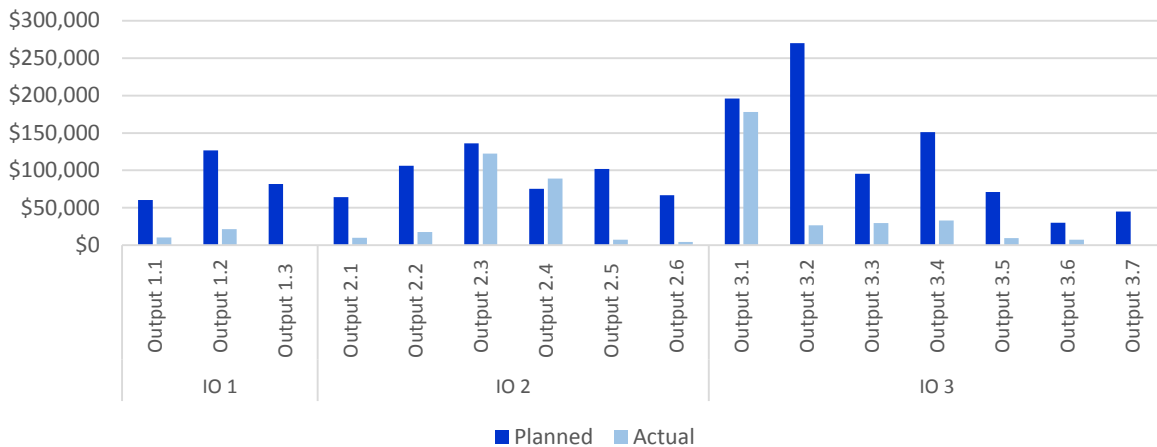
4.4. Efficiency of Resource Use

4.4.1. Cost effectiveness

The Project budget amounts to a total of US\$ 3,094,711, while the actual spending equals US\$ 1,327,434 as of August 31, 2017, i.e. the budget utilization rate from the planned budget constitutes 43%. The project's main donors are SIDA (95% or US\$ 2,954,711) and H&M (5% or US\$ 140,000).

In review of the project's disbursement history, as of August 2017, the IR Garment Sector Project received four out of five installments from SIDA and one installment from H&M in line with the schedules specified in the agreements. The last installment from SIDA is expected in October 2017. The total amount of funding disbursed by the donors at the time of mid-term evaluation is 85% by SIDA and 100% by H&M.

Figure 8. Budget allocations per component (planned vs. actual)



The biggest allocations (51% of the total budget or US\$ 858,550) went for IO3, and the smallest (16% or US\$ 269,100) to IO1. The rest 33% or US\$ 551,100 was allocated for IO2.

Figure 9. Project's implementation rate disaggregated by year¹⁷

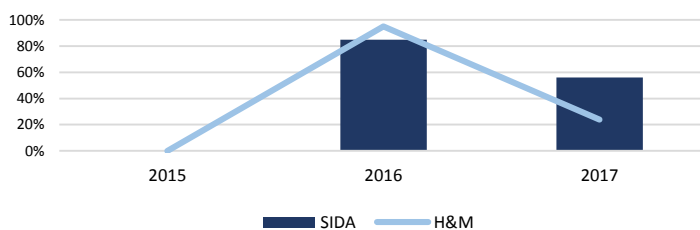


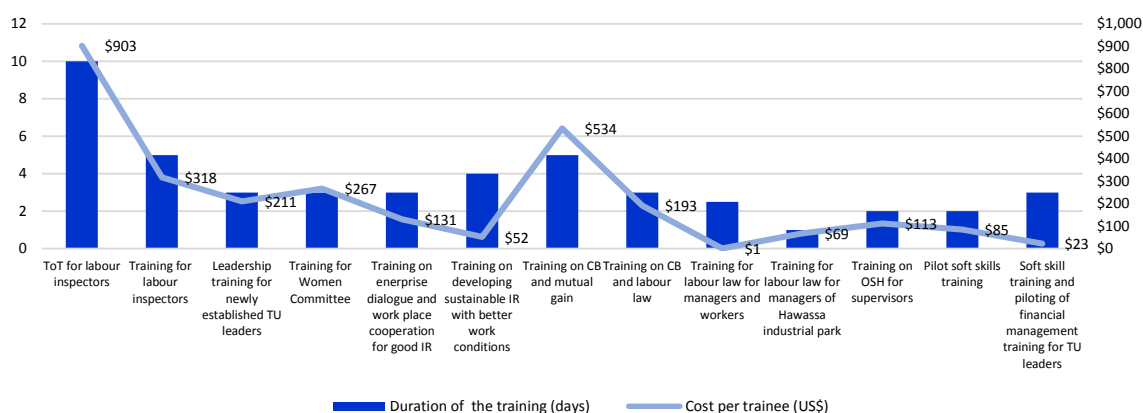
Figure 9 displays the project's slow start and how it caught up speed over the next years. The implementation rate in 2015 constituted 0% of SIDA and H&M funding, 85% of SIDA and 95% of H&M funding in 2016, and 56% of SIDA and 24% of H&M funding in 2017.

The project was not able to secure additional funding to target additional 10 factories as per ProDoc. At the same time, to complement the project's resources, the project team successfully established partnerships with target factories through in-kind contributions, in particular conducting the trainings in the premises of the factories and allocation of factory staff (workers, supervisors, managers) for participation in project's capacity building activities (with an average duration of 2 to 5 days) through substitution by other employees from other units/production lines in order to avoid production line stoppages. All of that allowed the project to have bigger coverage at enterprise level, e.g. added 3 new factories in 2017 for provision of demand driven capacity building support, trained 57% more trade union leaders (157 vs 100) and trained 189% more workers (1,083 vs 375) on personal financial management than originally planned.

¹⁷ Project implementation rate is presented for the funding which was received by the project from donors during the period September 2015-August 2017

The analysis of the financial reports indicates that the average cost of capacity building per trainee across component 2 and 3 was US\$ 223, with the highest cost under IO2 (US\$ 610) and the lowest under IO3 (US\$ 153).

Figure 10. Costs per different types of project capacity building activities¹⁸



The costs of trainings vary under and within two components depending on the training duration, type of capacity building activity (i.e. just training or package (assessment, training and follow up support), training venue (factory premises or hotel), translation equipment and services as well as stationery.

4.4.2. Timeliness of implementation

The project suffered some delays in implementation, i.e. the project was officially launched 6 months after the start of the project due to delays with the establishment of project office and lengthy approval procedures of the baseline study and institutional mapping. In addition, the major delays are occurring under IO1 and some under IO2. As evident from the desk review and interviews with stakeholders, establishment of multi-stakeholders' forum at national level delayed because of the change in the MOLSA leadership, while the establishment and operation of the IR Service Center took longer than expected due to lengthy recruitment procedures of the government. In its turn, the wide spread protest and civil unrest in the Oromia region and the subsequent declaration of the state of emergency delayed the implementation of the project at the regional level and in the target factories in the Oromia region during 2016.

4.5. Effectiveness of Management Arrangements

4.5.1. Management arrangements

The IR Garment Sector project has a decentralized structure and is administrated by ILO Addis Ababa. The project management is delegated to a project team composed of four staff members (International CTA, National Project Coordinator, Finance/Admin Assistant and Driver). The ILO Addis Ababa provided human resources and administrative support. Content-specific expertise is delivered by short-term individual experts (local and international), ILO staff (DWT Cairo, Abidjan (ROAF) and relevant technical units at headquarters) and private sector. The INWORK provides the technical backstopping for the project.

Overall, the project management structure was only partly effective, although it allows reaching sustainable and meaningful results. The roles and responsibilities within staff members are clearly defined. At the same time, the project lacks presence in the regions and has insufficient number of staff to advance all three project components with multiple sub-components at one time. In particular, the project would

¹⁸ The costs of trainings include such costs as Excolls/trainers, training venue, per diems and transport, stationery and other costs

benefit from having one more staff member at the regional level for provision of assistance in implementation of factory level activities.

Principally, the project management team is perceived as knowledgeable and experienced with dedicated staff members. The CTA is seen by interviewees (all the tripartite constituents) as a neutral and credible actor with a deep understanding of the country's industrial relations and the specific priorities and concerns of each group. In interviews with the donor representatives, they advised the project is professionally implemented, conformed to their requested inputs, and was responsive to information requests.

The project has engaged service providers to elaborate project training materials and guides, conduct assessments at participating enterprises. Their work and deliverables were perceived as having good quality by interviewed stakeholders, especially on OSH and soft skills trainings. Some interviews with factories managers underlined that HR trainings were useful, but the HR assessments conducted by HR consultants contain general recommendations which make it quite difficult for proper follow up.

The ILO Country Office in Addis Ababa, regional and Geneva-based technical experts are supportive and provided all necessary assistance to the project on a short notice.

4.5.2. Governance structure

In terms of governance structure, it is represented by the Project Advisory Committee (PAC) and national/regional TWGs. PAC is composed of high officials of the Ministry of Labour and Social Affairs (MOLSA), the Ministry of Industry, the Ethiopian Employers' Federation (EEF), the Confederation of Ethiopian Trade Unions (CETU), the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU), the Ethiopian Textile and Garment Manufacturers Associations (ETGMA), donors (SIDA, H&M) as observers and the ILO to provide overall strategic guidance for smooth implementation and to achieve the stated objectives of the project. The national/regional TWGs are composed, in the majority of cases, of technical level stakeholders who are involved in project planning, provision of assistance and guidance throughout project implementation. Regional TWGs are chaired by BOLSAs. PAC is supposed to meet twice a year; however, since August 2015 to September 2017, only one meeting took place. The main reason for it is the change in government's representatives as well as busy schedule of PAC members. At the same time, TWGs meetings are held more regularly, i.e. once a year. The majority of the interviewed counterparts perceived the present project governance structure as moderately effective, as it lacks the proper structure at regional level, which will be the same as PAC at national level as the project has the majority of activities in regions which are autonomous. In addition, all interviewed members of TWGs were dissatisfied with lack of incentives for participation in the meetings (i.e. absence of lunch allowances, reimbursement of transportation and communication¹⁹ costs). As evident from the interview with ILO, this is so as ILO is following the Programme Implementation Manual of the Government of Ethiopia. In spite of that, it is recommended for the project team to consider provision during conduct of TWGs meetings a lunch and reimbursement of communication costs of the head of regional TWGs, who are responsible for organizing the meetings and invitation of different group of stakeholders.

4.5.3. Partnerships and cooperation

The project demonstrated respect for the importance of stakeholder participation, and actively sought stakeholder input through structured periodic meetings and consultations. Evaluation feedback through interviews with project's stakeholders show that the project was able on the whole to establish strong partnerships both with good working relations and cooperation with relevant national, regional and local level government authorities, national and international partners and donors.

Table 2. Collaboration of the project with development partners working in the Garment and Textile industry

¹⁹ only for head of regional TWGs

Partner	Areas of Collaboration
UNICEF	<ul style="list-style-type: none"> ▪ The ILO and UNICEF agreed to collaborate, in the framework of UNICEF's rollout of Child Rights and Business Principles with a focus on the garment sector, through inclusion of policy commitments at factory level (during the development of the factory staff handbook) on issues pertaining to (i) employment of children, (ii) maternity rights, and (iii) hygiene at workplaces through OSH policies
UNFPA	<ul style="list-style-type: none"> ▪ Package of interactive training materials and conduct training for workers on reproductive health and gender based violence ▪ Training for factory HR staff on understanding gender-based violence and addressing situations in the factory ▪ Referrals linkages to health services providers surrounding the factories ▪ Support factory clinics to improve its service
UN Women	<ul style="list-style-type: none"> ▪ Technical Support (gender trainings for Women Committees)
GIZ	<ul style="list-style-type: none"> ▪ Collaboration in the area of occupational safety and health ▪ Support to ETGAMA
IndustriALL/FNV	<ul style="list-style-type: none"> ▪ Build the capacity of IFTLGWTU and CETU through support participation of Textile Federation in fashion week to promote unionization and conduct of TOT in CB
Solidaridad	<ul style="list-style-type: none"> ▪ Collaborate in the factories to avoid duplication of effort ▪ Support the IFTLGWTU
Save the Children/ Enterprise Partners	<ul style="list-style-type: none"> ▪ Assessment of labour demand and supply in Mekelle
ILO DANIDA project	<ul style="list-style-type: none"> ▪ Collaborated on IR Training manual development
Textile Working Group of Ministry of Industry	<ul style="list-style-type: none"> ▪ Attendance of the working group where all development partners in textile and cotton industries meet to brief on the performed activities in order to avoid duplications

Interviews revealed that the IR Garment Sector project has very good relations with the donors both at country and global level. SIDA and H&M participate in the PAC and national/regional TWGs as observers. At the global level, ILO, SIDA and H&M meet annually to map challenges and identify common solutions as well as share best practices among the different industrial relations projects implemented in Ethiopia, Cambodia and Myanmar. The project team is proactive and provides not only a constant update on the planned/implemented activities, but also tries to engage donors in the project implementation, e.g. design of the ToR for minimum wage study.

In addition, interviews with interlocutors showed that H&M is perceived more by the beneficiaries as a donor in this project rather than a buyer/stakeholder. It was mentioned that H&M has a good role to play for improving working conditions in factories because the factories are required to comply with the standards and maintain quality of products. However, the involvement of H&M as a technical partner in the project is limited and more work is required for formation of H&M image as an influencing buyer among textile and garment sector enterprises in Ethiopia.

Evaluation feedback through interviews with stakeholders and beneficiaries show that the cooperation overall was perceived as very good. Interviewed project partners (national and international) appreciated ILO's responsiveness and action-orientation. This seems to form a solid basis for continued cooperation and coordination.

4.5.4. Monitoring, reporting and evaluation

CTA and National Project Coordinator are responsible for M&E within the project. The Project paid a lot of attention for establishing a robust M&E system to monitor the progress in achievement of anticipated results. The strong aspect of the project's M&E system is that it used the Logframe as a management tool in its programming as well as baseline and end-line studies for measuring the project's achievement of the set objectives. The project indicators are systematically tracked and integrated into project progress reporting. The project activity tracking systems appear adequate as they include status of implementation of each activity, sources of verification and comments section for explaining the reasons of delays and/or achievement of medium-term results.

Although the project did not have a separate M&E plan, it had a well-established documentation system consisting of the ToRs, minutes of meetings, reports for trainings, activity reports, success stories, feedback sessions with trainees/management in target factories, narrative progress reports and project work plans. However, most of local service providers do not either conduct knowledge tests before and after delivery of the trainings or analyse such type of data, which in turn prevents the measurement of the level of improvement of knowledge and skills immediately after conducting activities. In addition, the ET has observed problems with data recording in many of the visited factories, government offices and the offices of social partners. As a matter of fact, the team has found very few partners who could readily provide the data the team requested for the purpose of the midterm evaluation. There appears to be a serious problem in data recording and keeping database for the activities of the project. Furthermore, the project would benefit from having a unified Training and Capacity Building Strategy for all its components. Such a plan could articulate a strategy for training and capacity building and could also necessitate the development of a more effective qualitative monitoring and evaluation mechanism which would provide the ILO with an opportunity to measure the long-term impacts and sustainability of training provision and in particular its efforts at institutionalizing training capacities within its tripartite partners and participating enterprises.

At the same time, the project has a very good reporting practice. The reporting of the ILO (within the organization and to donors) has been in accordance with agreed formats and time-frames. The feedback of donors received during this evaluation shows that the donors are very satisfied with the quality and accuracy of the ILO reporting. The progress reports prepared by the project team outlined the progress achieved in terms of activities, outputs and expected results in addition to the challenges associated with the implementation process and recommend a way forward.

4.6. Impact Orientation

Impact is the change, both positive and negative, produced or likely to be produced by the project. The IR Garment Sector Project is an ongoing project and all of the projected objectives have not yet been achieved. Some impacts can be measured statistically and some more subtle impacts can only be measured by observation.

