



International
Labour
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i-eval Discovery



Advancing Decent Work and Inclusive Industrialisation in Ethiopia (ONEILO-SIRAYE Programme)

ILO DC/SYMBOL: ETH/17/01/MUL

Type of Evaluation: Clustered

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Ethiopia

P&B Outcome(s): Outcome 1, Outcome 4, Outcome 7

SDG(s): 3, 5, 8

Date when the evaluation was completed by the evaluator: 05 December 2024

Date when evaluation was approved by EVAL: 16 January 2025

ILO Administrative Office: ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan & South Sudan

ILO Technical Office(s): LABADMIN/OSH, Better Work, INWORK, SME, GEIP, ENT/MULTI, ACT/EMP, ACTRAV

Joint evaluation agencies: [N/A]

Project duration: Jan 2019 – Dec 2024

Donor and budget: The Programme is a multi-donor programme funded directly and indirectly by United Kingdom (FCDO), Germany, Switzerland (SECO), Norway (NORAD), European Commission, France, Sweden (Sida), Netherlands, Siemens and H&M. The budget is 11,719,083 USD

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Evaluation Office oversight: Naomi Asukai

Evaluation budget: 39550 USD

Key Words:

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List of Acronyms

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AGOA	African Growth and Opportunity Act
BMZ	Federal Ministry of Economic Cooperation and Development
BW	Better Work
CETU	Confederation of Ethiopian Trade Unions
DWCP	Decent Work Country Programme
EBDN	Ethiopian Business Disability Network
ECDD	Ethiopian Centre for Disability and Development
EEC	Ethiopian Employers' Confederation
EO	Employer organisation
EWLA	Ethiopian Women Lawyers Association
FGD	Focus Group Discussion
GBV	Gender Based Violence
GEIP	Global Employment Injury Programme
GTP II	Ethiopian Growth and Transformation Plan
HGER	Homegrown Economic Reform Agenda
IL	Intervention Logic
ILO	International Labour Organisation
ILS	International Labour Standards
IPs	Industry Parks
M&E	Monitoring and Evaluation
MULTI	Multinational Enterprises and Enterprise Engagement Unit
MoLS	Ministry of Labour and Skills
OECD/DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OSH	Occupational Safety and Health
PICC	Performance Improvement Consultative Committees
PPE	Personal Protection Equipment
SCORE	Sustaining Competitive and Responsible Enterprises
SIWI	Stockholm International Water Institute
TPR	Technical Progress Report
TU	Trade Union
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
UNSDCF	United Nations Sustainable Development Cooperation Framework
USDOL	United States Department of Labour
VZF	Vision Zero Fund

1. Executive summary

Background

The Ethiopian garment and textile sector, despite its rapid development due to buyer interest and the emphasis of the Ethiopian government on the sector's development has encountered a variety of issues. These include Occupational Safety and Health (OSH) violations, poor representation of workers and employers' interests, including gender inequalities, underdeveloped social dialogue mechanisms, no minimum wage mechanism for workers and low capacity of labour inspectorates among others.

To support development and help address these issues, on January 2019 the International Labour Organisation (ILO) launched the “**Advancing Decent Work and Inclusive Industrialisation in Ethiopia (ONEILO SIRAYE)**” programme.

ONEILO SIRAYE used a programmatic approach which used components typically implemented as individual projects. These components were made up of Better Work, Vision Zero Fund, and Sustaining Competitive and Responsible Enterprises. The Programme was also supported by LABADMIN/OSH, INWORK, ENTERPRISES, GEIP, ACT/EMP, and ACTRAV, with United States Department of Labour (USDOL) providing additional funding. The Programme had four key outcomes by the end of December 2024:

1. Establishing a system that would protect worker well-being through sustainable and inclusive compliance with national labour law, guided by international labour standards (ILS).
2. Increasing the Ethiopian garment sector's productivity by establishing responsible and sustainable workplace practices.
3. Improving and making a more inclusive industrial relation and minimum wage policy.
4. Covering workers with a sustainable prevention, protection and compensation system.

To achieve these aims the Programme worked at three levels of intervention - **factory, sectoral, and national** - with each level having intertwined links, acting as feedback loops that enable progress towards the four outcomes.

Methodology

The evaluation applied the key OECD/DAC evaluation criteria and complied with the ILO Policy Guidelines for results-based evaluation (2020) as well as the UNEG Ethical Guidelines and Norms and Standards in the UN System. The evaluation team followed strict data protection policies aligned with the European Union's General Data Protection Regulation.

The following evaluation relied on a mixed methods data collection and analysis approach using **four types of data collection**:

1. **Desk research** to support the methodological design, contribute to findings and triangulate interview and FGDs.
2. **Interviews** with ILO staff, constituents and stakeholders, and factory managers to inform evaluation questions.
3. **FGDs** with factory workers to understand how the Programme responded to their needs and their experiences in the Programme.
4. **A stakeholder workshop** to present key findings and recommendations to national stakeholders and allow them to provide feedback on the evaluation.

Findings

Relevance

The Programme's implementation period aligned with the implementation of several national strategic documents developed by the Ethiopian government and the UN. ONEILO's outcomes and impacts aligned with the strategic documentation.

Furthermore, ONEILO SIRAYE integrated ILO's previous experiences in the Ethiopian garment and textile sector and consulted stakeholders who helped identify the sector's key issues. In general, the beneficiaries and stakeholders valued the approach of the Programme and found it relevant to addressing their needs. Factory workers noted their satisfaction with the training provided but highlighted that issues, regarding low compensation persisted, with interviews also emphasizing the importance of further tailoring the Programme to the needs of women from rural areas. Factory managers and owners noted that the training activities reflected their needs and were more valuable than interventions carried out previously by other organisations. Meanwhile, ILO's constituents, and implementing partners, and donors generally highlighted their satisfaction with the Programme's capacity to identify the needs of the sector.

The Programme also had to deal with multiple external difficulties including a global pandemic, delisting from the AGOA trade agreement, and conflict that broke out in the country. While it was not possible to fully respond to all these challenges due to their wide-reaching nature and their drivers being outside of ILO's control, the Programme showed a degree of flexibility, especially adapting to COVID-19.

Coherence

The Programme's design was reflected in the Theory of Change (ToC) and its results framework. Individually, both documents provided a clear understanding of the Programme, was logical and able to reflect the alignment of the components and their support to each other. The results framework reflected the Programme's objectives, thematic outcomes and associated outputs. However, coherence between the log frame and ToC was limited, and it is unclear how each document contributed to monitoring activities.

The Programme also had a notable degree of coherence between its components, with each one relying on a specific entry point and collaborating when needed. The components collaborated by implementing joint activities and through knowledge sharing. This enabled a holistic approach, where each of the components supported each other towards improving decent work conditions in the garment and textile sector.

An analysis of ILO's strategic documentation revealed that the Programme greatly aligned with ILO's strategic priorities in Ethiopia (DWCP) and its organisational strategic documentation (P&Bs). It was also able to integrate many of its cross-cutting concerns into its indicators and outputs (disability, gender equality, ILS, social dialogue). However, environmental sustainability lacked holistic integration into the Programme design, making it difficult to systematically track their progress.