4.6.1. Enterprise Level

At enterprise level, the project's focus was on capacity building and system strengthening. Accordingly, the impacts of the activities in the two areas are presented below.

a) Impact of the Capacity Building Activities

The capacity building activities focus on offering training to workers, workers' representatives, OSH committee members and HR management on soft skills, OSH and HR management respectively. The impacts of the trainings, according to key informant interviews and FGD participants, were on awareness, knowledge and attitudes of the beneficiaries. Whereas awareness and knowledge are cognitive characteristics that may have overlapping features, awareness can be considered as consciousness or rudimentary form of knowledge that lacks depth.

b) Improved Awareness

Many of the participants who provided data for this evaluation reported that most of the workers in the target factories have limited or no education. Consequently, they were not aware of even what appear for many to be simple and common knowledge such as awareness of one's rights and obligations as a factory worker. Likewise, most women workers were not aware of the existence of family planning schemes that they can use for birth control. The trainings offered by the project on different topics such as soft skills, OSH and HR were described by workers who participated in FGDs as important events that changed their way of thinking and behaving. As a result of the training, most workers are now well aware of their rights and obligations. With improved awareness of sexual reproductive health an increasing number of women have started to use family planning.

c) Better Knowledge and skills

One of the impacts of the project's capacity building activities on the participants' knowledge was reported to be due to the training on OSH. Two consultants were responsible to offer the training on OSH to selected OSH committee members in the target factories. The OSH consultants had assessed the trainees' level of knowledge by administering knowledge test before and after the training. In the two factories (Shints and Jay Jay) the results of the pre- and post-tests showed a substantial knowledge increase, i.e. improvement by 52% on average. This suggests that the training on OSH was useful in improving the knowledge of the OSH committee members.

The two consultants further stated that it is their strong belief that the improvement was not only in knowledge but also in skills. They confirmed that after the training, the OSH committee members developed skills that enabled them (a) to develop the OSH policy independently with little support from others, (b) to conduct risk assessment in each department on their own, and (c) to develop the OSH manual independently. According to the consultants, the activities the OSH committee members completed require skills and they developed these skills after the training.

d) Favourable Attitudes

Many FGD participants have reported change in attitudes toward, among other things, wise use of time, saving money and life in general. As a result, many have developed "I can do it" attitude. After participating in the training on soft skills (especially on time management), many of the workers have begun earning money by working after the factory's regular working hours. Many others (particularly women) have started saving after opening a bank account for the first time. Many workers have started wearing PPE for their own safety as a result of being convinced by the training though they used to avoid wearing them before the training. Trained OSH committee was motivated and take their own OSH initiatives by their own such as labelling of safety signs (at Almeda), arrange store for PEE (Ayka Addis) and calculating the direct and indirect cost of workplace accidents, diseases and sickness absence (at MAA garment).

In summary, the capacity building activities have impacted a large number of employees in one way or another. The impacts were generally reported by workers more so than by the management. Besides, it appears that the impacts of the capacity building activities differ from factory to factory. In general, in factories where the management has a strong commitment (e.g., Almeda, MAA garment and Ayka Addis), workers are generally happy and have interest in developing their knowledge and skills and that could enhance the factory's productivity and the creation of good industrial relations. It should be noted that the commitment of the management is judged in terms of their willingness to provide in-kind contributions, allocation of venue and providing time for the training of factory staff within the factory's compound or outside the factory.

e) Impact of strengthening the system

In addition to the capacity building activities, the project has exerted effort to strengthen the system in the factories through training and discussion with the workers, workers' representatives and the management about the importance of having Trade Unions, Training Centre, OSH Committee, as well as developing new or strengthening existing policies with regard to HR, HIV/AIDS and Sexual Harassment and OSH. These efforts have been fruitful in some factories but not in others. That is, as a result of the training and discussions, some factories now have Trade Unions, training centre, OSH committee as well as OSH and HR

policies among other things. But what are the impacts, if any, of having the TUs, training centre and the committees and policies in the factories?

According to one key informant, the establishment of the trade unions in factories has enhanced bipartite or tripartite discussion and dialogue in an effort to resolve labour disputes between employers and workers. Before the formation of the trade unions, workers usually pursued other ways of resolving the problem such as through the court or the intervention of the Textile Federation management. There will always be disputes between employers and workers, the key informant continued, but sitting down and resolving disputes through discussion and the intervention of the trade unions is a win-win for both parties. Consequently, more and more disputes are being resolved at the factory level through mostly bi-partite discussion and the number of disputes reaching the textile federation has dropped significantly.

Another impact of the training and establishing the trade union at Ayka Addis is the eight-hour working day. Employees had to work from 7:00 am to 7:00 pm (that is, for 12 hours) each working day in Ayka Addis. But immediately after the formation of the Trade Union, the factory began a three-shift system where employees work only in one shift only for eight hours with the same wage. A key informant expressed his strong belief that the eight-hour working day was the result of the formation of the trade union.

A further impact concerns OSH. Because of the training on OSH, OSH committees were established in some of the target factories and this led to developing OSH policy which was approved by the management of the factories. These exercises, in turn, have resulted in remarkable decrease in workplace accidents (e.g., spillage of chemicals, needle breaking, and electrical damage) in two of the target factories for which data were available. The number of accidents recorded in Ayka Addis was 537, 480 and 132 in 2015, 2016 and 2017 respectively whereas in MAA garment the corresponding number of accidents was 343, 259 and 151 respectively. In both factories, the number of workplace accidents has decreased at least by 10.6 per cent from one year to the next and this was, according to workers and the management, attributable to the better knowledge gained through the training on OSH and the formation of the OSH committee in the factories. The workers in Ayka Addis who participated in FGD further shared with the evaluation team their haunting memory of what happened in the factory in 2015: one worker lost his hand (mutilated) whereas another lost his fingers. According to the workers, there have been no such accidents since then.

In short, the strengthening of the OSH system in each factory is a step in the right direction. As shown above, this has brought about positive changes in few of the target factories. In some of the other target factories, however, the established committees were not as productive and effective as those in the other few factories and this, according to FGD participants, is due to the weak commitment of the management. Put differently, unless the management has strong commitment, there is no guarantee that establishing the committees will make them fully functional and effective in the implementation of the newly developed policies. In the remaining period of the project, it is important for the project to work with and convince the management of the factories to facilitate the smooth functioning of the committees as the management determines what can and cannot be done in the factories.

f) Impact on productivity

One can logically argue that absence of strikes, improved work ethics, and fewer workplace accidents, among other things, do impact productivity positively even though this cannot be directly observed. According to one key informant, for example, "There used to be frequent strikes in Ayka Addis that affect productivity. But because of the bipartite discussion that resulted from the training and formation of the trade union, there has been no strike these days. The employees are fully engaged in their work and this means that they are spending more time on work and this in my view increases productivity."

FGD participants also agreed that many of the changes described above as impacts of the capacity building activities and system strengthening (e.g., fewer workplace accidents, awareness of one's rights and obligations, improved knowledge about collective bargaining, the formation of trade unions, OSH committee and the approval of HR and OSH policies) benefit not only the workers but also the factory. This is because the listed impacts are directly related to improvement of the working conditions and this in turn

is related to productivity. More importantly, fewer workplace accidents means lower cost for medical treatment and fewer workers on sick leave, which is directly related to cost reduction and hence productivity.

It is very difficult to ascertain the impact of the project’s capacity building activities and system strengthening on the factories’ productivity in empirical terms. For one thing, the ET could not get adequate data on productivity. Secondly, even if data were available, it is difficult to establish cause-effect relationship between the project activities and productivity of the target factories for there could be a host of other variables that might confound the relationship. With this limitation in mind, the limited empirical data obtained from one factory (Ayka Addis Textile and Garment Group) confirm that there was a steady increase in productivity rate in the different factories (or different departments) of the company since 2015 as shown in the table below. The increase in productivity rate may therefore be attributed, at least in part, to the project activities.

Table 3. Productivity rate (in per cent) in Ayka Addis Textile and Garment PLC between 2015 and 2017

Department/factory	2015	2016	2017	Annual Average Increase in Productivity Rate
Spinning	51	55	58	3.5
Dyeing	48	55	60	6.0
Garment	50	65	70	10.0

In conclusion, the ET visited four factories and from the interviews, FGDs and surveys conducted with workers, supervisors and the management, the factories appear to differ in terms of the level of commitment of the management. In factories where the management is committed, there are efforts exerted to improve the working conditions through training and system strengthening and the project’s work plans were implemented smoothly with little or no problem. Finally, the team also observed that the workers were much more enthusiastic to and motivated by the project’s activities than the management.

4.6.2. Regional and National Levels

The impacts of the project activities at the regional and national levels are less visible than those observed at the enterprise level. This is something to be expected given the nature of the project activities planned at the different levels. Whereas the activities at the enterprise level are relatively easy and more concrete those planned for regional and national levels apparently are more difficult to accomplish. Besides, because the workers at the enterprise level have limited or no education, they can easily be satisfied with the project’s capacity building activities, however, this could not be the case at the regional and national levels.

In more specific terms, limited impact could be seen at regional level in the area of strengthening the capacity of labour inspectors (at BOLSA) and social partners (EEF and CETU regional branches). Despite the project’s efforts, key informant interviews suggest that the social partners are still weak and far from being fully functional. Staff turnover, low salary scale and vacant positions and/or shortage of staff have been reported as the major problems. Given the social partners’ limited capacity to play their roles fully, the project’s choice to collaborate with the Legal Aid Centre in Mekelle was a wise decision. The centre has great potential to support the project’s cause in the area of representing factory workers whenever they need legal support and representation in court. The centre can also serve as a source of resource persons if and when the project needs TOT in the remaining period of the project.

At the national level, limited impact has been observed in strengthening the capacities of MOLSA and social partners (EEF, CETU and Textile Federations). The project has supported particularly CETU and the Textile Federation in establishing trade unions in the target factories as well as in non-target factories. The project has also exerted effort in supporting EEF to have more members from the textile and garment sector. The project’s support was both technical (capacity building) and financial. In this regard, the project’s contribution was important for the social partners to implement their plans as their functioning is hampered by budget and staff constraints. The impact of the project activities at the national level is therefore supporting the social partners to register more members.

Overall, at both the regional and national levels, the impact of the project activities is limited. Almost all the reasons for the limited impact, however, were beyond the control of the project staff. For example, the turnover of key officials from government offices (e.g., MOLSA, BOLSA) is something that forced the project to go some steps back so as to convince and bring onboard some new partners who were appointed in place of those who left the same position.

4.7. Sustainability

Sustaining project activities requires building the capacity of stakeholders and strengthening the system or institutionalizing the activities. Though not explicit, the project also considered capacity building and system strengthening as its major means of sustaining its activities. Accordingly, the discussion below focuses on examining the project's capacity building activities and system strengthening and whether these have contributed sufficiently to sustaining the project's activities.

4.7.1. Enterprise Level

a) Capacity building

One of the strengths of the project is the number of capacity building activities it conducted to beneficiaries (workers, workers' representatives, OSH committee members, HR managers and management) in the target factories. The capacity building activities are mainly training on different topics: soft skills, OSH, HR and CBA. The project has offered TOTs in some factories and ordinary training in others based on the availability of individuals in the factories who are capable of being trainers themselves. Accordingly, in those factories where training was first provided to TOTs, the TOTs can continue conducting the training for the remaining workers and that way the training could be scaled up. In the other factories where there was no TOT, it would be difficult for the factories to scale up the training after the project's life time. Thus, sustaining the project activities would be difficult, if not impossible, in these factories.

Among the target factories, Almeda and MAA garment are in a better status as far as TOTs are concerned. Besides, the management and the workers in these two factories appeared to have little variation on the importance of the capacity building efforts and the commitment to continue offering the training after the current project's life time. Even in these two factories, however, the project needs to make sure during the remaining period that there are TOTs in adequate numbers and for all training topics.

Overall, with respect to capacity building at the enterprise level, ensuring sustainability of the project's activities has yet to be seriously addressed in most of the factories. The project needs to provide TOTs on each training topic for a selected group of individuals who have the commitment and if possible the competence to become TOT in an effort to make the factories self-reliant. In addition, for long lasting effect and sustainability of OSH outcomes at enterprise level, factories should be encouraged to have a trained OSH officer who can educate and mobilize workers, challenge managers, plan and implement OSH activities.

b) System Strengthening

System strengthening is the main strategy of ensuring sustainability. In this connection, a training centre with capable and committed TOTs is an important entity in the factory that can sustain the project's activities. It goes without saying that the manager's commitment is crucial for the centre to function well. Currently, some of the factories (i.e. Almeda, MAA garment and Ayka Addis) have established training centers. However, one of these three factories (Ayka Addis) does not have TOTs that can take responsibility of scaling up the training even though it has the training centre.

In general, establishing a training centre in the factory is a positive sign of sustainability. However, along with the centre, careful and long-term planning about the trainers is essential for turnover of one or two committed trainers may generally disrupt the smooth functioning of the centre. Thus, in terms of system strengthening, the project in the remaining period shall attempt to convince the management of each factory to establish a training centre which will manage the capacity building activities after the life time of the project. It is also advisable to strengthen the OSH committee (or department) in each factory so that the members can continue conducting the training on OSH to new and veteran workers. If strengthened, OSH committee members can also continue conducting risk assessment in the factories. There is a similar need to strengthen the HR department in each factory so that it can accomplish HR planning and conduct training on HR. All these indicate that the project has a lot to do to help the factories either launch new centers, committees or departments or strengthen the existing institutions in the remaining project period.

In summary, at the enterprise level, TOTs, OSH committee/department, HR department and the training centre are essential parts if the factories are to sustain the project's activities in the long term. At present, only two of the target factories (Almeda and MAA garment) have these entities in their structures. This means, the majority of target factories does not have one or more of the entities. This makes the effort to institutionalize the project's activities in the factories' structure very difficult and given the differences in the level of commitment of the management across the factories and the short remaining period of the project, it may not be realistic to expect the project to train TOTs and to convince the management of each factory to establish a training centre and the other departments at the same time. It will therefore be better for the project to get a no cost extension of three months to complete the planned activities.

4.7.2. Regional and National Levels

System strengthening at the regional and national levels focuses on strengthening the tripartite constituents (BOLSA, MOLSA and the social partners, CETU and EEF, among others) as well as strengthening the collaboration between the project and the legal aid centre in Mekelle and the establishment of the Industrial Relations (IR) service centre at MOLSA.

Despite the project's efforts to strengthen the tripartite constituents both at the regional and national levels, several problems (staff turnover including top officials, staff shortage, budget/financial constraint, overload work because of office work and additional work as labour inspectors or TWG members) have weakened them. Consequently, they have not been as strong as expected at the beginning of the project. A good example is the fact that MOLSA's state ministers left the position twice, once in 2016 and the second in 2017 and this has hindered implementation of the project's plan particularly at the national level. For this reason, the project came up with alternative strategies of utilizing the IR service centre and the legal aid centre to sustain at least part of the project's objectives.

Accordingly, the project has established close collaboration with the Legal Aid Centre in Mekelle, which provides legal advice and legal representation in court. In 2016, for example, the centre has legally represented 21 individuals in court. It also provides legal advice on average to more than 2,000 individuals each year. Despite the small number of staff working there, the project's decision to collaborate with the legal aid centre is a wise one for the staff are university instructors who need little, if any, support in capacity building. The staff of the legal aid centre can support the project in several ways: as resource persons in strengthening the capacity of the social partners and as lawyers in providing legal advice to factory workers and in representing them in court whenever such need arises. Besides, given the limited capacity of CETU and EEF Tigray branch offices, collaboration with the legal aid centre is crucial. But it is important for the project to create a forum where the legal aid centre on the one hand and CETU and EEF Tigray branch offices on the other can discuss how they can work together after the end of the project period. Connecting the three and possibly the nearby factories too could help create a network of stakeholders that can sustain the project's objectives/activities.

The project's main sustainability strategy at the national level is establishing the industrial relations (IR) service centre anchored into the existing structures of MOLSA. The centre is envisioned to be a one-stop information hub which provides capacity building and advisory services to the private sector, workers, employers and trade unions. According to the plan, among other things, the centre prepares and disseminates user friendly information, offers induction training, needs based training and coaching upon request, conducts research and creates and facilitates referral linkages with key stakeholders. The centre will work closely with the tripartite constituents, Ministry of Industry, Investment Agency and other key ministries at the national level and the corresponding structures at the regional level.

The centre is expected to increase coordination and collaboration among service providers (e.g., universities and/or legal aid centers can assign staff as legal advisor) and generate income by charging fees for some of the services it provides in the long run. At the time of the midterm evaluation, the offices for the centre at MOLSA were refurbished and staff recruitment was in progress. The centre is expected to be inaugurated in October 2017. In principle, establishing the centre to provide the aforementioned services is a good strategy to sustain the project's objectives and activities beyond the duration of the project. For

this to happen, however, the project needs to strengthen the centre materially and with committed staff, make it an integral part of MOLSA, create collaborations with universities and their legal aid centers, and ensure its long-term existence and functioning beyond the project period.

In summary, ensuring sustainability of the project's objectives and activities at the enterprise level requires providing TOTs on each training topic and convincing the management to establish a new or to strengthen the existing training centers, OSH and HR committees or departments. These are essential activities to be completed in the remaining project period. At the time of the midterm evaluation, only two (Almeda and MAA Garment and Textile) of the target factories were in good standing to sustain the project's activities with limited support from the project in the remaining period particularly on providing TOTs. The remaining factories need much more support from the project in the remaining period because they do not have one or more of the entities mentioned above (TOTs, training centre, OSH and HR committee or department). At the regional and national level, strengthening the system particularly the collaboration with the legal aid centre in Mekelle and the establishment and strengthening of the IR service centre at MOLSA are central in the effort to ensure sustainability in the remaining duration of the project.

V. Conclusions and Recommendations

5.1. Conclusions

Overall	On the whole, The IR Garment Sector Project enjoys high relevance, which was reinforced throughout the project implementation due to the increasing number of industrial parks that are being established in the country. It is the only project in Ethiopia which is focusing on two important aspects at the same time, i.e. improving working conditions (workers' side) and productivity (employers' side). The project is strategic, demand driven and timely; however, it requires long-term engagements to achieve tangible impact and ensure sustainability at each level of intervention.
Relevance and strategic fit	The project is entirely consistent with priorities affirmed by the Government of Ethiopia in its Growth and Transformation Plans, donors' (SIDA and H&M) strategies, UNDAF for Ethiopia and ILO's DWCP for Ethiopia. The project also fully corresponds with the needs of the direct beneficiaries, as the project's implementation modality was defined based on the needs identified through a baseline study undertaken at the commencement of the project.
Validity of design	The project design is generally valid, although quite ambitious in terms of scope, budget and duration. Consultation during planning and design phase was done primarily with tripartite constituents at national level with limited involvement of regional and factory levels stakeholders. All components of the project are interlinked. In some areas of the logical framework, however, there is space for improvement, in particular with regard to creation of better linkages between factory level and national level interventions. Though assumptions and risks were defined in the project document, insufficient attention was paid to the level of importance of commitment and willingness of the management of target factories to cooperate with the project and implement the necessary improvement plans.
Project effectiveness	Despite the challenging environment, the IR Garment Sector project demonstrates good achievements towards reaching the anticipated results at factory level or even exceeding some targets, while less visible results can be observed so far at national and regional level. The project promotes gender mainstreaming aspects wherever applicable; however, it lacks a comprehensive gender strategy. Gender issues were considered through incorporation of women issues in soft skills, labour inspection and disputes settlement trainings, inclusion of women issues into the factories HR policies, collaboration with Women Committees, regional Bureaus of Women and CETU's Gender focal person.
Efficiency of resources use	The project is efficient overall and is accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). With the interest to achieve demonstration and learning, the project allocated half of the budget for factory level activities, one third for regional and the rest for national level interventions. The budget utilization rate is reasonable and constitutes 43% from the total planned budget. Nevertheless, the project suffered some delays in implementation at national and regional level due to a number of external factors that were beyond its control.
Effectiveness of management arrangements	The ILO country office, regional specialists and Geneva-based program officers provided adequate support and consultants were used strategically, but the project management arrangements might have been more effective with additional staff in one of the target regions to handle the large number of planned activities at factory level. The ILO project team has been consistently praised for being professional, helpful, flexible and responsive. The project governance structure is not optimal as it lacks the proper structure at regional level. The project established and has functional

	<p>working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose. Strong collaboration was established with donors both at country and global level. Overall, the project monitoring system is effective in producing up-to-date, key data and reports, while data management system at participating enterprises and tripartite partners should be further strengthened.</p>
<p>Impact orientation</p>	<p>The project has shown the positive signs of short-term impacts at individual and institutional level at participating enterprises through capacity building and awareness raising on soft skills, labour law, SD, CB, OSH, HR as well as strengthening of different organizational structures like Trade Unions, Women Committees, OSH Committees, HR Departments, and Training Departments. Nonetheless, limited impact could be seen at regional and national level in the area of strengthening the capacity of MOLSA, BOLSA and social partners due to the external factors (i.e. budget and staff constraints). Therefore, further support is needed to ensure the long-term impact in terms of improvement of the industrial relations, working conditions and productivity in textile and garment industry.</p>
<p>Sustainability</p>	<p>The project's sustainability varies depending on the partner. Ownership still needs to be reinforced at each level of intervention. Therefore, more focus is needed on institutionalization of the IR Garment Sector Project activities within the remaining timeframe of project implementation.</p>

5.2. Recommendations

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance/ Time frame for the implementation	Resource implications to implement the recommendations
Recommendations for current phase of the project				
Effectiveness	Recommendation 1: To consider no-cost extension for at least 3 months to complete all planned activities at all levels of the intervention. The level of commitment of the management and staff turnover are two important factors that hindered implementation of the project's activities according to schedule.	Donors (SIDA and H&M)	high/short-term	none
Sustainability	Recommendation 2: To develop a sustainability plan for the IR Garment Sector Project which should both outline the steps that should be taken throughout the rest of the implementation period to ensure sustainability and describe how the tripartite partners and participating enterprises need to carry the project results forward. It is also recommended that in the future, issues of sustainability be part of the funding and agreement with partners at all levels. It is also recommended to compile the good practices for being able to share the project's experiences of interventions at factory level among all interested stakeholders.	ILO IR Garment Project Team, Tripartite constituents, target factories	high/short-term	none
Effectiveness of management arrangements	Recommendation 3: To support stakeholders at all levels of intervention in improvement of the data management through identifying the reasons for gaps in data recording and providing training to selected individuals from the stakeholders and project beneficiaries (CETU, EEF, MOLSA, BOLSA, the target factories and other stakeholders). The trained individual will then become the data recorder for the particular stakeholder office at least during the project period.	ILO IR Garment Project Team, Tripartite constituents, target factories	high/short-term	low
	Recommendation 4: To initiate discussion with UN Country Team on the need for revision of allowances (hotel allowances, transportation costs) for participants of project's events. This may allow ensuring better and more active participation of stakeholders at project governance structure at both national and regional level.	ILO CO Addis Ababa	high/short-term	medium

Impact orientation	Recommendation 5: To work on improving the managers' willingness and commitment to the project's activities through (1) creating a forum where managers from different factories can discuss and share their experiences and (2) offering trainings to managers of different target factories together.	ILO IR Garment Project Team, target factories	high/short-term	low
Recommendations for subsequent phases of the project				
Overall	Recommendation 6: To initiate discussion with the donors as early as possible with regard to Phase II of the project with the duration of 3-4 years including inception phase of 6 months. The reasons for that are threefold: (1) strongly requested by project's stakeholders in order to achieve greater impact, (2) there is a need to ensure proper sustainability of this phase of the project, and (3) with the increasing number of industrial parks that are being established in different parts of the country (e.g., Hawassa, Mekelle, and Kombolcha), many more textile and garment factories are expected to begin their production in the near future. These factories will employ a large number of workers and with this come the need for unionization, training, establishing OSH and HR committees and developing policies so as to create good working conditions and industrial relations. Accordingly, more attention needs to be given to offer the capacity building to TU leaders.	ILO CO Addis Ababa, Donors (SIDA and H&M)	high/short-term	none
	Recommendation 7: To integrate the learning from the ILO IR Garment Sector Project during formulation of the next Decent Country Programme (2018-2020) and expand the programme coverage to leather and construction sectors due to high labour intensity of these industries and absence of equal pay for equal work.	ILO CO Addis Ababa	medium/medium-term	none
Validity of design/ Effectiveness of management arrangements	Recommendation 8: The design of the subsequent Phase of the Project should have the following structure: a) focus on the same levels: national, regional and enterprise b) target enterprises: medium and large; c) include into the subsequent phase both new and existing factories, but differentiate the assistance based on the needs of these two groups; d) continue to focus on employers and workers organizations to ensure	ILO CO Addis Ababa, Donors (SIDA and H&M), Tripartite constituents and other relevant stakeholders	high/medium-term	high

- complementarity with the Better Work Programme which is expected to start in Ethiopia in 2019
- e) expand the coverage of partners: Ministry of Construction, tenant associations
 - f) develop a gender strategy for the project which would clearly describe the approach for gender mainstreaming and promotion of better female labour force participation
 - g) have more focus on women rights which go beyond the gender trainings, in particular access to services and provision of legal aid for women workers
 - h) include awareness raising activities for workers and employers in subsequent phase of the project to improve perceptions/understanding of society about IR
 - i) change the approach towards capacity building: outsourcing some of the function of Labour Inspection to the private sector given the change of the industrial model in the country and the need to have good quality inspections, continue to work on grievance handling but with inclusion of labour courts (1st instant courts), more focus on industrial parks through delivery of orientation trainings for workers and supervisors in industrial parks, continue to work on institutional building for the creation of safety system at enterprise level, continued capacity building of tripartite partners and institutionalization of trainings through development of training curriculum on OSH and IR for Universities which are near to the industrial parks and Vocational Institutions
 - j) promote more involvement of funders in the project implementation (especially H&M as a buyer/stakeholder) through greater participation in institutional building activities
 - k) project management team should be expanded: CTA and 2 Financial/Admin Assistants should

	<p>be based in Addis Ababa, while National Project Coordinators should be based in the ILO Country Office or branch office of ILO, if this is opened to maintain neutrality in their roles</p> <p>l) project governance structure should be established both at national and regional level to ensure proper coordination of project's activities. The suggested frequency of PAC meetings is semi-annually</p>			
Validity of design	<p>Recommendation 9: In the design of the future projects involve all tripartite constituents and other stakeholders from all levels of intervention and do it before the finalization of ProDoc with the development partners.</p>	ILO CO Addis Ababa	high/long-term	none
	<p>Recommendation 10: To consider introduction of the practice of development theory of changes for its interventions, which would explain logical path from activities/outputs through intended outcomes/objectives to anticipated impacts.</p>	ILO CO Addis Ababa	medium/long-term	none
Effectiveness of management arrangements	<p>Recommendation 11: To strengthen the Monitoring and Evaluation System to better manage the process of monitoring, analyzing, evaluating and reporting progress toward achieving the project's objectives. This should be done through development of a Performance Monitoring Plan (PMP) for the interventions and preparation of the standardized templates of data collection tools such as trainers' reports, feedback questionnaires, etc.</p>	ILO CO Addis Ababa	medium/long-term	none
Sustainability	<p>Recommendation 12: In future projects, to identify strategies at the planning phase that will lead to sustainability of core project outputs and outcomes within the project timeframe. Prioritize the identified sustainable actions and closely monitor their progress to allow for early identification of any barriers or challenges. Adjust or add to these sustainability strategies as needed</p>	ILO CO Addis Ababa	medium/long-term	none

VI. Annexes

Annex 7.1. Lessons Learnt and Potential Good Practices

ILO Lesson Learned No1: Realistic project objectives, time frame, and scope are crucial to success

Project Title: Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia

Project TC/SYMBOL: ETH/15/02/SID

Name of Evaluators: Katerina Stolyarenko and Seleshi Zeleke

Date: October 2017

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)	An important lesson learned of the IR Garment Sector project is the need for realistic time frames and goals when planning interventions related to improvement of industrial relations, working conditions and productivity. Administrative and institutional changes take time, and the duration of project is too short (just 36months including 6 months of inception phase), and goals too ambitious, to achieve intended results. Therefore, technical assistance offered in the field of improvement of industrial relations and social dialogue structures and processes at enterprise, sectoral and national level should be planned for a longer period of time, possibly in the form of a programme rather than projects, to allow for the generation of lasting results and impact.
Context and any related preconditions	<ul style="list-style-type: none"> ▪ Project was designed without proper consultations with Constituents at regional and factory level
Targeted users/ Beneficiaries	<ul style="list-style-type: none"> ▪ Tripartite partners ▪ Factories managers and supervisors ▪ Workers and union leaders
Challenges/negative lessons - Causal factors	<ul style="list-style-type: none"> ▪ Inability to deliver all planned outputs within set timeframe ▪ Insufficient time for sustainable capacity development of tripartite partners and participating enterprises ▪ Difficulties in demonstrating tangible results because of coverage of many levels and topics
Success/Positive Issues - Causal factors	<ul style="list-style-type: none"> ▪ Understanding of the necessity to introduce theory of change in all phases of the project implementation to ensure long-term impact and sustainability of the project
ILO Administrative Issues (staff, resources, design, implementation)	<ul style="list-style-type: none"> ▪ Delays in project implementation ▪ Overburden of project staff due to high volume of work

ILO Lesson Learned No2: Institutional building for improving labour compliance and social development requires long-term interventions

Project Title: Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia

Project TC/SYMBOL: ETH/15/02/SID

Name of Evaluators: Katerina Stolyarenko and Seleshi Zeleke

Date: October 2017

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)	An important lesson learned of the ILO IR Garment Sector project is the need to enhance capacities of regulatory bodies to better enforce labour laws and upgrading and reorganization of the Government institutions (MOLSA, BOLSA) to meet the contemporary demand of the industry. Therefore, technical assistance offered in the field of social development requires long-term interventions and need to be embedded in the vision of change for the industry
Context and any related preconditions	IR Garment Sector project invested in resources for undertaking some comprehensive studies of textile and garment industry in Ethiopia. The studies showed the need for reform of government agencies (labour inspection service, labour disputes machinery) as well as improvement of reliable statistical data of labour administration for better enforcement of the labour law
Targeted users / Beneficiaries	<ul style="list-style-type: none"> ▪ Tripartite partners
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> ▪ Periodic turnover of government employees' interrupts and hinders processes aimed at generating institutional capacities to face the problem ▪ Understaffing of Government institutions for being able to undertake regular inspections of factories by different inspection authorities
Success / Positive Issues - Causal factors	<ul style="list-style-type: none"> ▪ Strengthening employers and workers organizations capacities to act as interlocutor with the government is a complementary strategy that can ensure a certain degree of continuity in the institutional strengthening efforts ▪ Capacity building is essential but must seek to build on existing capacities of tripartite partners
ILO Administrative Issues (staff, resources, design, implementation)	<ul style="list-style-type: none"> ▪ Limited project duration for creation of changes of the system

ILO Emerging Good Practice No 1: Capacitating the labour force of the textile and garment industry through soft skills training

Project Title: Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia

Project TC/SYMBOL: ETH/15/02/SID

Name of Evaluators: Katerina Stolyarenko and Seleshi Zeleke

Date: October 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The IR Garment Sector project aims to enhance decent work and contribute to improved productivity in textile and garment sectors. This was achieved through provision of soft skills training to workers to empower them to successfully balance their work and personal lives by developing skills in key areas such as goal setting, leadership, time management, financial literacy and labour law.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>Based on IR Garment Sector project experience, the following conditions seem to be important for its successful implementation:</p> <ul style="list-style-type: none"> ▪ Selection of service provider which has experience in trainings provisions ▪ Undertaken training needs assessment among women workers ▪ Development of soft skill training programme composed of trainers' and learners' manuals ▪ Piloting of training manual on reliable sample of workers from different factories with involvement of workers organizations and government as observers ▪ Finalization of the training package and roll out of training ▪ Application of adult training approach that emphasizes real or simulated situations in which the trainees will eventually apply the learnings ▪ Focus of training techniques on letting participants learn from their own experience, providing easy means for learning specific knowledge, skills and attitude that are stated under the learner's objectives ▪ The optimal ratio of theory and group works, role plays, case stories: 25%/75% ▪ Training composed of two parts: soft skills training (2 days) and financial literacy (1 day) ▪ Ideal duration: 3 days consecutively ▪ Target audience: young workers ▪ Soft skills training contains such topics as goal setting, rights and responsibilities of workers, self-confidence, self-awareness, self-esteem building, analysis of own assets (personal and environment), communication including conflict resolution, information needs to become successful workers (types and sources of info), health (reproductive health, HIV/AIDS), and gender relations ▪ Financial literacy includes such topics as saving and investments, financial service providers, analysis of income and expenditures ▪ Venue of conducting training: factory premises ▪ Trainings evaluation: pre-post knowledge tests, end of training evaluation ▪ Need to undertake impact assessment and communicate the results to the factories management in order to have support to conduct further training