Effectiveness

The Programme contributed to improvements at the factory, sectoral, and national levels of intervention. At the factory level, it developed freedom of association, OSH, gender, and productivity. At the sectoral level, it improved workers' wellbeing and increased the productivity of the whole garment and textile sector. At the national level, the Programme advanced important policy documents related to OSH and

the minimum wage setting mechanism. The achievements, especially at the factory and sectoral levels were enabled by the ONEILO approach. This is due to multiple components combining each other's expertise and leveraging their experience.

Despite these improvements some issues remain to be addressed. At the factory level, a few targets were not met and issues experienced by women, such as persistent lower remuneration, the continued predominance of men in factory management, and the apparent underreporting of harassment cases remain to be addressed. At the national level, the policy documents which were developed, continue to await approval at the time of writing.

Efficiency

The Programme was implemented with a notable degree of efficiency. It combined multiple streams of donor funding under the ONEILO model. This enabled it to use its resources more efficiently and remain within the boundaries of the yearly allocated budget. Moreover, the Programme's ONEILO approach to management and coordination further reinforced the efficiency of the Programme's implementation. Scheduled and ad-hoc meetings allowed each team implementing their respective components to share knowledge and progress that they have achieved as well as tailor their approach. Meetings took place among between component focal points and between focal points and HQ, ensuring that every level of the Programme was informed, and knowledge could be disseminated in and outside the Programme.

The Programme's M&E was able to collect extensive and verifiable evidence. However, the Programme tended to focus on quantity without providing evidence for how quality could be measured in the results framework itself (though explained by ILO). Gaps between indicators and outputs were also observed as quantitative indicators sometimes lacked qualitative indicators to verify the extent to which something improved.

Impact

While it is still early to evaluate the Programme's impact, there are signs which point to the Programme potentially generating impact in the near to medium future. Factory workers highlighted that their wellbeing in terms of income, compensation, safety, rights, equality, voice and representation has improved. Some examples of this are increased remuneration (although undermined by rising prices), shifts in workers' mentality when working with dangerous equipment, and unions being able to enter IPs. Factory managers and owners note that there has been a growth in productivity and competitiveness within the garment sector. This was attributed to multiple components at once providing training to workers. Improved social dialogue was also highlighted as a factor which has helped foster productivity gains.

However, the achievement of impact could be undermined by several factors. Key policy documents such as the minimum wage policy, OSH directive, and disease list remain to be adopted into existing legal and policy mechanisms. Moreover, Ethiopia faces multiple domestic challenges such as rising inflation, which offsets remuneration gains, continued conflict in some regions, delisting from AGOA, and government turnover.

Sustainability

The Programme shows some potential for sustainability. At the factory level, workers and managers have observed mentality shifts regarding safety which will help maintain the results of the Programme and encourage top management to continue implementing the activities which have been implemented up

to his point. The government has also highlighted its interest in continuing activities that have been implemented. However, high turnover within factories as well as external factors such as turnover of government officials, delisting from AGOA, and conflict in some of the regions could undermine the capacity to sustain the achievements if the Programme does not have a second phase.

Conclusions and recommendations

The ONEILO SIRAYE Programme demonstrated strong relevance by aligning with Ethiopia's broader national development priorities and ILO's strategic objectives. In general, the Programme's design was able to respond to beneficiaries, constituents, and stakeholders needs, and remained responsive to the extent possible to external challenges stemming from circumstances outside the Programme team's control.

The Programme has been able to work towards and generate early signs of signs of impact such as improved worker safety, compensation, productivity, supported by stronger social dialogue and union influence are already visible. However, their sustainability will be affected by a variety of factors including unresolved policy adoptions, inflation, conflict, government turnover, and high factory worker turnover.

The Programme also brought forward **lessons learned** which include:

1. Policy development takes a long time, and programming should include sufficient time buffers for activities aiming to achieve policy change.
2. Pooled funding can only enhance efficiency if the ILO system actually aligns with the donor requirements and if donors are sufficiently flexible.
3. The promotion of unionisation may in parallel cause a decreased interest of factory managers in allowing unionisation.
4. The turnover of employees can undermine the progress towards generating change at the factory level.

The following **good practices** also emerged during the Programme's implementation:

1. Training of Trainers (ToT) and the creation of online trainings can reduce the ILO staff's workload.
2. Factory to regional to national knowledge sharing is crucial to bring evidence to the policy level, which is crucial to point out policy flaws and stimulate reforms.
3. Regular programme meetings ensure that good practices and lessons learned from specific factories or stakeholders can be disseminated.
4. The Programme's well-developed M&E mechanism enabled the holistic tracking of the implementation and its impact.

Based on the findings, lessons learned, and good practices, the evaluation team proposes the following **recommendations**:

Recommendation 1: Ensure that the ONEILO approach continues to be implemented during the second phase of implementation.

The ONEILO approach, by integrating multiple components that would typically be implemented as separate projects was able to work towards tackling complex and multifaceted issues. Meanwhile, having centralised management improved cost-efficiency, management, and responsiveness, enhancing implementation.

Therefore, the ONEILO approach should continue to be applied to any future iterations of the Programme. In particular, the programme should ensure that weekly meetings and a robust internal feedback system, is maintained to ensure transparency, track progress, and regularly present evidence of successful practices to constituents.

Addressed to:	Priority:	Resource:	Timing:
Programme team and Programme components	High	Low	Long-term

Recommendation 2: Align the ToC and the log frame to avoid the use of different measurement systems and outcomes.

The Programme was organised by a ToC and a log frame leading to changes in the structure of the annual reports across the five years, as well as different approaches to understanding the Programme’s achievements. Findings showed that relying on the ToC has less potential for overlap and provides a clearer overview of ILO’s multilevel work. Therefore, the log frame should align with the to facilitate reporting and evaluations.

Addressed to:	Priority:	Resource:	Timing:
Programme team	High	Low	Short-term

Recommendation 3: Develop new, and enhance existing, business planning trainings and guidance for sustainability at factory level.

During implementation, factories encountered a variety of challenges that affected their capacity to function and remain open, leading to capacity differences between factories to sustain the Programme’s achievements. Therefore, the Programme should find ways to work with factories that are most at risk of failing to sustain results and help them develop plans to respond to factors, that undermine the factory’s capacity to sustain the ONEILO SIRAYE’s achievements.

Addressed to:	Priority:	Resource:	Timing:
Programme components	High	Medium	Medium-term

Recommendation 4: Continue advocacy efforts and provide support to government institutions and other relevant stakeholders to approve national level policies.

Key policy directives (e.g. minimum wage policy) remain unimplemented and await the Government’s approval. Enacting these policies would contribute to improved well-being of factory workers across all sectors and help respond to their needs given the difficulties the country faces, such as high inflation affecting compensation and livelihoods of workers.

Addressed to:	Priority:	Resource:	Timing:
Programme team and programme components	Medium	Medium	Medium-term

Recommendation 5: Integrate labour source and host communities in programme design and implementation to ensure that the needs of female beneficiaries are holistically addressed.

The Programme has contributed to improving the situation of women working the garment and textile sector though increasing compensation, provision of training, and ensuring better working environments for women. However, there remains a divide between the needs of rural women and women from urban environments. In particular, rural women in host communities remain in more precarious conditions due to a lack of social connections, linguistic skills, SRH knowledge, and housing conditions.

Therefore, the Programme should consider ways to integrate host communities in their responses to the difficulties faced by rural background women. This could be done by working with public and non-governmental institutions to inform women about their rights, facilitate reporting of harassment cases and continue case management mechanism improvements.