	<p>Limitations</p> <ul style="list-style-type: none"> ▪ Workers receive orientation from factories, which is not sufficient and apparently is one of the causes for poor industrial relations ▪ Factory management teams do not give priority for trainings for workers as they do not see the impact of the trainings immediately ▪ Huge gap in knowledge and information at factory level ▪ Low educational level of workers ▪ Unpredictable orders schedule by the factories, which creates difficulties with planning the timing of the training programme ▪ Communication gap between TU leaders and workers ▪ Availability of experienced trainers to deliver the trainings ▪ Necessity to conduct trainings in local language(s) ▪ Time required for quantitative data analysis of trainings evaluation forms
Establish a clear cause-effect relationship	<p>The key achievements of the practice for workers:</p> <ul style="list-style-type: none"> ▪ Increase in knowledge on different topics, information on different aspects of life ▪ Improvement in communication skills, attitudinal changes to work and themselves ▪ Improvement in work discipline and working ethics due to increase in the sense of responsibility by workers ▪ Improvement in workers job motivation, i.e. workers start to work with goals ▪ Improved savings habits, additional engagement outside the workplace to increase earnings ▪ Change in perception towards workplace, i.e. recognition of factories' assets as their own resource
Indicate measurable impact and targeted beneficiaries	<ul style="list-style-type: none"> ▪ Factory workers ▪ TU leaders
Potential for replication and by whom	With the necessary modifications, it can be replicated in any country.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<ul style="list-style-type: none"> ▪ ILO policy outcomes within the DWCP for Ethiopia for 2014-2016, Outcome 2 'Strengthened harmonious labour relations through social dialogue'
Other documents or relevant comments	N/A

ILO Emerging Good Practice No 2: Conducting of baseline and end-line surveys as well as mappings in different thematic areas to measure the impact of the project's interventions

Project Title: Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia

Project TC/SYMBOL: ETH/15/02/SID

Name of Evaluators: Katerina Stolyarenko and Seleshi Zeleke

Date: October 2017

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The IR Garment Sector project focuses on improving industrial relations for Decent Work and sustainable development of the textile and garment industrial relations. One of the tools used was identification of key challenges of building decent working conditions and responsible manufacturing industries in the sector prior to start of the intervention. This will allow to assess the project contribution to the development of socially sustainable textile and garment industry.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>Relevant conditions</p> <ul style="list-style-type: none"> ▪ Conducting of baseline and endline surveys in all targeted factories using the same methodology and tools ▪ Adoption of the quantitative methods of data collection ▪ Conducting of thematic mappings, e.g. institutional mapping of textile and garment industry in Ethiopia, CBA mapping report of textile and garment sector in Ethiopia <p>Limitations</p> <ul style="list-style-type: none"> ▪ Availability of experienced service providers which undertake baseline and endline surveys, thematic mappings ▪ Necessity of having budgets for evaluation of impact of the project
Establish a clear cause-effect relationship	<p>The key achievements of the practice were:</p> <ul style="list-style-type: none"> ▪ Conducting of the baseline survey to establish a baseline for the evaluation of factory level outcomes against key performance indicators as well as to situate the participating enterprises in relation to a range of critical sectoral averages and benchmarks ▪ Conducting of institutional mapping which allowed to identify capacity gaps of industrial relations and labour administration institutions in Ethiopia at both federal and regional level ▪ Analysis of CBAs from a sample of textile and garment factories to identify employment benefits and conditions of CBAs that are above, equal to or below than those provided by the law as well as terms and conditions introduced by the CBAs ▪ Endline survey is planned to be conducted 3-4 months prior to the end of the project
Indicate measurable impact and targeted beneficiaries	<ul style="list-style-type: none"> ▪ Tripartite constituents ▪ Factories
Potential for replication and by whom	With the necessary modifications, it can be replicated in any country.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<ul style="list-style-type: none"> ▪ ILO policy outcomes within the DWCP for Ethiopia for 2014-2016, Outcome 2 'Strengthened harmonious labour relations through social dialogue'
Other documents or relevant comments	N/A

Annex 7.2. Terms of Reference

Background of the Project

Over the past twelve years, Ethiopia has sustained double-digit growth with significant improvements in food security and human development indicators and declining poverty. This has resulted in the decline of the incidence of poverty to a level of 29.6 per cent in 2011 (UNDAF 2011-2020). Ethiopia has a large population, 96.96 million people, which is the 2nd largest in Africa. The proportion of Ethiopia's working-age population that engages in the labour market, is high. However, disparities do exist between young females and young males as young females have lower labour force participation rate (74.8 percent) than young males (81.0 percent). Youth unemployment is higher than the national employment rate, and it is mainly driven by female youth unemployment which is remarkably high (10.8 percent in 2015 compared to 5.5 percent for male youth).

The development strategy of Ethiopia has been articulated in its five-year Growth and Transformation Plan (GTP II) 2016-2020. The overarching objective of GTP II is the realization of Ethiopia's vision of becoming a lower middle-income country by 2025. Thus, GTP II aims to achieve an annual average real GDP growth rate of 11 percent within stable macroeconomic environment while at the same time pursuing aggressive measures towards rapid industrialization and structural transformation. The plan accords due emphasis to bring significant growth of the manufacturing industry so that it plays leading role in job creation, technology learning, structural shift in Ethiopia's export and address trade imbalance.

The textile and garment industry is generating a new dynamism in the development of the manufacturing sector attracting foreign direct investment and creating jobs. The industry is expected to pave the way for the country's industrialization and contribute to the pro-poor development goal. However, it faces challenges related to industrial relations, working conditions, productivity, logistics, back and forward linkages and infrastructure that require action to improve governance and develop effective frameworks and practice. The experience of existing factories shows that skilled human-power is not sufficient to fulfil international demand where time and quality are determining the competitiveness and success of the production and markets. In addition, industrial culture is at its infant stage within the potential work force as well as the larger community. There is an urgent need of understanding expectations of parties, employer and employees (job seekers). The industry demands the availability of human-power with the right attitude and technical competence at all levels of work, such as operator to production manager; support staff for merchandising as well as mechanics.

In order to address some of the challenges mentioned above, the ILO in collaboration with the tripartite partners and with financial support from SIDA and H&M developed a project. The project aims to contribute to national development by supporting the development of socially sustainable textile and garment industry through improved labour relations, productivity, wages and working conditions. For this purpose, the project takes a multi-pronged approach working at national, sectoral and enterprise levels of assisting the government, social partners and major stakeholders of the industry at various levels in their efforts. The project seeks to improve productivity, promote social dialogue within and between the parties, and improve wages and working conditions through nurturing sound labour relations practices and promoting collective bargaining.

Link to the Decent Work Country

The project supports the realization of the following two Decent Work Country Programme Outcomes namely;

- 1) DWCP Outcome One: Relevant conventions on labour standards ratified, enforcements and implementation improved
- 2) DWCP Outcome Two: Strengthened Harmonious labour relations through social dialogue.

Project Management Arrangement

The project is managed by a Chief Technical Advisor (CTA) based in Addis Ababa and reports to the director of the ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan. The project also has national programme coordinator (NPC) and an administrative assistant working closely with the CTA in achieving the project goals.

The project is technically backstopped by WORKQUALITY/INWORK for the technical quality of project implementation and for the effective delivery of planned activities, outputs and objectives along with technical support from relevant specialists from the ILO's Regional Office and Decent Work Support Team in Pretoria and relevant technical units at ILO HQ.

To ensure national ownership, the Project is guided by a National Steering Committee (NSC) which is composed of high officials of the Ministry of Labour and Social Affairs (MOLSA), the Ministry of Industry of the Government of Ethiopia, the Ethiopian Employers' Federation (EEF), the Confederation of Ethiopian Trade Unions (CETU), the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU), the Ethiopian Textile and Garment Manufacturers Associations (ETGMA), SIDA H & M and the ILO. The main role of NSC is to provide guidance on policy and technical matters relating to the implementation of the Project ensuring harmony with other national efforts of relevance.

The responsibilities of the NSC include:

- Review and advice on the annual project work plan prepared by the CTA and the NPC in consultation with the Technical Working Group;
- Review the annual progress report of the CTA and the NPC and suggest any required adjustments in the implementation of the project activities;
- To the extent possible, ensure coordination of the project activities with other similar National programmes and with other ongoing complementary interventions;
- Advise on the mobilization of resources for the continuity of project activities;
- Advise and approve any technical matters of the Project.

A Technical Working Group is also established, consisting of Ministry of Labour and Social Affairs (MOLSA), the Ministry of Industry of the Government of Ethiopia, the Ethiopian Employers' Federation (EEF), the Confederation of Ethiopian Trade Unions (CETU), the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU), the Ethiopian Textile and Garment Manufacturers Associations (ETGMA), H&M and the ILO.

The Technical Working Group is chaired by the MOLSA. The responsibilities of the Technical Working Group shall include:

- In close consultation with the CTA and the NPC, follow up the activities of the Project;
- Engage in a prioritization of project outcomes and outputs for implementation;
- Appraise and endorse technical and progress reports and submit the same to the NSC for approval

Purpose of the Evaluation

The main purpose of the mid-term evaluation is to assess projects progress towards the outcomes. The Evaluation is also intended to identify challenges, opportunities and lessons learned and make recommendations that the donor, ILO, the project team and partners will use to improve implementation of the project.

Scope of the Evaluation

The evaluation is expected to cover the project period from start until now and all the project components implemented.

Clients

The primary clients of the evaluation are the donor, ILO, the government, partners as well as other relevant stakeholders. The evaluation process will be participatory. The Office and stakeholders involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

- i) relevance and strategic fit,
- ii) validity of design,
- iii) project progress and effectiveness,
- iv) efficiency,
- v) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation²⁰.

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

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

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,
 - Is the project relevant to the achievements of the government's strategy, policy and plan, the DWCP of Ethiopia as well as other relevant regional and global commitments and ILOs strategic Objectives?
 - Is the project relevant to the felt needs of the beneficiaries?
 - How well the project complements and fits with other ongoing programmes and projects in the country.
 - What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
2. Validity of design
 - Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
 - Was the project design realistic?
 - Did the project design include an integrated and appropriate strategy for sustainability?
 - Was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
 - Has the project addressed gender issues in the project document?
 - Were any lessons learned from previous pilot projects considered in the design and implementation of the project?
3. Project effectiveness
 - Based on project monitoring data and achievement of indicator targets, to what extent has each of the expected objectives and their related outputs have been achieved according to the work plan or are likely to be achieved?

²⁰ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

- Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
 - Which have been the main contributing and challenging factors towards project's success in attaining its targets?
 - What, if any, unintended results of the project have been identified or perceived?
4. Efficiency of resource use
- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
 - To what extent are the project's activities/operations in line with the schedule of activities as defined by the project team and original (and subsequent) work plans?
 - To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?
5. Effectiveness of management arrangements
- Are the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may be required?
 - Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
 - How effectively has the project management and relevant stakeholders monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
 - 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?
 - Has the project created good relationship with all stakeholders including the donor to achieve project results and address bottle necks?
 - Is the project receiving adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis, DWT Cairo and Abidjan (ROAF) and the responsible technical units (INWORK) in headquarters?
6. Impact orientation and sustainability
- To what extent have the beneficiaries benefited from the project activities? Has the project changed their lives in any meaningful way?
 - Is the programme strategy and programme management steering towards impact and sustainability?
 - Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)?
 - Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives
7. Lessons learned
- What good practices can be learned from the project that can be applied in the second part of project's implementation or in the next phase of this or similar future projects?
 - What should have been different, and should be avoided in the next phase of the project? What kind of corrective actions should be taken while the project continues its implementation?

Methodology

The evaluation will be carried out through a desk review and field visit to the project site in Ethiopia and consultations with donor, implementing partners, beneficiaries and other key stakeholders. Consultations

with relevant units and officials in Geneva and Addis Ababa will be done and the method for doing so will be decided by the evaluation team. The evaluation team will review inputs by all ILO and non-ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 8 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgment, and scoring, ranking or rating techniques.

Desk review

A desk review will analyze project and other documentation including the approved logframe, implementation plan, annual reports and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

Interviews with ILO Staff

The evaluation team will undertake group and/or individual discussions with project staff in Addis Ababa. The evaluation team will also interview project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project. An indicative list of persons to be interviewed will be prepared by the CTA in consultation with the Evaluation Manager.

Interviews with Key Stakeholders in Addis Ababa, Oromia and Tigray

A first meeting will be held with the ILO CO Director for Djibouti, Ethiopia, Somalia South Sudan and Sudan and with the Project Team. After that, the evaluation team will meet relevant stakeholders including members of the Project Steering Committee (PSC) and TWG, project beneficiaries and regional and local level government officials and experts to examine the delivery of outcomes and outputs at local level. List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluators.

Debriefing to ILO Staff in Addis: At the end of the data collection the evaluator team will make a debriefing to the ILO Director of CO Addis and the project team.

Deliverables

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

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

The first draft of the report will be circulated to the evaluation manager, who will send the draft report to CO Addis for a 48-hour review, which serves to identify potentially sensitive information and/or inaccuracies in the report. Then a draft of the report will be sent to all partners for a 8 working days review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to the evaluation managers, in the form of a comment matrix, including explanations as to how comments were addressed or why any comments might not have been incorporated.

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

Ahead of the final approval by the ILO Evaluation Office, a presentation by the consultants on the final report will be prepared for the donors, the government, partners as well as other relevant stakeholders (at country-level or via video-conference).

The evaluation will comply with UN Norms and Standards and UNEG ethical guidelines must be followed.

Management arrangements, work plan & time frame

Composition evaluation team

The evaluation team will consist of one international evaluation consultant and one independent national consultant, who will accompany the international evaluator in Ethiopia. The international consultant will be the team leader and will have responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: Industrial Relations, working conditions in a garment and textile industry. The national consultants will have particular experience in the areas of Industrial Relations, working conditions in a garment and textile industry. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Evaluation Manager

The evaluation team will report to the evaluation manager Ms. Chinyere Emeka-Anuna and should discuss any technical and methodological matters with the evaluation managers should issues arise. The evaluation will be carried out with full logistical support of the project staff, with the administrative support of the ILO Office in Addis.

Work plan & Time Frame

The total duration of the evaluation process is estimated to 30 working days for the independent international consultant.

Phase	Tasks	Responsible Person	Timing
I	Preparation of TOR and consultation with stakeholders and ILO	Evaluation manager	29 May -10 June 2017
II	Identification of independent international evaluator Entering contracts and preparation of budgets and logistics	Evaluation manager	08 -25 August 2017
III	Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument designed based on desk review	Consultant	28 August – 01 September 2017
IV	Consultations with Project staff/management in Ethiopia Consultations with ROAF, ILO Addis, DWT Cairo and HQ Units Consultations with participating government officials Consultations with other stakeholders Debriefing and presentation of preliminary findings to the project team, government partners and other stakeholders	Consultant with logistical support by the Project	04– 15 September 2017
V	Draft evaluation report based on desk review and consultations from field visits	Consultant	18 September – 03 October
VI	Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to consultant leader	Evaluation manager	Circulated by 09 October 2017 Deadline for comments 20 October 2017
VII	Incorporate comments and inputs including explanations if comments were not included	Consultants	23 – 27 October 2017
VIII	Presentation of Findings / validation workshop (Donors and other relevant Stakeholders)	Consultants	01 November 2017
IX	Finalise reports based on the outcome of the presentation meeting	Consultants	02– 3 November 2017
X	Approval of report by EVAL	EVAL	06 – 10 November 2017
XI	Official submission to the PARDEV	Evaluation manager	15 November 2017

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

- The team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.
- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation Manager/ the Regional Evaluation Focal person/ will forward the report to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.

PARDEV will submit the report officially to the donor.

Annex 7.3. List of Documents Reviewed

Project Documents

Agreement between ILO and H&M for “Promoting sustainable global supply chains in the garment industry” dd 14.10.2014

Addendum No 1 to the agreement between ILO and H&M “Promoting sustainable global supply chains in the garment industry” for “Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia” (ETH 15/05/HNM)

Minute sheet ETH 15/05/HNM, September 21, 2015

Agreement between ILO to support to the Project “Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia” (ETH 15/02/SID)

Monitoring Framework, August 2017

Development Country Programmes

United Nations Development Assistance Framework (UNDAF) for Ethiopia 2016 – 2020

Federal Democratic Republic of Ethiopia “Growth and Transformation Plan 2010/11-2014/15”, November 2010

Decent Work Country Programme 2014-15 (Ethiopia), July 2014

Presentation “In work industrial relations Intervention model”, Strengthening national institutions for social dialogue and decent work

Annual Workplans

Workplan 2016

Workplan 2017

Policy advise facilitated for the project

Comments on the draft directive on labor in industrial parks and on the draft council of ministers’ regulation on industrial parks of Ethiopia, December 2015

Technical advice to Ethiopia on the proposals to amend Labour Proclamation No. 377/2003

Project advisory committee meetings

Minutes of Project Advisory Committee Meeting, September 2016

Project baseline survey

Report of Project baseline survey “A decent work profile of the Ethiopian textile and garment industry”, November 2016

Project finances

ILO Project Financial Status Report by Project Outcome, Output and Activity, ETH/15/05/HNM, August 21, 2017

ILO Project Financial Status Report by Project Outcome, Output and Activity, ETH/15/02/SID, August 21, 2017

Project delivery rate, August 21, 2017

Project midterm evaluation ToR's

Terms of Reference for Mid-Term Evaluation

Midterm Evaluation Suggested Programme (in line with TOR), Industrial Relations Garment Sector Project

Project Reports

Technical Cooperation Progress Report January - December 2016

Mid-Term Evaluation Project Status

ILO Project Review Meeting Report, March 2017

Technical Working Group (TWG) meeting minutes

Minutes of Federal Technical Working Group Meeting, March 2, 2016

Minutes of Federal Technical Working Group Meeting, January 20, 2017

Minutes of Oromia Labour and Social Affairs (BOLSA) TWG Meeting, February 11, 2016

Minutes of Oromia Labour and Social Affairs (BOLSA) TWG Meeting, January 30, 2017

Minutes of CETU Tigray TWG Meeting, July 27, 2016

Minutes of CETU Tigray TWG Meeting, February 10, 2017

Consultative meeting work plan

Consultative Meeting on Collaboration between Tripartite Partners and Legal Aid Centers in Tigray

Factory Review meeting notes

Review meeting with Almeda Textiles PLC, February 10, 2017

Review meeting with Almeda Textiles PLC, February 22, 2017

Review meeting with Ayka Addis Textile Investment group P.L.C, March 3, 2017

Review meeting Beconnected Industrial, March 6, 2017

Review meeting with GMM Garment PLC, March 7, 2017

Review meeting with Arvind Lifestyles Apparel, March 22, 2017

Review meeting with Jay Jay Textiles PLC, March 22, 2017

World Day for Safety and Health at Work Celebration Report prepared by Marta Tsehay, May 2017

Factory training presentations

Grievance Handling and Dispute Prevention

HRM Policies and Practices

Freedom of Association

Social Dialogue as an Instrument for Productivity Improvement

Successful Communication

Workplace Cooperation

The importance of people and relationships for workplace cooperation

Factory Work Plans

Almeda 2017 Factory level implementation Plan

Arvind 2017 Factory level implementation Plan

Ayka 2017 Factory level implementation Plan

Hirdaramani 2017 Factory level implementation Plan

Jay Jay 2017 Factory level implementation Plan

Maa Garemnet 2017 Factory level implementation Plan

BeConnected 2017 Factory level implementation Plan

Human resources policy and manual development

Human Resource Management Capacity Assessment Checklists

Report on the human resource management & industrial relations consultancy assignment, May 2017

Report about training for Ayka HR managers and line managers and supervisors

IR Centre

Recruiting a highly motivated staff for the Industrial Relation Service Centre (Job descriptions)

Job description “Industrial Relation Legal Advisor and Researcher”

Terms of Reference for Industrial Relations Service Center, August 22, 2017

Labour Inspection

Institutional Mapping by Mi Zhou and Dorien Braam from Praxis-Labs

Manual for Labour Inspectors in Ethiopia, November 15-20, 2016

Report - TOT on strengthening the Capacity of regional labour and social affairs bureaus on effective labour inspection skills. November 2016

Labour inspection training report from ETIDI

Miscellaneous documents

Certificate of appreciation for the project

Ethiopia “Textile and clothing value chain roadmap 2016-2020”

Mapping of the garment and textile industry in Ethiopia, October 2016

Confederation of Ethiopian Trade Unions: Research on the situation of working women in the Ethiopian flower growers, textile and leather-hide processing companies, November 2016

Study on the state of industrial relations in Ethiopia -The case of large scale manufacturing, and construction sectors, December 2016

Multi stakeholder platforms

Multi-stakeholder Social Dialogue Platform (federal level) “Ensuring Harmonious Industrial Relation and Decent Working Conditions for the Sustainable Development of the Garment and Textile Industry of Ethiopia”, December 14, 2016

Oromia Regional Forum Amharic “Tripartite Industry Forum Background Document”

Tigray Region Multi-Stakeholder Forum, Terms of Reference, July 2016

Tigray Region Labour and social Affair Training action plan, November 2016

A study on sustainable development of textile and garment industry in Tigray, June, 2017

Occupational safety and health assessments and trainings

Revised OSH Assessment Checklist, Dawit Seblework, July 2017

Recommendations on occupational safety and health gaps identified at JAY JAY Textile PLC, Dawit Seblework, July 2016

Recommendations on occupational safety and health gaps identified at Hirdaramani Garments PLC, Dawit Seblework, July 2017

Summary of recommendations on occupational safety and health gaps identified at ASHTON apparel manufacturing PLC, Dawit Seblework, June 2017

Safety Hand book After Adama and Dire Training Comment

Fundamentals of Occupational Safety and Health Course, Dawit Seblework, June 2017

Occupational Safety and Health Capacity Building activity in the Textile and Garment factories of Ethiopia prepared by Yifokire Tefera, August 16 – December 15, 2016

Training report “Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia” prepared by Yifokire Tefera, Trainer, July 20, 2016

Training report of Almeda Textile and Garment Manufacturing PLC prepared by Yifokire Tefera and Ansha Nega, Trainers, September, 2016

OSH training report of Arvind Life Style Apparel Manufacturing PLC prepared by Yifokire Tefera and Ansha Nega, Trainers, September, 2016

OSH training report of BeConnected Industrial prepared by Yifokire Tefera and Ansha Nega, Trainers, September, 2016

OSH training report of MAA Garment and Textile Manufacturing PLC prepared by Yifokire Tefera and Ansha Nega, Trainers, September, 2016

Terms of Reference “Soft Skill training for Textile and garment Industries”

Training Report “Soft Skill training for Textile and garment Industries” prepared by Organization for Women in Self Employment, April 2017

First round Training Report “Soft Skill training for Textile and garment Industries” prepared by Organization for Women in Self Employment, March 2017

Activity Report “HIV\ AIDS Day Event Celebration”, January 3, 2017

Workers empowerment

Financial Literacy Training for Workers in the Textile and Garment Industry prepared by International labor organization (ILO) in collaboration with Confederation for Ethiopian Trade Unions and Organization for Women in Self Employment (WISE), January, 2017

Basic Life Skills Training prepared for Workers in the Textile and Garment Industry by International labor organization (ILO) in collaboration with Confederation for Ethiopian Trade Unions and Organization for Women in Self Employment (WISE)

Project publications

Collective bargaining for improving industrial relations and productivity, 2016

Quick Guide to Ethiopian Labour Proclamation 377/2003, Key Elements, 2016

Safe Working Environment for Better Production and Working Conditions Occupational Safety and Health

Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia Project

Website Update

Effective Supervisors for Harmonious industrial relations

ILO participation on Africa Sourcing and Fashion Week (ASFW), 2016

Enterprise Dialogue for Harmonious Industrial Relations training conducted, IR website Update August 16, 2016

Manger Seminar on Work Place Cooperation for Harmonious Industrial Relation and Productivity

OSH website update November 01, 2016

ILO Organized a Two Days Training Workshop for Its Technical Working Group Members

Annex 7.4. Data Collection Tools

Date:	
Name(s) and function(s) of interviewee(s) (for evaluation data analysis only):	
Gender (f/m):	
Organization:	
Country:	
Type of interview (f-2-f/skype/phone):	

Thank you for taking the time to meet with us. Our names are Katerina Stolyarenko and Seleshi Zeleke. We are an independent evaluation team and were invited by the ILO to undertake the mid-term independent project evaluation of the 'Improving IR for decent work and sustainable development of textile and garment industry in Ethiopia (2015-2018)'. We are carrying out this evaluation to assess how well the project is meeting the needs of internal and external stakeholders like you and to find out how various aspects of the project have been working during August 2015-September 2017.

This interview is voluntary; you can withdraw at any time, either before or during the interview. There are no right or wrong answers. We want to hear your thoughts, based on your experience and your involvement with the project. The interview should not take more than 60-90²¹ minutes to complete. Following the interview, we may want to contact you again in a few days to confirm or clarify some of the information you have shared with us.

Are you willing to be interviewed for this evaluation?

Yes No

The information you provide will be essential to understanding the achievements and limitations of the IR project. The information that will be provided by you is confidential and your name, position and organization will not be displayed in the evaluation report. We will not attribute any information that we receive to you, either in any report, transcript or notes from this discussion, or any conversations.

If you have no objections, we would like to record this discussion, but we wish to assure you that all recordings and notes will remain confidential and will be kept in a safe place. The recordings will be used for data analysis purposes only.

Do you mind if we record the interview? Yes No

²¹ The interview will last 90 minutes if the interviewee is not fluent in English and interpretation will be needed

Interview Guide for ILO

Introduction	
What is/was your role in the IR Garment Sector Project?	
What is the IR Garment Sector Project history (only for CTA and Project Coordinator)?	
Relevance and strategic fit	
How relevant is the IR Garment Sector Project from your point of view to the needs of: a) the achievements of the outcomes in the national development plan (GTP), the UNDAF and the DWCP for Ethiopia? b) the needs of direct beneficiaries?	
Considering evolution of the context over time, to what extent did the project adapt to these changes? (Probe: Have new and/or more relevant needs emerged that the IR Garment Sector Project should address?)	
How does the IR Garment Sector Project complement and fit with other ongoing ILO programmes and projects in Ethiopia?	
What links were established during the implementation of the project with other activities of the UN or non-UN international development aid organizations at local level?	
Validity of design	
How was the project planned and developed? (Probe: How were the needs of the target groups (recipient government and respective beneficiaries' agencies) assessed?)	
In your opinion, is the Project's theory of change clearly articulated?	
How was the Logical Framework developed? Probe: a) Is the planned project duration realistic? b) Did the project design include an integrated and appropriate strategy for sustainability? c) Were any lessons learned from previous pilot projects considered in the design and implementation of the project? If yes, how?	
Project progress and effectiveness	
Could you describe the main achievements of the IR Garment Sector Project during August 2015-September 2017? Probe: a) To what extent is the Project achieving its stated objectives under each project component? b) In your opinion, what project component is the most successful? Please explain your response. c) In your opinion, are there project components which were delayed for one reason or another? If so, what were the reasons and how do you plan to address those components?	
What factors were crucial for the achievements and/or failures?	
What are the major challenges and obstacles that the IR Garment Sector Project encountered? Was the project able to	

cope with them or may they prevent the project from producing the intended results?	
Are there any unintended results of the project identified or perceived?	
Efficiency of resources use	
In your opinion, how adequate is the funding allocated for the IR Garment Sector Project compared with planned activities?	
Were there any financial constraints (if any) in the Project's implementation process? Probe: a) Are the disbursements and project expenditures in line with expected budgetary plans? Why? b) What counter-measures were put in place in light of delayed delivery of project funds?	
Is the project implemented in a timely manner?	
Effectiveness of management arrangements	
Is the management structure of the IR Garment Sector Project enabling its efficient implementation? Describe strengths and weaknesses. (Probe: Is project implementation sufficiently flexible to be able to deal with unforeseen events?)	
Does the established governance structure provide sufficient support for effective project implementation? Probes: a) PAC b) National and Regional level TWGs	
What is the quality and timeliness of the administrative, technical and policy support provided by the ILO office and specialists in the field (Addis, DWT Cairo and Abidjan (ROAF) and the responsible technical units (INWORK) in headquarters?	
Please describe the level of your collaboration with partners (beneficiaries' agencies at national and local level, factories, donors).	
Please describe the relationship and cooperation you have had with relevant national (MOLSA) and regional (BOLSA) government authorities to implement the project.	
Describe the project monitoring plan and implementation? Probe: a) How was it established? b) How is it used? c) What tools did the project use to collect information on its performance and outcomes? d) What constraints does the project experience in tracking its performance (example, how did it track and verify how many/who was trained in various training programs?) e) Is relevant information and data systematically being collected and collated with support from partners?	
Impact orientation	
To what extent is the Project reaching its development objective ' <i>improving labour relations, productivity, wages and decent working conditions in the textile and garment industry</i> '? (Probe: Has the project started building the capacity of people and	

national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)? Evidence for that?	
What are the future likely impacts that can be causally linked to the project's interventions?	
Sustainability	
What practices and behaviours promoted by the IR Garment Sector project are/may be sustainable after the Project ends and why?	
What plans has ILO put in place to sustain the results of the project (i.e. exit strategy)?	
What are the potential risks/constraints to these (mechanisms, programs, reforms) being sustained?	
Lessons learnt and Good Practices	
What were the key lessons for the ILO from this project? Probe: a) What went well? b) What didn't go well or had unintended consequences? c) What kind of corrective actions should be taken while the project continues its implementation?	
What 'good practices' could be applied to future ILO projects of similar nature?	
Closing	
Is there anything more you would like to add?	

Interview Guide for Social Partners and National Implementing Partners

Introduction	
Please describe your role/involvement with the ILO project (length of time, responsibilities, nature of interactions, etc.).	
Relevance and strategic fit/Design	
How relevant is the IR Garment Sector Project from your point of view to the needs of: a) the achievements of the outcomes in the national development plan (GTP), the UNDAF and the DWCP for Ethiopia? b) the needs of direct beneficiaries?	
In your opinion, what are the main objectives of the IR Garment Sector Project?	
Do you believe that the objectives of this project are realistic and measurable? (Discuss examples).	
To what extent are gender considerations included in the project development and implementation?	
Considering evolution of the context over time, to what extent did the project adapt to these changes? (Probe: Have new and/or more relevant needs emerged that the IR Garment Sector Project should address?)	
Project progress and effectiveness	
Could you describe the main achievements of the IR Garment Sector Project during August 2015-September 2017? Probes: 1. Establishment of multi-stakeholder social dialogue forum in Oromia and Tigray Regions 2. Establishment of Industrial Relations Service Centre 3. Supporting MOLSA to address the policy gaps for improved industrial relations and working condition 4. Improving awareness about the importance of IR and Working Conditions 5. Establishment of Tripartite Industrial Relations Forum in Oromia Region 6. Strengthening capacity of Workers' and Employers' Organizations in Tigray Region 7. Strengthening capacity of regional labour bureaus to provide effective labour inspection service	
What factors were crucial for the achievements and/or failures?	
What are the major challenges and obstacles that the IR Garment Sector Project encountered?	
Which Project's activities were the most useful and why?	
Are there any unintended results of the project identified or perceived?	
Efficiency of resources use (only for tripartite partners)	
In your opinion, how adequate is the funding allocated for the IR Garment Sector Project compared with planned activities?	
Is the project implemented in a timely manner?	
Have the delivered capacity building, awareness raising and networking activities by the project met the needs of your agency?	