Addressed to:	Priority:	Resource:	Timing:
Programme components	Medium	High	Long-term

Recommendation 6: Maintain and strengthen advocacy and awareness raising among factory management on the benefits of trade unions.

Data pointed to increased union representation, leading to a sharp reduction of management support for unions. To ensure that unionisation efforts do not stall or start decreasing, the ILO should strengthen existing advocacy efforts and raise awareness about the positive aspects of trade unions. In cases where factory management continues to view unionisation in a negative light, then the ILO should find temporary arrangements to support workers interests by establishing or strengthening PICCs or OSH committees.

Addressed to:	Priority:	Resource:	Timing:
Programme components	High	Medium	Long-term

Recommendation 7: Introduce a Programme steering committee to help guide the implementation of the Programme.

The Programme had a well-developed management structure towards supporting the Programme implementation. Nevertheless, ILO staff and other stakeholders highlighted the benefits that a steering committee could have towards improving the representation of stakeholder interests, promote ownership and contribute to transparency in decision making.

Addressed to:	Priority:	Resource:	Timing:
Programme team	High	Low	Short-term

Recommendation 8: Standardise the layout of the annual reports to make them more legible and easier to compare.

The Programme published annual reports throughout its implementation to inform about the progress the progress towards achieving targets. However, these reports were difficult to use as their layouts

underwent many changes during the implementation process. Therefore, the Programme should explore ways to have a consistent format throughout its implementation period.

Addressed to:	Priority:	Resource:	Timing:
Programme team	Medium	Low	Short-term

Recommendation 9: Ensure that training activities are more mainstreamed at the factory level.

The issue of turnover remains prevalent in the Ethiopian garment and textile sector undermining the sustainability of the Programme as employees who previously received training leave their jobs in search of better opportunities. Therefore, a future phase of the Programme needs to find ways to train a wider range of employees and identify factory workers who could act as potential trainers to others.

Addressed to:	Priority:	Resource:	Timing:
Programme team and Programme components	Medium	High	Medium-term

2. Programme background

2.1. Programme context

The Ethiopian garment and textile industry has transitioned from serving primarily domestic needs to becoming an increasingly important driver of economic growth serving international customers.¹ As production costs have risen in Southeast Asia, international companies such as H&M, JCPenney, and PVH have redirected their sourcing efforts to other regions. Therefore, Ethiopia, which has relatively lower labour, energy and water costs, has seen increased investments in its garment and textile sector.²

The development of this sector is also enabled by the efforts of the Ethiopian government to encourage growth in the garment and textile industry. Ethiopia has invested resources towards developing its transportation and logistics networks and industrial parks (IPs). Six of the 11 IPs established, located in Bole Lemi, Hawassa, Mekelle, Jimma, Adama (except for the present machinery and equipment centres), and Kombolcha, all focus on garment and textile production. These efforts were reinforced by policy documents such as the Ethiopian Growth and Transformation Plan (GTP II), which sets out the garment and textile sector as one priority towards ensuring Ethiopia's transition into a middle-income country by 2025.

The sector also saw increased interest from consumers and foreign governments. Domestically, there has been more demand for textiles and goods. Meanwhile, foreign demand and duty-free exports to the EU and USA, trade arrangements with Australia, Canada, India, New Zealand, Norway, and Switzerland under the Generalised System of Preferences agreement, as well as preferential access to the markets of China, India, Russia, South Korea, and Turkey have contributed to investments into the sector and its growth.

These factors enabled Ethiopia's garment and textile sector to grow at a rate of 51% between 2013 and 2018, leading to employment for about 62. thous. people with garment and textile-oriented IPs alone, generating about 45 thous. jobs. At the time, employment numbers were expected to grow, as Hawassa IP was expected to create a total of about 60 thous. jobs alongside 1 billion USD in export revenue.

Despite the substantial development, the Ethiopian garment and textile sector faces problems at the national and sectoral levels. The productivity of Ethiopian firms is low due to a shortage of skilled and productive workers. Other structural issues relate to poor access to finance, inefficiencies in the country's internal logistics chains, and limited capacities of the country's institutions. This issue, faced at the national and sectoral level, to an extent, carries over into the factory level, which also faces its own set of problems.

The sector is made up predominantly of young women coming from the rural countryside with women from urban backgrounds also working the sector.³ Women tend to work jobs such as sewing and weaving. Women from rural backgrounds also find it more challenging to adapt to their host communities. This is due to weak social ties in their host communities, lack of knowledge of local languages and their financial situation. This makes working in host communities even more precarious for females coming from rural backgrounds. Men in the Ethiopian sector and typically work in more skilled and technical

¹ ILO. n.d. Project Document (PRODOC). p.4

² ILO. 2022. Sector Skills strategy for the Garment Sector in Ethiopia. Accessed at: <https://www.ilo.org/media/download>. pp.6-7

³ Prodoc pg. 6 and interview with ILO staff

jobs. Moreover, due to prevailing predispositions among factory managers/owners men tend to more rarely than their female counterparts to be found in unskilled and semi-skilled roles as they are seen as more feminine.⁴

Worker wellbeing

Workers in the Ethiopian textile and garment sector tend to receive low wages with further discrepancies based on gender, as women tend to receive lower pay than their male counterparts. These differences stem from prevalent gender norms which affect the division of labour. Women are typically employed in jobs related to sewing or quality checks, which are perceived to be “more feminine” while men are employed in cutting and loading/unloading of materials which is perceived to be “more masculine”.⁵ Income levels further impact the wellbeing of all workers as the lack of onsite housing in IPs, demand for housing which frequently outpaces supply, and low wages, lead to workers living in informal housing around the IP or renting a room on the outskirts of the city. In both cases workers are exposed to poor hygiene conditions and potentially limited access to amenities.⁶

Safety is another concern as living in informal housing or on a city’s outskirts exposes workers to various forms of violence, particularly female workers who are more vulnerable.⁷ Similarly, ILO’s baseline study from 2019 found that 45% of workers feel unsafe on their way to or from work. There was also a notable difference observed between those whose factories are located within the IPs (54%) and those whose factories are located outside of IPs (39%). It was also noted that workers face harassment and violence at work. Around half of the workers, without reports being skewed in the direction of either gender, reported inappropriate comments in factories. Around two-thirds reported that they experienced verbal or physical harassment from someone in charge of supervising or managing them.

OSH compliance

The SIRAYE impact assessment’s baseline conducted in 2019 noted that, on average, 52% of surveyed workers were made aware of OSH policies and rules. 34% was exposed to hazardous chemicals, and only 46% had access to adequately equipped washing facilities.

Many companies working in the industrial parks have OSH standards, but face compliance issues. Data collected from workers also aligns with this finding. Workers do not always receive needed personal protection equipment (PPE) and experience excessive noise levels and poor temperature regulation. For example, among those firms where PPE use is the highest, 52% of workers state that they received such equipment. Meanwhile, 44% of workers were satisfied with the noise levels, and 57% pointed to working in acceptable temperature and ventilation conditions. OSH concerns also have a gendered dimension. Female workers do not always have access to bathrooms or sanitary products. Pregnant women are sometimes unable to have appropriate working arrangements or need to handle toxic materials without access to PPE.