Effectiveness of management arrangements <i>(only for tripartite partners)</i>	
Is the management structure of the IR Garment Sector Project enabling its efficient implementation? Describe strengths and weaknesses.	
Does the established governance structure provide sufficient support for effective project implementation? Probes: c) PAC d) National and Regional level Technical Working Groups	
Are you satisfied with the level of collaboration and coordination between ILO Project and your institution? Please elaborate.	
Impact orientation	
To what extent is the Project reaching its development objective <i>'improving labour relations, productivity, wages and decent working conditions in the textile and garment industry'</i> ? (Probe: Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)?) Evidence for that?	
What are the future likely impacts that can be causally linked to the project's interventions?	
Sustainability <i>(only for tripartite partners)</i>	
What practices and behaviours promoted by the IR Garment Sector project are/may be sustainable after the Project ends and why?	
What was the nature of commitments of your institution?	
What are the potential risks/constraints to these (mechanisms, programs, reforms) being sustained?	
Lessons learnt and Good Practices	
As part of the implementing team what have you learned and how can those lessons apply to future implementation? (Probe: What kind of corrective actions should be taken while the project continues its implementation?)	
What 'good practices' could be applied to future project implementation?	
Closing	
Is there anything more you would like to add?	

Interview Guide for Donors

Introduction	
What is the link between the ILO project and the Sida/H&M objectives in Ethiopia in the field of the rule of IR?	
Relevance and strategic fit/Design	
How relevant is the project from your point of view to the needs of (1) recipient government and (2) respective beneficiaries' agencies? In your opinion, is the Project's theory of change clearly articulated?	
To what extent are gender considerations included in the project development and implementation?	
Project progress and effectiveness	
Could you describe the main achievements of the IR Garment Sector Project during August 2015-September 2017? Probes: 1) Establishment of multi-stakeholder social dialogue forum in Oromia and Tigray Regions 2) Establishment of Industrial Relations Service Centre 3) Supporting MOLSA to address the policy gaps for improved industrial relations and working condition 4) Improving awareness about the importance of IR and Working Conditions 5) Establishment of Tripartite Industrial Relations Forum in Oromia Region 6) Strengthening capacity of Workers' and Employers' Organizations in Tigray Region 7) Strengthening capacity of regional labour bureaus to provide effective labour inspection service	
What are the major challenges and obstacles that the IR Garment Sector Project encountered?	
Are there any unintended results of the project identified or perceived?	
Efficiency of resources use	
In your opinion, how adequate is the funding allocated for the IR Garment Sector Project compared with planned activities?	
Are the disbursements and project expenditures in line with expected budgetary plans? Why?	
Is the project implemented in a timely manner?	
In your opinion, what project's activities were the most efficient and why?	
How could efficiency be further improved in the next years of implementation?	
Effectiveness of management arrangements	
In your view, are the management and governance structures (PAC, TWGs) of the IR Garment Sector Project enabling its efficient implementation?	
To what extent are you satisfied with reporting (progress and financial)?	
Has the ILO project established working partnerships with other actors working in the textile and garment industry in Ethiopia?	
Impact orientation	

<p>To what extent is the Project reaching its development objective <i>'improving labour relations, productivity, wages and decent working conditions in the textile and garment industry'</i>? (Probe: Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)?) Evidence for that?</p>	
<p>Sustainability</p>	
<p>In your opinion, which initiatives/practices created by the project are/will be sustainable and why?</p>	
<p>Lessons learnt and Good Practices</p>	
<p>What are your main lessons learnt and/or good practices that could be applied in the future project's activities and similar projects?</p>	
<p>Closing</p>	
<p>Is there anything more you would like to add?</p>	

Interview Guide for Other UN agencies (UNICEF, UN Women, etc.)

Introduction																					
In your point of view, what are the key priorities of the IR Garment Sector project?																					
In your opinion, are the IR Garment Sector project objectives coherent with (a) national policies and targets and (b) UNDAF?																					
Project progress and effectiveness																					
In which areas do you collaborate with the IR Garment Sector project? Were there any synergies?																					
Are you satisfied with the level of collaboration and coordination between the IR Garment Sector Project and your institution? Probes: <i>rate the following aspects of the ILO project at this stage on a 5-rating scale where 1 = Very dissatisfied, 5 = Very Satisfied</i>																					
<table border="1"> <tbody> <tr> <td>Clearness of objectives of the partnership</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Quality of partnership</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Clearness of the roles within the partnership</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Level of cooperation among the partners</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Project management</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Respect of timing and deadlines</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Your involvement</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Level of achievement of goals</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Usefulness of outputs for your organization</td> <td>1 2 3 4 5</td> </tr> <tr> <td>Sustainability of results</td> <td>1 2 3 4 5</td> </tr> </tbody> </table>	Clearness of objectives of the partnership	1 2 3 4 5	Quality of partnership	1 2 3 4 5	Clearness of the roles within the partnership	1 2 3 4 5	Level of cooperation among the partners	1 2 3 4 5	Project management	1 2 3 4 5	Respect of timing and deadlines	1 2 3 4 5	Your involvement	1 2 3 4 5	Level of achievement of goals	1 2 3 4 5	Usefulness of outputs for your organization	1 2 3 4 5	Sustainability of results	1 2 3 4 5	
Clearness of objectives of the partnership	1 2 3 4 5																				
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Your involvement	1 2 3 4 5																				
Level of achievement of goals	1 2 3 4 5																				
Usefulness of outputs for your organization	1 2 3 4 5																				
Sustainability of results	1 2 3 4 5																				
Did you face any challenges in implementation of the agreed activities?																					
Are there any unintended results of the project identified or perceived?																					
Efficiency of resources use																					
What is the basis of your cooperation (in-kind, technical, financial contributions)?																					
Were the planned activities implemented in a timely manner?																					
Impact orientation																					
In your view, has the ILO project started building the capacity of people and national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)? Evidence for that?																					
Closing																					
Is there anything more you would like to add?																					

FGD Guide for Factory Workers

Number of Participants = _____ ; Female = _____ ; Male _____

1. Did the project assess your needs before the commencement of the project?
2. Have you had any chance to receive similar training before ILO's project?
3. How do you describe the relevance of the training?

Probe:

- What are the new things you got from the training?
- How many participated in one training session?
- How do you describe the absenteeism rate?
- Was there certification at the end of the training?

4. What results have you observed after the training?

Probe:

- What did you personally gain from the training?
- What about for the factory?

5. What shall be done to sustain the project's objectives/activities in the remaining project period?
What needs to be in the project's future plan?

Probe:

- Do you think the factory can continue the project's activities once the project period is over?
- What shall be done in the remaining project period to ensure the continuation of the training and other activities like risk assessment?
- In your opinion, which project activities need to continue without any change? Why?
- In your view, which project activities should be changed? Why?

Thank you very much for your feedback!

Interview Guide for EXCOLS

For EXCOL on OSH

1. What was your role in the project? What task(s) did you accomplish?
2. What was done? What was the approach you used?
3. What is the value added because of the approach used? What are the drawbacks?
4. What changes did you observe after the capacity building at factory level?
5. What are the barriers to implement the applied knowledge and skills?
6. What is the value/benefit of having OSH Committee in factory?
What is the value of having OSH Policy?
7. What should be done in order to make them operational (OSH Committee and OSH Policy)?
In your view, did the project provide sufficient support or will the project provide support necessary to ensure implementation?
8. What are the main challenges you have been facing in the execution of the assignment?
9. What are the key recommendations you make for ILO project based on the work you have been conducting so far?
Could you please provide your recommendation for ensuring impact and sustainability of intervention?

For EXCOL on CBA

1. What was your role in the project? What task(s) did you accomplish?
2. What was done? What methodology did you use? What was the sample?
3. What are the main results of the research?
Probe:
 - How many CBAs reviewed are beyond the legislation requirements?
 - How did the CB take place in the factories reviewed? What is the level of commitment of factory managers and workers in CB?
 - Please discuss the main findings for each factory?
4. What are the common patterns observed?
5. What are the key recommendations for ILO project based on the research findings?
6. What challenges did you face in the execution of the assignment?

For EXCOL on Soft Skills

1. What was your role in the project? What task(s) did you accomplish?
2. What was done? What was the approach you used?
3. What is the value added because of the approach used? What are the drawbacks?
4. What changes did you observe after the capacity building at factory level?
5. What are the barriers to implement the applied knowledge and skills?
6. What are the main challenges you have been facing in the execution of the assignment?
7. What are the key recommendations you make for ILO project based on the work you have been conducting so far?
8. Could you please provide your recommendation for ensuring impact and sustainability of intervention?

Thank you very much for your time.

Questionnaire for factory managers/supervisors

BACKGROUND INFORMATION ABOUT THE PARTICIPANT

Gender: Male Female I'd rather not say

Your occupation:

- Worker
- Factory Manager
- Union leader
- OSH Committee representation
- Women Committee

Factory:

- | | |
|---------------------------------------|-----------------------------------|
| <input type="checkbox"/> Ayka | <input type="checkbox"/> Jay Jay |
| <input type="checkbox"/> MAA | <input type="checkbox"/> Nazareth |
| <input type="checkbox"/> Almeda | <input type="checkbox"/> Shints |
| <input type="checkbox"/> Be-Connected | <input type="checkbox"/> GMM |
| <input type="checkbox"/> Arvind | <input type="checkbox"/> Ashton |
| <input type="checkbox"/> Concept | <input type="checkbox"/> Memon |
| <input type="checkbox"/> Hidramani | |

1. In which event(s) organized by the ILO IR Garment Sector project did you take part? (please tick everything that applies)

- Soft skills training
- Training on OSH
- Training on Human resources management
- Trade union training on financial management
- Income generation for Trade unions
- Collective bargaining training for trade union leaders
- Freedom of association and mutual gain, collective bargaining
- Capacity building training for managers on harmonious industrial relation

ASSESSMENT OF THE ILO EVENT(S)

2. Using the scale from 1 to 5 (where 1 corresponds to 'low' and 5 to 'high', and X no opinion) how would you rate:

Relevance of the attended ILO event(s) to your current work or functions	1	2	3	4	5	X
Relevance of the attended ILO event(s) to your institution's need	1	2	3	4	5	X
Extent to which the content of the event(s) matched the announced objectives	1	2	3	4	5	X
Usefulness for you of the information that you have acquired	1	2	3	4	5	X
Extent to which the event(s) met your needs	1	2	3	4	5	X
Overall usefulness of the attended ILO event(s)	1	2	3	4	5	X

BENEFITS OF PARTICIPATION IN THE ILO EVENT(S)

3. As a result of attending this event(s), I see the value to me in the following ways (check all that apply):

- I gained one or more specific ideas that I can implement in my area of practice.
- I learned a new approach to my practice.
- It may help me do a better job.
- I do not see the impact of this event on my job.
- Other (please specify) _____

4. By attending this event(s), I believe (check all that apply):

- I was able to update my skills.
- I acquired new and/or advanced skills.
- I have better knowledge upon which to base my decisions/actions in the practice setting.
- I am reconsidering my views toward the topic(s) presented.
- The topic presented was appropriate, but I am undecided as to my own views.
- Other (please specify) _____

5. Which aspects of the event(s) have proved to be of most value to you in your work?

6. Did you have a chance to apply the attained knowledge and skills in your work?

- Yes (*If yes, please go to question 7*)
- No (*If no, why?*)

7. Please give at least one example of when you have used the knowledge and/or skills gained on the ILO event(s).

Example(s)

8. Please give any feedback you consider important for ILO to take into account when planning follow-up events in the future.

Thank you for you feedback!

Questionnaire for workers

BACKGROUND INFORMATION ABOUT THE PARTICIPANT

Gender: Male Female I'd rather not say

Factory:

- | | | |
|---------------------------------------|------------------------------------|---------------------------------|
| <input type="checkbox"/> Ayka | <input type="checkbox"/> Arvind | <input type="checkbox"/> Shints |
| <input type="checkbox"/> MAA | <input type="checkbox"/> Concept | <input type="checkbox"/> GMM |
| <input type="checkbox"/> Almeda | <input type="checkbox"/> Hidramani | <input type="checkbox"/> Ashton |
| <input type="checkbox"/> Be-Connected | <input type="checkbox"/> Jay Jay | <input type="checkbox"/> Memon |
| | <input type="checkbox"/> Nazareth | |

3. In which event(s) organized by the ILO IR Garment Sector project did you take part? (please tick everything that applies)

- Soft skills training
- Training on OSH
- Trade union training on financial management
- Freedom of association and mutual gain, collective bargaining

ASSESSMENT OF THE ILO EVENT(S)

4. Relevance of the attended ILO event(s) to your current work or functions

- highly satisfactory satisfactory not satisfactory

5. Relevance of the attended ILO event(s) to your factory's need

- highly satisfactory satisfactory not satisfactory

6. Extent to which the content of the event(s) matched the announced objectives

- highly satisfactory satisfactory not satisfactory

7. Usefulness for you of the information that you have acquired

- highly satisfactory satisfactory not satisfactory

8. Extent to which the event(s) met your needs

- highly satisfactory satisfactory not satisfactory

9. Overall usefulness of the attended ILO event(s)

- highly satisfactory satisfactory not satisfactory

Thank you for your feedback!

Annex 7.5. List of Interviews, Meetings and Site Visits

Monday, 4 September 2017 (Addis Ababa)	
9:50-11:55	Group meeting with ILO Project Team Mr. Neeran Ramjuthan, Acting CTA Ms. Marta Tsehay, National Project Coordinator
12:00-13:00	Skype meeting with Mr. Andrea Marinucci, Project Technical Officer, INWORK, ILO HQ
15:25-16:00	Meeting with Mr. George Okutho, ILO Country Director
Tuesday, 5 September 2017 (Addis Ababa)	
8:30-9:24	Anette Dahlstrom, Counsellor, Embassy of Sweden
10:25-12:05	Ms. Kidist Chala, CTA, ILO CO
13:05-13:30	Skype meeting with Ms. Chi-Chi, Evaluation Manager
14:25-16:00	Meeting with Fekadu Gebru, Director, Harmonious Industrial Relation Directorate, MOLSA
Wednesday, 6 September 2017	
8:48-10:00	Meeting with Ayele Mekassa, Department Head, Industrial Relations, Oromia BOLSA And Derib Shewangizaw, Team Leader, Oromia BOLSA
10:30-12:00	Group Meeting with EEF Staff Mr. Yichalal Kabede, Communications and Marketing Director, EEF Mr. Saud Mohamed, EEF
Thursday, 7 September 2017	
8:30-10:00	Group meeting with the management of Almeda Textile PLC Tesfaye Gebreegzabher, Deputy General Manager, Almeda Textile PLC Getachew Fisshaye, Head, HRM
10:00-11:30	Focus Group Discussion with supervisors of Almeda Textile PLC 1. Daniel Araya 2. Fisseha Yelesasht 3. Tafesse Amare 4. Fitsum Alemayehu 5. Birhane Zereabruk 6. Gebrehiwot Gebreselassie 7. Gebreselassie Woldu
	Focus Group Discussion with workers of Almeda Textile PLC 1. Miuz Areaya (M) 2. Estifanos Tsega (M) 3. Kidsan Beyene (F) 4. Kiros Mebratu (F) 5. Tirhas Fisihaye (F) 6. Gebremedhin Woldemariam (M) 7. Hadish Gebregiorgis (M) 8. Kibrom Gebremedhin (M) 9. Awit Woldegebriel (M)
Friday, 8 September 2017	
8:30-10:00	Meeting with Alem Abraha, Legal Aid Centre: Labour Law and Collective Bargaining, Mekelle
8:55-10:15	FGD with MAA Garment workers 1. Efrem Mebrhatu (M) 2. Meaza Assefa (F) 3. Woletibirhan Hailu (F) 4. Daniel G/Egziabher (M) 5. Fisehatsion Belay (M) 6. Berena Gidey (M)