Freedom of association and collective bargaining

Unions in Ethiopia, including the garment and textile sector, faced many difficulties representing their members. The level of worker unionisation in Ethiopia is generally low, with the Confederation of

⁴ Prodoc pg. 6-7

⁵ Litmus Research and Consultancy. 2021. The Textile and Garment Industry in Ethiopia A Gender Analysis. p. 29

⁶ Interview with ILO staff

⁷ Interview with ILO staff

Ethiopian Trade Unions (CETU) estimating that only 10% of workers are unionised at the national level.⁸ Meanwhile, the data presented in the ONEILO SIRAYE baseline survey revealed that 41% of workers in the garment sector declared membership in a trade union. The discrepancy between the two numbers is likely to stem from the differences in methodology in data collection and factory workers not knowing the difference between a trade union and a workers' council.⁹ Workers also perceive that union membership can affect one's professional life. For example, 51% of workers stated that being a trade union member can affect the management's hiring decision, while 26% noted that those workers who avoid joining trade unions receive preferential treatment, such as financial incentives.¹⁰ This perception somewhat aligns with interview findings from union leaders who said that employers are against efforts to unionise.

The baseline survey, which presents the firms' perspective, noted that hiring someone from a trade union only affected 19% of the hiring decisions. In 12% of cases, workers received preferential treatment for not joining a trade union. Firms also stated that management is mostly neutral about union membership (51%) or in favour of it (38%), with the remaining 11% being overtly against union membership. In comparison, 50% of workers stated that management is pro-union, and 29% are neutral regarding unions, with 20% being against the presence of union members.

Other Issues at sectoral and national levels

Before the Programme's implementation, the social dialogue mechanism was poorly developed, with constituents not being able to engage in effective social dialogue, stemming from the low-density presence of trade unions and employers' organisations, as well as capacity limitations of all constituents. As this negatively affects industrial relations, the sector is affected by low collective bargaining coverage, with agreements frequently reflecting only minimum legal requirements. In cases of labour disputes, labour relations boards have limited capacity to provide their input to prevent or resolve conflict as they functioned as part-time institutions and lacked a well-developed organisational system.¹¹

Issues in the sector also stem from limited capacities to ensure adherence to labour regulations. Before ONEILO SIRAYE's implementation, the number of labour inspections carried out varied from year to year which pointed to the lack of capacity to regularly implement visits or difficulties in properly documenting the visits which were carried out.¹² Labour inspectorates were also setback by the lack of labour inspectors who could carry out inspection-related duties.¹³ Another factor influencing adherence to labour regulations is the limited knowledge of Ethiopian labour law among managers and workers, which results in both sides lacking an understanding of what rights they are entitled to and the duties they have to carry out.¹⁴

8 ILO. 2019. Baseline Report for The ILO Programme "SIRAYE: Advancing Decent Work And Inclusive Industrialization In Ethiopia". Accessed at: <https://www.ilo.org/media/402106/download> p. 12

9 Ibid.

10 Ibid. p.13

11 Prodoc. Pg. 7-9

12 Ibid.

13 Interview with ILO staff

14 Prodoc. pg. 8

Finally, national level gaps regarding the remuneration and compensation the workers wellbeing across all sectors. Ethiopia, prior to implementation did not have a minimum wage set in the country except for civil servants.¹⁵ Similarly, the compensation mechanism for workers was also underdeveloped.¹⁶

2.2. Description/design of ONEILO SIRAYE

To address the issues found within Ethiopia’s textile and garment sector, the ILO opted to use a programmatic approach by combining what would typically be individual projects into a single Programme with multiple components under the ONEILO SIRAYE Programme. These components are noted in Table 1 and were envisioned to support implementation across three levels of intervention.

Table 1. Components of the ONEILO SIRAYE Programme

<p>Better Work (BW) – is a partnership established in 2016 between the ILO and the International Finance Corporation (IFC). By promoting ILO labour standards and compliance with national laws, it aims to improve social dialogue, worker-management cooperation in factories and working conditions.</p> <p>Vision Zero Fund (VZF) - an initiative of the Group of Seven (G7) countries, promoting better OSH standards in low—and middle-income countries through private and public action.</p> <p>Sustaining Competitive and Responsible Enterprises (SCORE) - promotes competitiveness, decent working, efficiency and productivity in factories through training on Lean and Kaizen principles along with productivity maintenance and flow improvements.¹⁷</p> <p>LABADMIN/OSH – ILO’s Labour Administration, Labour Inspection and Occupational Safety and Health Branch.</p> <p>INWORK – ILO’s Inclusive Labour Markets, Labour Relations and Working Conditions Branch.</p> <p>Other supporting branches of ILO include ENTERPRISES, The Global Employment Injury Programme – Insurance and Protection (GEIP), the Multinational Enterprises and Enterprise Engagement Unit (MULTI), the Bureau for Employers’ Activities (ACT/EMP) and the Bureau for Workers’ Activities (ACTRAV).</p> <p>The Programme also benefitted from the implementation of a gender-specific component funded by the USDOL. Gender equality and the empowerment of women was mainstreamed across the components.</p>
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Factories were the first level of intervention. In the medium term, the Programme aimed to increase productivity, earnings, and job satisfaction for workers, resulting in better compliance reducing workplace accidents, diseases, worker turnover and absenteeism while empowering female employees.

To achieve these expectations, workers and managers received training on soft, supervisory, and technical skill development, with a specific focus on improving women’s leadership capacities. Focus was also dedicated to OSH, human resource management, workers’ rights and responsibilities, sexual harassment prevention, cross-cultural communication and workplace cooperation.

¹⁵ ILO. 2023. Wage in Ethiopia: Starting the Conversations. Accessed at: <https://www.ilo.org/resource/news/wage-ethiopia-starting-conversations>

¹⁶ Prodoc pg. 8

¹⁷ ILO. n.d. Project Document (PRODOC). p.3

The Programme also sought to empower workers through the establishment of women workers' committees, promoting the election of female trade union leaders, and bipartite worker-management committees. To support compliance, unannounced factory assessments and regular advisory visits to facilitate and improve social dialogue were also planned.

The second level of intervention was sectoral. The medium-term expectation was increased compliance and that the capacity of trade unions (TUs) and employer organisations (EOs) to represent members' interests, productively engage in social dialogue and collective bargaining, contribute to dispute prevention while also empowering women to voice their individual and collective concerns would improve.

To achieve these aims, the Programme provided a variety of training packs for TUs and EOs that fell under social dialogue (representation, collective bargaining, grievance handling), inclusiveness (equality, gender equality, disability, anti-sexual harassment), and ILS. Other activities include park-level grievance handling and legal aid provided to workers and employers. Moreover, TUs and EOs were supported through capacity-building activities on policy advocacy as well as organising and reaching out to potential new members. To strengthen labour inspectorates, the Programme provided capacity building for inspectors on OSH issues, workplace gender issues and legal rights of female workers and informed them about the global supply chain.

The third level of intervention was national. The Programme envisioned activities for labour inspectors that, through technical assistance, would allow them to create systems of compliance planning and labour knowledge management. A Labour Inspection information management system was developed and handed over to the Ministry of Labour and Skills.

The programme planned to support the revision of the national OSH directive and provide technical assistance and evidenced-based information towards developing the minimum wage fixing institutions and policies. Technical assistance and support were also envisioned to create systems to protect workers from harm and provide compensation. Similarly, support was also envisioned for revising labour laws and implementing ILS.

Assistance was also provided to facilitate the flow of information. This was done through creating a forum for private and public sector actors to initiate discussion. Similarly, the Programme also supported national-level dialogue between constituents and other stakeholders while supporting the development of knowledge products that could then be used to address issues encountered in the textile and garment sector.

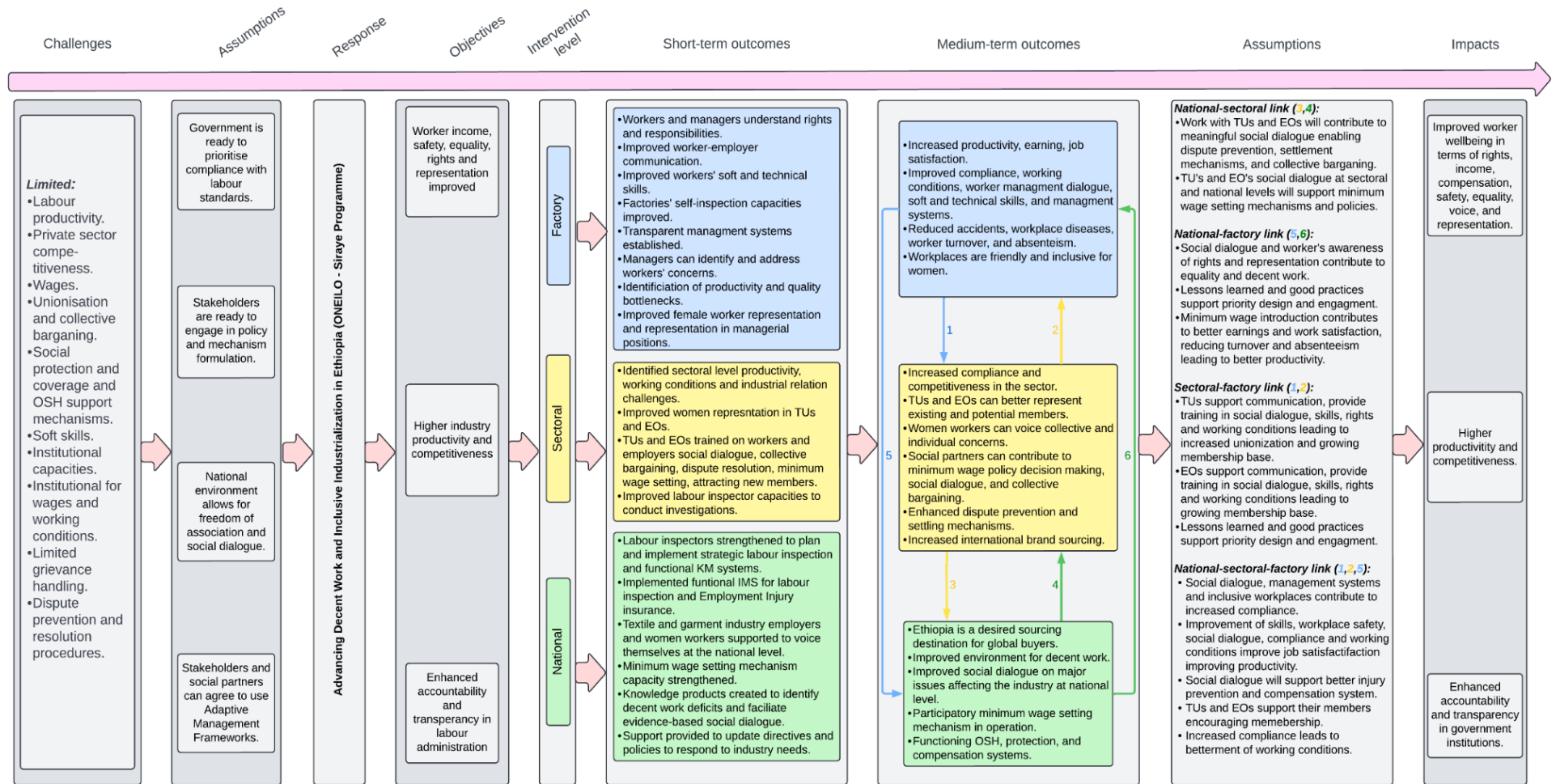
The three levels also share a closely interlinked nature, acting as feedback loops that enable progress to be made. The links at the **factory-sectoral level** are expected to empower TUs and EOs by helping them represent their members, improve communication and promote dispute resolution. In turn, this supports productivity, workplace inclusivity, and better industrial relations. At the **sectoral-national level**, the Programme sought to strengthen TUs and EOs, which enable social partner engagement and meaningful social dialogue, it is possible to expect improvements will lead to better OSH, compliance, and the creation of improved compensation mechanisms, among other improvements. Finally, at **the factory-national level**, improvements in productivity, improved worker practices, and worker upskilling can reasonably support increased sourcing from global buyers, evidence-based decision making, policy revision, and foster decent working conditions.

These activities, their short-term outcomes and links between the three levels of intervention aimed to achieve **four key outcomes** by the end of 2023:

1. Establishing a system that would protect worker well-being through sustainable and inclusive compliance with national labour law, guided by ILS.
2. Increasing the Ethiopian garment sector's productivity by establishing responsible and sustainable workplace practices.
3. Improving and making a more inclusive industrial relation and minimum wage policy.
4. Covering workers with a sustainable prevention, protection and compensation system.

To provide a better understanding of the Programme and how its various aspects overlap, the evaluation team recreated the Intervention Logic (IL) of the ONEILO SIRAYE Programme based on available Programme documentation. Moreover, the IL also **shows the challenges, assumptions, objectives, levels of intervention, short- and medium-term outcomes, their assumptions and their expected impacts.**

Table 2. Intervention logic of the ONEILO SIRAYE Programme



2.3. Review of implementation

FACTORS INFLUENCING IMPLEMENTATION

The Programme encountered multiple external factors that influenced the implementation of the Programme. A key influencing factor during the implementation was the **COVID-19** global pandemic. The efforts to limit the spread of COVID-19 affected many sectors of global and national economies, including in Ethiopia. Companies operating in Ethiopia, selling to domestic and international markets, faced decreased sales due to falling demand, disruptions in supply chains and other challenges. The Ethiopian textile and garment sector, like many other sectors, encountered operational difficulties, forcing them to terminate the employment of some or all factory employees.¹⁸ In response, the Programme provided a wage subsidy so that factory workers would remain employed. Meanwhile, to ensure continuity of Programme activities, PPE was provided to factories, training activities continued in a virtual format, and assessments moved to a virtual or hybrid format.¹⁹

Another significant shock for the Programme was the conflict that broke out between Ethiopia's Federal Government and the region of Tigray. The conflict inflicted widespread damages, leading to the closure or destruction of apparel factories in Mekelle's IP. Moreover, the reported human rights violations occurring during the conflict led to the delisting of Ethiopia from the African Growth and Opportunity Act (AGOA) in January 2022 by the United States, which remains to be reinstated. Due to the delisting, many buyers left the Ethiopian garment and textile market, leading to widespread job loss for workers in the industry.²⁰

The Programme's implementation was influenced by multiple other factors. Ethiopia continued to experience a fragile security situation in Amhara and Oromia, which affected the work of some factories involved in the Programme. Meanwhile, the restructuring of Government ministries involved in the Programme led to a turnover of government officials having a negative impact on institutional memory and diverting focus away from the Programme's implementation.