	<ul style="list-style-type: none"> 7. Meresu Birhane (F) 8. Abadit Kassa (F) 9. Abrha Hintsa (M)
10:30-12:00	Meeting with Aregawi Kebede, BOLSA, Tigray
11:30-12:15	Meeting with Mussie Hagos, EEF Tigray
Saturday, 9 September 2017	
14:30 -16:00	Meeting with Mr. Molalign Mekonnen, CETU Tigray Branch
Monday, 11 September 2017	
12:00-12:45	Skype meeting with SIDA Sweden Ms. Anne Kulman
Tuesday, 12 September 2017	
9:30-10:30	Meeting Mr. Angesom Gebreyohannes, CETU Office (Textile Federation)
11:15-13:45	Meeting with Ms. Kidist Chala, CTA, ILO CO
14:30-16:05	<p>Group discussion with staff, EXCOL: Soft Skills Training</p> <ul style="list-style-type: none"> 1. Ms. Tsige Haile, Director 2. Ms. Eyerusalem G/S, Training Coordinator 3. Ms. Tsehay Aschalew, Trainer 4. Ms. Martha Mekonnen, Trainer 5. Ms. Yehualawork Fitihawok, Planning and M&E Expert
Wednesday, 13 September 2017	
10:30-12:00	<p>Meeting with Management, Ayka Addis Factory</p> <ul style="list-style-type: none"> 1. Ms. Meseret Bireda, Head, Training, Development and Gender Department 2. Dr. Bush Dito, Head of the Medical Clinic
	<p>FGD with Workers, Ayka Addis Factory</p> <ul style="list-style-type: none"> 1. Yonas Kebede (M) 2. Mulugeta Kidane (M) 3. Meseret Edosa, (F) 4. Tadelech Tesfaye (F) 5. Shiferaw Homa (M) 6. Tamirat Kassaye (M) 7. Fasika Bekele (M) 8. Birke Megersa (F) 9. Fanso Dechasa (F) 10. Elias Abdo (M)
	<p>Questionnaire for HR, IT and OSH Committee Members</p> <ul style="list-style-type: none"> 1. Tesfaye Demissie (M) 2. Zerihun Assefa (M) 3. Haile Kabo (M) 4. Ahmed Mohammed (M)
14:30-16:30	<p>Meeting with Management, BeConnected Labeling and Printing Company Mr.</p>
	<p>FGD with Workers of BeConnected labeling and Printing Company</p> <ul style="list-style-type: none"> 1. Dawit Mesfin (M) 2. Eyob Getachew (M) 3. Tesfaye Kebede (M) 4. Begidu Kelbesa (M) 5. Tigist Dinget (F)
	<p>Questionnaire for HR and OSH Committee Members</p> <ul style="list-style-type: none"> 1. Ermias Kassu (M) 2. Amha Abera (M) 3. Natnael Hunegnaw (M)

	4. Tasew Mamo (M)
Thursday, 14 September 2017	
8:15-9:15	Meeting with Mr. Fassil Tadesse, ETGMA
9:40-11:00	Meeting with PRECISE Consult International 1. Hailemeleket Asfaw (M), Partner, PRECISE Consult 2. Messay Legesse, Program Manager, PRECISE
10:30-12:00	Meeting with ILO Project Staff 1. Ms. Kidist Chala, CTA, ILO CO 2. Mr. Daniel Jemaneh, Financial and Administrative Assistant
Friday, 15 September 2017	
10:00-12:00	Debriefing with ILO team 1. Mr. George Okutho, ILO Country Director 2. Ms. Kidist Chala, CTA, ILO CO 3. Mr. Neeran Ramjuthan, Acting CTA 1. Ms. Marta Tsehay, National Project Coordinator 2. Mr. Daniel Jemaneh, Financial and Administrative Assistant
Monday, 18 September 2017	
15:15-16:20	Meeting with Ethiopian Textile Federation Management 1. Ato Mesfin Adinew, Ethiopian Textile Federation President 2. Ato Tekilu Shewarega, Associations Organizer
15:30-16:00	Skype meeting with H&M Sweden Mr. Lars-Ake Bergqvist
Thursday, 21 September 2017	
10:00-12:00	Meeting with EXCOLS, OSH Consultants 1. Mr. Yifokir Teferra, OSH Consultant, works at the Department of Public Health, AAU. 2. Mr. Dawit Seblework, OSH Private Consultant
12:00-13:00	Meeting with EXCOL, CBA Mr. Yonas Mulugeta, CBA Assessment, Private Consultant
Friday, 22 September 2017	
14:30-15:30	Meeting with H&M Ethiopia Ms. Bezait Amare, Sustainability Manager, H&M Ethiopia
Friday, 29 September 2017	
14:40-15:45	Meeting with CETU Mr. Tesema Heramo, Education and Training Department Head, CETU
Monday, 2 October 2017	
10:00-10:30	Skype meeting with UNICEF Ms. Dorro Bishanga, Partnerships Specialist – Communication Advocacy and Partnerships

Annex 7.6. Agenda and List of participants of Stakeholder Workshop
**External Independent Mid-Term Evaluation
 Stakeholders' Meeting
 10 November 2017**

Program

08:30 – 09:00	Registration
09:00 – 09:10	Opening: <i>Welcome and Introduction to the workshop</i>
09:10 – 10:00	Presentation: key findings of the evaluation
10:00 –10:15	Tea Break
10:15-12:00	Discussion
12:00 – 12:30	The way forward: <i>Presentation of recommendations and follow up actions</i>
12:30-13:00	Discussion
13:00-14:00	Lunch
14:00-15:45	Discussion: <i>Collaboration beyond 2018</i>
15:45-16:15	Conclusion

List of participants of the MTE validation workshop held on November 10, 2017 at Aphrodite Hotel, Addis Ababa, Ethiopia

Name and Position
Government:
1. Ms. Hana Maru, MOLSA, Addis Ababa
2. Ms. Wossenyelesh Berhanu, Legal Advisor, MOLSA, Addis Ababa
3. Ms. Migea Asfaw, Receptionist, MOLSA, Addis Ababa
4. Suleyman Teyib, PR Officer, MOLSA, Addis Ababa
5. Aragaw Kebede, Tigray BOLSA, Mekelle, Tigray
6. Ms. Woinshet Lemmecha, OIDA Team Leader, OIDA, Addis Ababa
Employers' Organizations:
7. Yichilal Kebede, EEF, Addis Ababa
8. Ms. Mieraf Shiewaye, EEF, Addis Ababa
9. Leul Kinfe, Tigray EEF, Mekelle, Tigray
Workers' Organizations:
10. Tessema Heramo, CETU Training Department Head, CETU, Addis Ababa
11. Angessom G/Yohannes, Textile Federation, Addis Ababa
12. Molalign Mekonnen, Tigray CETU, Mekelle, Tigray
13. Hunde Geletu, CETU Expert, CETU, Addis Ababa
National Implementing partners/Consultants:
14. Dawit Seblework, OSH Consultant, Addis Ababa
15. Yifokire Tefera, OSH Consultant, Addis Ababa
16. Messay Legesse, HR Consultant, PRECISE, Addis Ababa
17. Hailemeleket Asfaw, PRECISE, Addis Ababa
18. Ms. Eyerusalem Gebreselam, WISE, Addis Ababa
19. Ms. Alemtsehay Dersolign, WISE, Addis Ababa
20. Yonas Mulugeta, CBA Consultant, Addis Ababa

21. Alem Abraha, Tigray Legal Aid Center, Mekelle, Tigray
22. Tesfakiros Arefe, Consultant, PRECISE, Addis Ababa

Factories:

23. Ms. Meseret Bireda, Ayka Addis, Sebeta, Oromia
24. Ms. Dorine Eijessen, BeConnected, Dukem, Oromia
25. Tasew Mamo, BeConnected, Dukem, Oromia
26. Getachew Fisehaye, HR Manager, ALMEDA, Adwa, Tigray

Donors:

27. Ms. Bezait Amare, H&M, Addis Ababa
28. Leul Wondimeneh, SIDA, Addis Ababa

ILO:

29. Ms. Kidist Chala, ILO CO, CTA
30. Ms. Marta Tsehay, ILO CO Project Coordinator
31. Mr. Daniel Jemaneh, ILO CO, Finance and Administrative Assistant

Annex 7.7. Level of implementation of project workplan

IO	Output	Name of Output	Activity	Specification of activities	Status	Comments
IO1	Output 1	A multi-stakeholder social dialogue forum is established	Activity 1	Draft ToR, defining objectives, working methods and selection of stakeholders for the Forum are prepared and discussed	completed	
IO1	Output 1		Activity 2	Conduct preparatory meetings, co-chaired by MOLSA, and MOI, to discuss and adopt the TOR and vision statement of the Forum	completed	
IO1	Output 1		Activity 3	Officially launch the Forum	delayed	Due to change in government leadership the forum could not take place. The forum was supposed to be launched in the firm meeting
IO1	Output 1		Activity 5	Organize annual international multi-stakeholder forum, involving H&M and other brands, global union federations as well as national stakeholders, to identify challenges for socially responsible garment industries in Ethiopia and to develop a set of suggestions for improving labour market governance and social compliance in full respect of ILO principles	delayed	
IO1	Output 2	National actions plans are adopted and implemented for strengthening labour market governance and socially responsible garment industry development	Activity 1	Establish thematic working groups composed of national stakeholders and international experts to study	ongoing (70%)	National level thematic WG establishment delayed in order to capitalize the ongoing work at regional levels.
IO1	Output 2		Activity 2	Conduct researches in three thematic issues, and prepare draft reports with preliminary recommendations	ongoing (60%)	As part of the institutional mapping research on labour inspection, social dialogue, collective bargaining, dispute settlements were conducted. Minimum wage, assessment of social risks and productivity will be carried out in the last quarter of the 2017. A number of studies were conducted and being conducted by other partners (indicated in *) hence some of the studies were delayed to avoid duplication. <ul style="list-style-type: none"> • Baseline Survey • Institutional mapping • Tigray Region Study

						<ul style="list-style-type: none"> • Assessment of efficiency and effectiveness of Oromia labour Relation Boards. * • Problems in Employment Relations and Labour Dispute Resolution System in Oromia Region S* • A situation of working Women in Ethiopia (CETU) * • Women In Manufacturing (conducted by Ministry of Industry and UNDP) * • Social compliance manual developed by ETIDI* • The state of Industrial Relation in Ethiopia(ILO DANIDA project) * • Labour Dispute resolution in Ethiopia* • Textile and Clothing value chain road map • Mapping of textile and garment industry in Ethiopia • Tigray cabinet discussion
IO1	Output 2		Activity 3	Carry out a series of working group workshops to discuss three thematic reports and to discuss, elaborate and adopt recommendations	ongoing (50%)	Oromia Region is following different approach
IO1	Output 2		Activity 4	Organize multi-stakeholders' forum to discuss and adopt action plan based on the reports and recommendations	2017-2018	
IO1	Output 2		Activity 5	Provide support to implement the adopted action plan	2018	
IO1	Output 3	Local and sectoral innovations are summed up as main inputs for national policy development (see IOs 2 and 3)	Activity 1	Prepare reports by a team of national and international experts with regard to main findings, lessons and good practices of labour market governance (labour law compliance, OSH, collective bargaining, wage fixing, labour inspection, social dialogue) based on the joint assessment of the project implementation.	ongoing (40%)	Focus on the factory level learning this year
IO1	Output 3		Activity 2	Organize a series of national workshops for identifying key lessons and good practices with a view to developing and adopting suggestions by tripartite partners at regional/sectoral levels for improving legal and institutional framework at federal level	2018	The activity will build on work at factory and regional levels.

IO1	Output 3		Activity 3	Organize national conference to review and endorse suggestions	2018	
IO1	Output 3		Activity 4	Organize the international conference to assess the progresses, identify challenges, and make a set of recommendations and publicize key messages emerging from the conference through domestic and global media	2018	
IO2	Output 1	Regional tripartite working groups are formed in two regions to improve labour law enforcement, multi-employers bargaining, improve productivity, wages, decent working conditions, social and labour compliance	Activity 1	Prepare ToRs for regional working groups, which defines objectives, mandates and working methods and select members of the working groups	completed	
IO2	Output 1		Activity 2	Conduct baseline survey of labour law enforcement, productivity, wages, decent working conditions, social and labour compliance at the enterprise level in textile and garment sector, and prepare draft report	completed	
IO2	Output 1		Activity 3	Conduct Tripartite workshops to discuss the findings of the baseline survey and to develop action plans	completed	
IO2	Output 1		Activity 4	Provide support to adopt and implement the action plans	ongoing (70%)	
IO2	Output 2	An industrial relations service centre, as one-stop information hub, is established to provide capacity building and advisory services to workers and employers, both men and women, in the textile and garment industry	Activity 1	Prepare draft plan for establishing the industrial relations service centre, including mission, functions and governing structure, which may involve agencies such as local labour administration, TIDI and other stakeholders, is for discussion and approval by tripartite partners. The plan includes sustainability plan, which should be developed and endorsed by the government, including future budget allocation and personnel.	completed	
IO2	Output 2		Activity 2	Recruit staff for the industrial relations service centre, and develop a work plan, which includes networking with other existing institutions such as TIDI and other agencies at national and international level	completed	
IO2	Output 2		Activity 3	Procure necessary equipment to set up the centre	completed	
IO2	Output 2		Activity 4	Build the technical capacity of the centre, which will be embedded and implemented in most activities planned under immediate objectives 2 and 3	2017	
IO2	Output 3	Strengthened capacity of regional labour bureaus to provide effective labour inspection and industrial relations service	Activity 1	Review of the current labour inspection system, and prepare a draft report on labour inspection with a set of preliminary recommendations	completed	
IO2	Output 3		Activity 2	Conduct Workshops to discuss measures to bring systematic improvement and to build capacity, and adopt action plan	completed	

IO2	Output 3		Activity 3	Conduct basic inspection skill training, with special consideration to anti-discrimination and gender equality	ongoing (80%)		
IO2	Output 3		Activity 4	Conduct OSH inspection skill training workshops	ongoing (80%)	OSH inspection was included in the basic inspection skill training	
IO2	Output 3		Activity 5	Review of the current dispute prevention and settlement system and a draft report on dispute prevention and settlement with a set of preliminary recommendations	completed		
IO2	Output 3		Activity 6	Conduct workshops held to discuss measures to bring systematic improvement and to build capacity, and adopt action plan	2018		
IO2	Output 3		Activity 7	Conduct training workshops on conciliation and mediation	2017		
IO2	Output 4		Strengthened capacity of trade unions in organizing, collective bargaining and social dialogue, with a particular focus on female workers	Activity 1	Representatives of sectoral and enterprise unions are selected for the capacity building activities, and develop plans for capacity building, with a particular focus on female workers	ongoing (70%)	
IO2	Output 4			Activity 2	Conduct training workshops on organizing, union leadership and grievance handling with a particular focus on female workers	ongoing (80%)	
IO2	Output 4	Activity 3		Conduct training workshops on collective bargaining, including multi-employers' bargaining	ongoing (90%)		
IO2	Output 4	Activity 4		Conduct policy capacity building workshops to CETU and IFGTLGW TU to develop trade union capacity to develop its strategy and policy on minimum wage and collective bargaining, with a due consideration on equal pay for work of equal value	2017-2018		
IO2	Output 4	Activity 5		Conduct training and policy workshops to strengthen capacity of sectoral union for social dialogue with sectoral employers' organization	2018		
IO2	Output 5	Strengthened capacity of employers' and their organizations for harmonious industrial relations in the sector		Activity 1	Conduct workshops to identify labour problems and industrial relations challenges, and discuss employers' strategy in the sector	ongoing (30%)	
IO2	Output 5		Activity 2	Train HR managers of major garment enterprises, together with the representatives of the sectoral associations in HR issues, recruitment, training, communication, collective bargaining, with the support of the project and EEF with due consideration on specific needs of female workers	ongoing (60%)		
IO2	Output 5		Activity 3	Conduct capacity building workshops are held for employers to develop practices of social dialogue at enterprise and sectoral level	ongoing (90%)		