MID-TERM EVALUATION

In 2021, the Programme underwent an independent clustered mid-term evaluation. Using the OECD/DAC criteria, the evaluation measured the Programme's relevance, validity, coherence, effectiveness, efficiency, impact, and sustainability and provided lessons learned and recommendations.

The mid-term evaluation found that the Programme was relevant to ILO's constituents and the Programme's direct beneficiaries, including the needs of female workers. The Programme design was also found to be valid, but it was noted that the different components of the Programme needed to be better aligned as their implementation speed tends to differ. Effectiveness, despite COVID-19's impact on the Programme, was assessed to have made reasonable progress given the challenges faced.

It was also noted that the Programme ensured efficiencies due to data and resources shared between components, relying on a dedicated monitoring and evaluation (M&E) officer and reducing administrative costs. While the Programme's impact is only visible after completion of a Programme, initial signs of impact were observed through better worker-manager relations, reduction in sexual harassment and labour inspectors having a better understanding of labour law. Meanwhile, the Programme's

¹⁸ ONEILO SIRAYE Eval Rep. pg. 5-6

¹⁹ MTE pg. 40-41

²⁰ ONEILO SIRAYE Eval Rep. pg. 7

sustainability depended on how the multitude of domestic (conflict) and foreign factors (reinstatement into AGOA) would develop.

The mid-term evaluation recommended, among other actions, continuing to consolidate Programme achievements, adjusting the logical framework and theory of change (ToC), and increasing knowledge circulation.

Among the variety of recommendations provided, these included suggestions to revise the logical framework and ToC to better reflect the impact COVID-19 had on the Programme's envisioned achievements, the need to link different components in a better manner and to accommodate gender concerns.

Specific recommendations were given to address cross-cutting concerns, including mainstreaming gender concerns, improving the focus on environmental concerns, and finding ways to increase the recruitment of those living with disabilities.

Recommendations focusing on knowledge sharing highlighted the need to improve the flow of information into other global programmes and country offices and that the Programme's M&E lessons are documented and shared.

The remaining recommendations focused on expanding the presence of the labour inspectorate, continuing to inform Programme participants about the available services, training more SCORE trainers to improve sustainability, reinforcing TU and EO capacities, finalising OSH directives, minimum wage, occupational injury and disease list, and disability assessment guidelines. Finally, the recommendations suggested to ensure adequate funding from donors, to empower enterprise advisors, to provide solutions to compliance issues and to formalise coordination between Programme components at the global level.²¹

The Programme was able to incorporate some of these recommendations into its work such as the revision of the Programme's ToC and its indicators.²² However, the technical progress reports or other documentation did not seem to follow up how the recommendations were implemented. It can only be implicitly assumed that the Programme adhered to most of the provided the recommendations, as it continued to work with policy documents (e.g., minimum wage, occupation injury and disease list, and disability assessment guidelines) and focused on improving OSH, empowering workers and implementing cross-cutting concerns.

²¹ ILO. 2022. MTE for ONEILO SIRAYE. pp. 87-91.

²² TPR 2022. pg. 47

3. Purpose, scope and client of the evaluation

The purpose of the clustered final independent evaluation was to **promote the ILO's accountability** to key stakeholders and donors. The evaluation's findings were used to **improve the design and implementation of the Programme's Phase II**.

To achieve these goals, the evaluation used the OECD/DAC criteria to identify the **Relevance** of the Programme to existing national frameworks, beneficiary and stakeholder needs. The **Coherence** criterion evaluated the Programme's ToC, the capacity to link different components, the Programme's alignment with ILO's strategic documentation, and the integration of cross-cutting concerns into its design. **Effectiveness** analysed ONEILO SIRAYE's capacity to deliver factory, sectoral, and national level objectives and which factors enabled or hindered their achievement. **Efficiency** evaluated whether the Programme managed its resources well and had sufficient management and monitoring mechanisms. **Impact** analysed the extent to which the Programme's achievements will have long-term influence on the beneficiaries and stakeholders. Finally, **Sustainability** considered whether stakeholders could continue supporting the Programme's progress and what factors could enable or undermine their abilities to do so. These findings supported the provision of lessons learned, good practices, and recommendations.

The clustered evaluation covered the period between **January 2019 and November 2024**, with the geographic scope including the national level and the four regions targeted by ONEILO SIRAYE: Sidama, Oromia, Addis Ababa, and, to the extent possible given the security situation, Amhara. As the evaluation was clustered, **all components of the Programme** (Better Work, SCORE, VZF, INWORK, LABADMIN) **were covered**. This helped analyse how the individual components, as well as their links, contributed to the achievement of the Programme's outcomes.

The evaluation integrated **ILO's cross-cutting concerns**, which included the promotion of tripartism, gender equality, disability inclusion, and environmental concerns. Findings on these concerns were disaggregated to the greatest extent possible (e.g. having a specific sub-chapter on cross-cutting concern integration into the Programme) and integrated throughout the data collection, analysis and presentation of findings.

The client of the clustered final evaluation was the ILO, which used the findings and recommendations from the clustered final evaluation to achieve the clustered final evaluation's envisioned purposes. The clustered final evaluation's findings also informed the donors, implementing partners and other relevant stakeholders of the Programme's achievements. The findings and recommendations of the ILO were relevant to the donors, implementing partners and stakeholders. As the findings will be published by the ILO Evaluation Office, lessons learned are accessible to the general public.

4. Methodology applied

4.1. Data collection tools

For this evaluation, the evaluation team used a mixed-methods data collection and analysis approach.

4.1.1. Desk research

An analysis of the Terms of Reference and Programme documentation provided by the ILO helped lay the foundation for the methodology and complement interviews, FGD, and survey. Desk research was implemented in two stages:

- **Initial desk research** was conducted during the evaluation’s design in the inception phase. It helped the evaluation team understand the Programme, clarify evaluation objectives, and support the design and development of the methodological approach and data collection tools.
- **Desk research for data collection** was carried out during the data collection stage to inform the evaluation questions listed in Annex 2. The desk research also facilitated triangulation by helping support findings from the interviews, FGDs, and survey.

4.1.2. Interview Programme

Interviews with factory, national, and global stakeholders were also conducted in two stages:

- **An initial interview** was conducted with the Programme management team in charge of implementing the Programme.
- **In-depth interviews** for data collection were conducted during the data collection phase and focused on informing specific evaluation questions found in Annex 2.

During data collection, the following interviews were conducted (with additional details in Annex 4):

Table 3. Interview respondents

Stakeholder type	Amount of interviews
ILO	12 staff
Constituents and stakeholders	2 donors 3 trade union representatives 3 government officials 6 implementing partners
Factory Managers	12 factory manager interviews

The evaluation team and the national experts carried out the interview programme. The evaluation team interviewed ILO staff and donors using digital tools, while the national experts, with the team's support, interviewed constituents, implementing partners, and factory managers and workers in person.

4.1.3. Field visits

The fieldwork was carried out by the national experts and used **purposeful sampling** of the factories where the Programme took place. By choosing factories based on their extent in the participation of the Programme, the evaluation team was able to observe the Programme’s achievements and the interaction of its components. As a result, field visits took place in Addis Ababa Bole Lemi Industry Park, Hawassa Industry Park, and Addis Ababa outside the park visiting a total of 18 factories. These field visits were used to conduct **interviews** with factory managers and FGDs with workers.

Both Better Work and SCORE	Better Work only	SCORE only
<ul style="list-style-type: none"> • Edget Garment P.L.C. • Addis Garment Sh. Co. • ASHTON APPAREL MFG PLC • OMEGA GAMENT ENTERPRISE 	<ul style="list-style-type: none"> • JAY JAY TEXTILES PLC • Century • JP Textile (Ethiopia) PLC • LINDE(ETHIOPIA)GARMEN T PLC • Newbridge Garment Ethiopia PLC • Antex Textile P.L.C. • Lucy Garment Industry PLC • INJO APPAREL MANUFACTURING PLC 	<ul style="list-style-type: none"> • Blue Nile PP Bag • Fahm water industry • Rosharana flowers plc • Addis Gas and Plastics • One-koo Coffee • PCE ventures - form leather goods

11 FGDs were conducted with workers, balancing a variety of views while not discouraging anyone from expressing themselves. The discussion focused on the skills and experiences gained by workers, whether they responded to needs, and whether they will continue to be applied. To conduct these interviews and FGDs, the national experts used data collection tools found in Annex 7.

4.1.4. Stakeholder Survey

The **survey** supported the collection of statistically comparable data. The survey targeted factory owners and factory managers, where the Programme was active, in English and Amharic through an online mobile-friendly survey. To reach out to these stakeholders, the evaluation team relied on the ILO to obtain their contact information and disseminate the survey. A total of 50 respondents were expected to respond to the survey. However, only nine responses were obtained after several reminders. Therefore, the survey results were not included.

4.1.5. Stakeholder Validation Workshop

Following the submission of the Draft Evaluation Report, the ILO organised a **stakeholder validation workshop**, where invited participants (constituents, donors, implementing partners, and national experts) could participate in person or online. The workshop was used as an opportunity to present the draft evaluation report findings, lessons learned, good practices and recommendations presented in the draft evaluation report to the present stakeholders. The discussions and questions emerging after the presentation (using an open question-and-answer moderation format) were used to refine and finalise the findings and recommendations of the clustered final evaluation report.

4.2. Analysis & Reporting

The evaluation and analysis of the collected data aligned with the Intervention Logic and evaluation matrix. The evaluation highlights the most visible and triangulated data trends, providing conclusions, recommendations, and lessons learned.

Qualitative data was collected from desk research, interviews, and FGDs. Interviews and FGDs were summarised in writing and anonymised. The data from documents, interviews, and FGD summaries was reviewed and coded using a Word document coding template prepared in accordance with the evaluation matrix in Annex 2.

Quantitative data found in project documentation (e.g., financial information and log frame) was analysed and presented in relevant chapters of the clustered final evaluation report. It was also used to support data triangulation gathered by qualitative research methods.

In the **Final Evaluation Report, Evaluation Summary, and subsequent Presentation for the Dissemination Workshop**, the evaluation team analysed the triangulated findings by evaluation criteria and provided conclusions and recommendations more holistically across the project activities and evaluation criteria.

4.3. Ethical Considerations

To ensure that the evaluation is ethical and integrates gender equality and human rights principles into its design, data collection, and reporting, it closely followed the United Nations Evaluation Group (UNEG) [Norms and Standards for Evaluation](#), UNEG [Guidelines for Integrating Human Rights and Gender Equality in Evaluations](#), UNEG [Ethical Guidelines for Evaluation](#) and was guided by the ILO Evaluation policy.

4.4. Limitations

Low response rate to the survey - The evaluation team programmed and disseminated the survey as envisioned in the evaluation schedule (Annex 5). However, despite keeping the survey open for an additional two weeks to ensure that factory managers/owners could provide their responses, the response numbers remained low. To mitigate the low response rate, the team relied on interviews with owners/managers and triangulated their responses with ILO staff and stakeholder interviews by asking some additional questions that could provide insights about the training provided to factory owners/managers and the impact on their capacities.

Short timeframe between data collection and draft report submission – as shown in Annex 5, the data collection period lasted three weeks, which also included data analysis followed up by a one-week period to submit the draft evaluation report. To ensure that data was analysed holistically, and the report could present findings in an in-depth and clear manner, the evaluation team prioritised different sections of the report and requested additional time to prepare the report. Initially, sections relying on desk research were drafted. Then the remaining sections were prioritised based on the available information. This approach allowed the evaluation team to make continuous progress in the report drafting and left sufficient time to analyse field data as it was received by the experts and complete the remaining sections relying on interviews and FGDs.

5. Presentation of Findings

5.1. Relevance

According to the OECD/DAC criteria, this criterion considers whether an intervention responds to the needs of beneficiaries, stakeholders and institutional needs. Therefore, this chapter analyses whether the Programme responded to the long-term goals identified in Ethiopia's strategic documentation. It considers whether it responded to the needs of beneficiaries and the extent to which it adapted to changes in the national context during the implementation period.

5.1.1. To what extent does the programme respond to the current and long-term goals identified in Ethiopia's strategic documentation?

The Programme's design and implementation period aligned with Ethiopia Growth and Transformation Plan II (GTP II), the Homegrown Economic Reform Agenda (HGER), The Ethiopia 2030: The Pathway to Prosperity Ten Years Perspective Development Plan (2021-2030), the United Nations Development Assistance Framework (UNDAF) 2016-2020, and United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020-2025.

It found that the design and implementation of the Programme was relevant to supporting the various national development strategies designed for Ethiopia. This is due to most of the analysed strategies aiming to improve, or at least would indirectly contribute, to the manufacturing sector's productivity, promote worker rights, empower women, and address climate issues, with most of these aspects being reflected to a great extent in ONEILO SIRAYE.

GTP II

The GTP II was Ethiopia's development plan for 2015/2016-2019/2020 envisioning sustainable growth in the manufacturing sector, human resource development, investment climate improvement, and the institution of policies, frameworks, and organisational structures enabling the manufacturing industry's growth.²³

ONEILO SIRAYE's design and implementation helped support these objectives, as the GTP II envisioned institutional capacity building, attracting quality direct investment, implementing the Kaizen philosophy, strengthening leadership and support for private investment, enhancing the role of public enterprises, and building their capacities, among other implementation strategies.²⁴ Similarly, the Programme's female empowerment and environmental cross-cutting concerns supported GTP II's focus on improving gender representation and its efforts to provide technical support to factories in managing solid and liquid waste products in an environmentally friendly manner.²⁵

HGER

The HGER was published in 2020, following the completion of the GTP II. It sought to respond to the need to promote structural transformation and increase exports. ONEILO SIRAYE was also relevant to supporting the HGER as the Programme sought to promote factory productivity, improve industrial relations, and increase compensation, its design was responsive to the Agenda, in which the Ethiopian

²³ GTP II pg. 148

²⁴ GTP pg. 148-161

²⁵ GTP II pg. 161

Government also highlighted the need for better productivity and improved industrial relation that would lead to fairer pay.²⁶

ETHIOPIA'S 10-YEAR PERSPECTIVE PLAN (2021-30)

The 10-year Perspective Plan seeks to continue driving Ethiopia towards an industrial- and manufacturing-led economy.²⁷ The focuses most closely related to ONEILO SIRARYE's goals are enhancing capacity utilisation, strengthening coordination, raising production and productivity from existing industrial establishments, and supplying export markets through the production of competitive industrial products, including apparel.²⁸