IO2	Output 5		Activity 4	Conduct capacity building workshops for selected number of suppliers for leading international buyers on multi-employers bargaining	2018	
IO2	Output 6	Strengthened capacity of workers' and employers' organizations at sectoral level for developing sound practices of SD and ensuring social and labour compliance	Activity 1	Conduct bi-partite workshop to raise awareness of both employers' and workers' organization at sectoral level on key principles of sound industrial relations at enterprise and sectoral level and, social and labour compliance	ongoing (50%)	
IO2	Output 6		Activity 2	Organize bi-partite workshops to identify key labour issues of common concern, which may include wages, productivity, employment contracts, working time, unfair dismissals and others, with a view to developing voluntary bi-partite code of conduct in respect of national laws and international labour standards, with due consideration on gender equality	ongoing (50%)	
IO2	Output 6		Activity 3	Conduct bi-partite workshops to prepare draft model recognition agreements, covering recognition of unions for the purpose of collective bargaining, procedures for consultation and bargaining in good faith, prevention of unfair labour practices, grievance handling and dispute settlement and adopt it by social partners at sectoral level	2017	
IO2	Output 6		Activity 4	Prepare model terms of reference for bi-partite OSH committee by social partners at sectoral level, with the assistance of the project	2017-2018	there is one; OSH Directive, using it; stocked a bit as waiting for LL revision and plan to modify. Use the GOE ToR. Revision of LL is stock for 3 years already. When the Parliament will open this year, it should be passed. Beyond the control of project
IO2	Output 6		Activity 5	Organize bi-partite capacity building workshop at sectoral level, with involvement of union and employers' representatives at enterprise level, to strengthen bi-partite capacity to carry out and support CB	ongoing (80%)	
IO3	Output 1		Strengthened capacity of 10 selected enterprises ⁷ for improved labour relation,	Activity 1	Select 10 enterprises, which agree to the project objectives and ILO principles under the encouragement of the multinational buyers and the government	completed

IO3	Output 1	productivity and working conditions in textile and garment sector	Activity 2	Conduct baseline survey of wages, working hours, employment contracts, OSH concerns, other working conditions, productivity, labour relations practices including trade union situation and collective bargaining, and disputes of the participating enterprises, prepare report of the baseline survey, and adopt action plan by social partners at enterprise and sectoral level, with assistance of the project	completed	
IO3	Output 1		Activity 3	In each participating enterprise, set up bi-partite committee, composed of managers and workers' representatives who are democratically elected under the guidance of unions, to develop enterprise specific action plan to improve labour relation, productivity and decent working conditions	ongoing (70%)	
IO3	Output 1		Activity 4	Support the enterprises to implement the action plan	ongoing (50%)	
IO3	Output 2	Managers and supervisors, both men and women, are trained on modern and participatory practices of human resource management for better productivity and stable labour relations	Activity 1	Adapt and translate training tools for managers and supervisors on effective HR management, including conflict management and CB to local conditions and language, improve productivity	ongoing (90%)	
IO3	Output 2		Activity 2	Conduct training of managers and supervisors on human resource management	ongoing (90%)	
IO3	Output 2		Activity 3	Jointly review company policies on employment contracts, wage fixing, grievance handling, two-way communication, anti-discrimination and training, and assist companies in developing and implementing new HR policies addressing the above issues	ongoing (90%)	
IO3	Output 2		Activity 4	Organize capacity building workshop for managers and supervisors, in collaboration with ETGMA and TIDI, on improving management of work organization, including working time management, for more productive and healthy workplaces	2017	
IO3	Output 2		Activity 5	Train managers and workers on improving productivity	2017	
IO3	Output 2		Activity 6	Develop, implement and monitor productivity improvement plan for each participating enterprise	2017	
IO3	Output 2		Activity 7	Review results of the new HR policy, productivity plan and improved management of work organization, and develop remedial action plans	2018	
IO3	Output 3	OSH challenges of men and women workers are addressed by bi-partite OSH committees at participating enterprises	Activity 1	Set up Bi-partite OSH committees, composed of employers' representatives and democratically elected workers' representatives, in compliance with the international labour standards	ongoing (70%)	

I03	Output 3		Activity 2	Train members of OSH committees and develop and implement action plans for continuous improvement	ongoing (70%)	
I03	Output 3		Activity 3	Monitor and evaluate impacts of the OSH committees	ongoing (50%)	
I03	Output 4	Employers and workers representatives, both men and women, are trained on sound labour relations practices of two-way communications, information sharing, consultation, negotiation and grievance handling	Activity 1	Train Managers and workers' representatives on basic principles of FOA and CB at the workplace	ongoing (70%)	
I03	Output 4		Activity 2	Train workers about their basic rights in accordance with national laws and international labour standards	ongoing (50%)	
I03	Output 4		Activity 3	Train workers' representatives on collective bargaining and grievance handling	ongoing (70%)	
I03	Output 4		Activity 4	Conduct voluntary negotiation of wages and decent working conditions in good faith, facilitated by the project	2017	
I03	Output 5	Company policy implemented on gender equality, HIV and AIDS and Sexual Harassment	Activity 1	Train workers and managers on gender equality issues, HIV and AIDS, OSH and gender based violence	ongoing (70%)	Part of Soft skills training
I03	Output 5		Activity 2	Support participating enterprises to develop company policy on HIV and AIDS and sexual harassment on a participatory manner	ongoing (50%)	Part of the HR policy and manual
I03	Output 5		Activity 3	Conduct sensitization workshop on the newly developed HIV and AIDS and sexual harassment policy	ongoing (75%)	
I03	Output 6	Women and men workers capacity built on personal financial management to facilitate productivity	Activity 1	Conduct basic financial literacy training to workers	ongoing (80%)	Part of Soft skills training
I03	Output 6		Activity 2	Conduct trainings on setting financial goals and savings	ongoing (80%)	Part of Soft skills training
I03	Output 7	Progresses, including social compliance and labour relations, made by the project intervention at the enterprise level are summed up and shared by employers' and workers' representatives of the participating enterprises	Activity 1	Organize a bi-partite evaluation workshop	2018	Have review mtgs at factory level. bi-partite review mtgs will be next year
I03	Output 7		Activity 2	Prepare and adopt a report on achievements and challenges for social compliance and sound labour relations at the enterprise level	2018	
I03	Output 7		Activity 3	Support key stakeholders to standardize best practice across the sector and widely disseminate it	2018	

Annex 7.8. Indicators of Project Achievements disaggregated by three components

IO1: Conducive environment created to address challenges of building decent working conditions and social responsible manufacturing industries in the textile and garment sector						
Estimated Results	Performance indicators	Indicator Definition	Baseline	Target	Status of achievement as of Aug 2017	Remarks
Output 1: A multi-stakeholder social dialogue forum is established (or anchored in existing structures)	Functional social dialogue forum in place	Social dialogue forum created to identify key changes of the textile and garment industry and provide policy recommendation	0	3 forums	achieved partly (on 67%)	2 forums created in Tigray and Oromia, while on the national level it was not yet established due change in MOLISA leadership during 2016-2017
	Gender sensitive policy recommendations adopted by annual forum.	Gender sensitive policy recommendation provided by the forum established through the project	0	1 policy recommendation	not yet achieved	There is a delay in achievement of the set target. The project team anticipates that by the end of the project the National Action Plan will be developed and will incorporate gender sensitive policy recommendation.
Output 2: Gender sensitive national actions plans are adopted and implemented for socially responsible garment and textile industry development	Policy recommendations based on Regional level experience are summed up and adopted by the Forum	Number of policy recommendation document developed by the regional and federal forum for the development of textile and garment industry in Ethiopia	0	3	achieved partly (on 33%)	Only 1 regional IR strategy for textile and garment industry was adopted by Oromia Multi-Stakeholder Forum, while the study on IR, which includes the roadmap was undertaken by Mekelle University and presented it in Tigray Forum in 2016; however, it was not yet approved as national Multi-Stakeholder Forum have not yet been conducted.
IO2: Improved capacity of tripartite partners for labour law enforcement, improve productivity, wages, decent working conditions, social and labour compliance at sectoral and enterprise level with due consideration on gender equality						
Estimated Results	Performance indicators	Indicator Definition	Baseline	Target	Status of achievement as of Aug 2017	Remarks
Output 1: Regional tripartite working groups are formed in two regions to improve labour law enforcement, improve productivity, wages, decent working conditions, social and labour compliance	Functional regional/federal tripartite working groups established	TWG established in Oromia, Tigray and Federal level to guide the work of the project	0	3	fully achieved	National and Regional level Technical Working Groups (TWG) were established. National TWG was established in March 2016, Oromia TWG in February 2016 and Tigray TWG in July 2016. In total, 6 mtgs of TWGs at national and regional level took place during February 2016-August 2017 (2 of each)

Output 2: An industrial relations service centre, as one-stop information hub, is established to provide capacity building and advisory services to workers and employers in the textile and garment industry	IR Service Centre established	IR service centre established at MOLSA	0	1	fully achieved	IR service centre established at MOLSA, recruitment process completed in September and it is planned to be launched in October 2017
	Number of advisory service provided by the centre for the factories	Factories targeted by the project	0	10	not yet achieved	No advisory services have been yet provided for the factories by the IR centre as it was just established
Output 3: Strengthened capacity of regional labour bureaus to provide effective labour inspection and industrial relations service	Number of labour inspectors trained	Training on specialized inspection focusing on garment and textile industry	0	129	achieved partly (on 70%)	90 labour inspectors were trained. The project plan to train another 39 LIs by the end of September 2017
	Average number of days to settle dispute	average days calculated based on the response from Managers and workers	13	5	no data	The project also plans to grievance handling training in October 2017. The information on the status of achievement of this indicator will be available only after the end-line study.
Output 4: Strengthened capacity of trade unions in organizing, collective bargaining and social dialogue	Training curriculum on organizing, collective bargaining and social dialogue in place	curriculum agreed by tripartite partners	0	1	not yet achieved	The project plan to develop a step by step guide for new union leaders. It will be used by CETU. It is planned to be done by the end of 2017
	Number of trade union leaders in the sector who have undergone training	Training in line with the curriculum	0	100	exceed in target (on 57%)	The project trained 157 union members. The number is bigger as TUs from leather sector was also invited
Output 5: Strengthened capacity of employers' and their organizations for harmonious industrial relations in the sector	Adoption of new IR strategy by EEF and ETGAMA	IR strategy for EEF and ETGAMA	0	2	not yet achieved	Planned activities have been delayed to achieve this target due to difficulties in mobilizing employers. The project plan to achieve this target by the end of project, i.e. 1 employers strategy to be adopted by ETAGAMA and tenant associations and 1 employers strategy to be adopted by EEF for textile sector
	Number of HR managers trained in IR	HR managers trained by the project	0	60	exceed in target (on 33%)	The project trained 80 HR managers due to savings as trainings were conducted at factories premises

	% of workers who reported absence of CBA due to employer refusal to bargain with union members or worker representative decrease	Mutual gain collective bargaining training will be conducted for Employers and workers representatives.	18,8%	9%	no data	The information on the status of achievement of this indicator will be available only after the end-line study
Output 6: Strengthened capacity of workers' and employers' organizations at sectoral level for developing sound practices of social dialogue and ensuring social and labour compliance	Bi-partite consensus reached in respect of national laws and international labour standards	agreement on sound industrial relations, collective bargaining, grievance handling and dispute settlement	0	1	not yet achieved	The project is doing the background work at the regional and bi-patriate level to identify the issues affecting both workers and employers' organizations
	Number of functional OSH committees	OSH committees with TOR, action plan and budget	0	10	achieved partly (on 70%)	7 target enterprises, except Nazareth, Concept, Hidramani enterprises. The project plan to reach the target by the end of the project
IO3: Capacity in place for improved labour relations, higher productivity and decent working conditions, at the participating enterprises						
Estimated Results	Performance indicators	Indicator Definition	Baseline	Target	Status of achievement as of Aug 2017	Remarks
Output 1: Strengthened capacity of 10 selected enterprises for improved labour relation, productivity and decent working conditions in textile and garment sector	10 enterprise specific work plan to address industrial relations and working conditions	Enterprises that develop working plan to improve industrial relation through the bipartite committee	0	10 enterprises	achieved partly (on 90%)	9 target factories developed work plans, except 1 factory (SHIN Textile Solutions PLC). The workplan for this factory is planned to be developed by the end of September 2017
	Number of participating factories implementing the work plans	Number of enterprises that implement working plan 2017-2019 to improve industrial relations	0	10 enterprises	exceeded the target (on 30%)	10 participating factories implementing the work plans during 2016-2017 and 3 more factories were added in 2017
Output 2: Managers and supervisors are trained on modern and participatory practices for improved productivity and stable labour relations	Number of companies with trained managers, supervisors and workers	Number of companies that have trained managers on industrial relation for productivity, collective bargaining, human resource management and occupational safety & health	0	10 enterprises	fully achieved	

	10 companies have improved HR policies in place	Number of companies that have human resource manual in line with the country legal framework and worker participation on HR policy development	0	10 enterprises	achieved partly (on 70%)	HR personnel from all target factories were trained and EXCOLs are providing coaching to them for improving HR policies
Output 3: OSH challenges are addressed by bi-partite OSH committees at participating enterprises	Number of enterprises with trained OSH committee	Number of enterprises that have trained OSH committee members and managers on OSH for productivity and improvement of working condition	2	10 enterprises	achieved partly (on 70%)	7 enterprises (Ayka, BeConnected, MAA, Almeda, Arvind, Jay Jay, Shints) have trained OSH committee members and managers on OSH. The project plan to complete the training of other enterprises by the end of December 2017
	Improved industrial accident recording and notification	Accident management recording on regular bases and analysis of the accidents by the OSH committee members. Proper identification of accidents and provide the information for management decision	0	10 enterprises	achieved partly (on 40%)	4 enterprises (Ayka, BeConnected, MAA, Almeda) established OSH Committees, which systematically collect data. The project team expect that by the end of the project the other 6 target factories will also start to collect this data
	Decrease of accidents rate at enterprise level	Accident rates	8	5	no data	The information on the status of achievement of this indicator will be available only after the end-line study
Output 4: Employers' and workers' representatives are trained on sound labour relations practices of two-way communications, information sharing, consultation, negotiation and grievance handling	% Increase in awareness of Freedom of Associations and Collective Bargaining rights among workers and managers	Workers and managers response to the FOA and CB questions correctly (% of workers who believe that workers need to get permission of their employer before forming a union	70%	20%	no data	The information on the status of achievement of this indicator will be available only after the end-line study
		% of employers who allow representatives of the IFTLGWU or CETU onto the premises to talk to workers	53%	90%		
	No of enterprise level dialogue	Number of dialogues at enterprise level for improved productivity, wage and better working environment	2	10 enterprises	achieved partly (on 10%)	Only 1 enterprise (MAA) has it. The project plans to achieve this target at all target factories with TUs. In case, target factories would not have/establish the TU, the project plans to support the workplace cooperation model through Worker Councils
	Number of enterprises engaged	factories managers and workers trained on mutual gain collective bargaining by the project	0	10 enterprises	achieved partly (on 40%)	The achievement of this target depends on the level of unionization. So far 4 enterprises (MAA, Almeda, Ayka Addis,

	in good faith Collective Bargaining					BeConnected) engaged in good faith CB and Nazareth is in process of launch it
Output 5: Company policy implemented on HIV and AIDS and Sexual Harassment	Number of enterprises with policy in place on HIV/AIDS and Sexual Harassment including procedures to handle harassment in the workplace	enterprises that have develop/revise their policy of HIV and AIDs and Sexual Harassment	0	10 enterprises	achieved partly (on 70%)	11 factories have developed a draft policy on HIV/AIDS and Sexual Harassment. Now it is on the stage of finalization. It should be still discussed with workers.
	Number of enterprises which provided training on sexual harassment and HIV and AIDS		0	10 enterprises	achieved partly (on 80%)	8 factories received training on sexual harassment and HIV and AIDS
Output 6: Workers capacity built on personal financial management to facilitate productivity.	Improvement in financial literacy score among workers	the score is calculated based on knowledge on basic money management and arithmetic skills such as budgeting and basic mathematical skill computation, 5 maximum	3,5	5	no data	The information on the status of achievement of this indicator will be available only after the end-line study
	Number of workers who have received training on personal financial management	Number of workers who received a training on basic saving and financial management skill including arithmetic skills such as budgeting and basic mathematical skill computation	0	375	exceeded the target (on 189%)	The project trained 1,083 workers (National level: 551, Regional level: 57 and Factory level: 1,026). The project was able to reach more people because instead of having separate curriculum on saving and financial management skill, included it into the soft skills training programme
Output 7: Progresses, including social compliance and labour relations, made by the project intervention at the enterprise level are summed up and shared by employers' and workers' representatives of the participating enterprises	Number of enterprises with best practice on labour relations		0	10 enterprises	achieved partly (on 30%)	The project started to collect success stories during 2017. In total, 3 success stories were collected (soft skills in GMM, OSH in SHIN Textile Solutions, HR in Ayka Addis)