The Programme's cross-cutting concerns also supported the Plan's implementation. The Plan emphasised the protection of women's rights,²⁹ protection of employees' rights and promoted safer working environments.³⁰ While the Plan and the Programme focused on environmental sustainability, there was little overlap between the two, as the Plan emphasised greenhouse gas emission reduction and wildlife protection rather than specific measures for factories.³¹

UN STRATEGIC DOCUMENTATION FOR ETHIOPIA

The Programme was designed during the implementation of the UNDAF 2016-2020 and implemented during UNSDCF 2020-2025's implementation. The UNDAF's five pillars focus on inclusive growth and structural transformation, resilience and green economy, human capital investments, equitable expansion of quality basic social services, and promoting good governance and participation.³² The UNSDCF developed on this by seeking to promote human rights, an equal and inclusive society, a sustainable and resilient economy, and enable Ethiopia's citizens to face climate shocks.³³

The Programme had a high degree of relevance towards supporting the UN strategic document for Ethiopia as it sought to develop social dialogue, which is important in inclusive and just societies, provided training which contributes to people reaching their full potential, sought to address the negative externalities of textile and garment factories which helps mitigate climate risks, promoted gender equality and aimed at making the Ethiopian garment sector more productive and compliant with international standards.

5.1.2. To what extent did the Programme respond to the needs of beneficiaries and stakeholders involved?

The Programme worked with a wide range of beneficiaries at the factory, sectoral, and national levels. **The Programme's ProDoc, based on the analysis of the country's situation and previous experiences and consulted stakeholders, was able to identify the key issues in Ethiopia's garment and textile sector. The beneficiaries found the implemented activities and the Programmatic approach useful, with only some issues, that were not always within the control of the implementing team affecting the Programme's relevance.**

FACTORY WORKERS

²⁶ Ibid. 34-35

²⁷ Ethiopia 2030 pg. 30

²⁸ Ethiopia 2030 pg.

²⁹ Ethiopia 2030. 67-68

³⁰ Ibid. pg. 68

³¹ Ibid. pg. 73

³² UNDAF pg. 18

³³ UNSDCF. Pg. 26

The factory workers noted a wide variety of issues in their workplace affecting their well-being. These challenges also contained a gendered dimension having an even bigger impact on the needs of women. **In response, the Programme implemented a variety of activities to address productivity, OSH, communication, and address the specific needs of women. While the training activities were found to be relevant by the factory, compensation remained an issue for workers.**

The evaluation found many challenges that male and female factory workers faced prior to the implementation of the Programme. Their well-being was affected by low salaries which undermined their capacity to afford transportation, food and housing.³⁴ Workers also encountered poor factory OSH (e.g. lack of PPE) and safety practices.³⁵ Workers also encountered a lack of trade unions in IPs, failed to differentiate between trade unions and worker councils, did not fully grasp the benefits of trade unions and feared that union membership could affect employment opportunities.³⁶ Meanwhile, labour dispute prevention and resolution mechanisms lacked effectiveness due to poor capacity.³⁷ Finally, data showed that workers had little formal training, with skills levels tending to be low affecting their productivity.³⁸

Female workers, especially those from rural regions, faced additional challenges across different aspects of their lives. Desk research revealed the presence of a wage gap, stemming from perceived gender norms regarding the tasks that could be done by female workers.³⁹ Factory bonus systems would also sometimes favour men, as the emphasis on productivity and punctuality made it difficult for women who are pregnant or caring for their children or families to achieve bonus targets.⁴⁰ Meanwhile, career progression and representation were also more challenging for women as they had limited formal education, lack of prior work experience, and prevalent patriarchal values.⁴¹ Finally, existing infrastructure did little to provide workplace childcare services and respond to sexual reportative health concerns voiced by workers.⁴²

In response, the Programme relied on training to improve grievance-handling mechanisms and policy developments. Training activities sought to improve communication skills among workers and supervisors. To improve OSH in factories, information about hazards at work and training was provided to workers, which also contributed to the establishment of OSH committees, whose members received additional training.⁴³ To improve grievance handling, the Programme worked with stakeholders in Hawassa to establish a reporting phonenumber to report cases of gender based violence (GBV) and discrimination, while also partner with Hawassa University to provide legal aid provision and labour rights.⁴⁴ Meanwhile, to develop compensation mechanisms, the Programme worked with a variety of stakeholders to develop a minimum wage policy and an occupational disease list.⁴⁵

34 ProDoc pg.6, SIRAYE Gender Analysis pg. 28

35 SIRAYE Gender Analysis p. 7 and p. 35

36 SIRAYE Gender Analysis pg. 42, Baseline Report for the ILO Programme "SIRAYE: Advancing Decent Work and Inclusive Industrialization pg. 15

37 ProDoc pg. 9

38 Baseline Report for the ILO Programme "SIRAYE: Advancing Decent Work and Inclusive Industrialization pg. 3

39 SIRAYE Gender Analysis pg. 29

40 Ibid. pg.27

41 Ibid. pg. 43-44

42 Ibid. p. 8 and p. 38

43 TPR 2023 pg. 19 and pg. 40

44 TPR 2023 pg. 6

45 Indicator Performance Tracking Table and Interviews with ILO staff

The Programme also implemented a variety of activities to address the needs of women. To support women’s career progression the Programme implemented the Women Leadership and Development Programme (WLDP). WLDP selected women working in supervisory and line operation roles and provided them with training and mentoring to develop their managerial skills.⁴⁶ To respond to the needs of mothers, ONEILO SIRAYE worked directly with factory managers and workers to inform them about the rights and protections accorded to pregnant women and mothers in line with national regulations. The Programme also included sessions about gender issues and gender-sensitive reporting to SCORE trainers who found that the training transformed their perception of gender integration into activities and enabled them to do so when conducting SCORE activities.⁴⁷ Finally, a variety of measures to combat GBV were carried out.

In Hawassa, a wide range of stakeholders were involved in combatting GBV issues. The Ethiopian Women Lawyers Association (EWLA) carried out an awareness session on GBV and legal rights for the IP staff. Activities were also conducted with the Hawassa City police department on treating sexual harassment and GBV cases. This was done by introducing the police to relevant provisions in the criminal code and the exact role the police should play in the investigation.⁴⁸ The Programme also provided training on handling GBV cases to labour judges, legal aids and labour relations board members.⁴⁹

FGDs with factory workers showed that the workers were happy with the training they received and that it aligned with their needs. Moreover, it was found that receiving Better Work and SCORE training at the same time was also relevant.

“We need safe and healthy work conditions, and that is exactly what the project has been doing. Thanks to the project, we now better know our rights and responsibilities, which is very important, and we are applying it afterwards. Moreover, Kaizen training improved our productivity, and we got incentive payments for that. Hence, the project activities aligned with our needs.”⁵⁰

“The training on OSH and Kaizen were important as they were highly demanded in the factory.”⁵¹

“Yes, receiving both types of training has been very helpful for us. (...). The two interventions complement each other: better work conditions not only improve our safety and health but also help to improve productivity. Similarly, improving our productivity helps to improve working conditions and compensations.”⁵²

FGDs also noted that workers, while they received training on communication, GBV and anti-harassment training, it was not a problem in their specific factories. However, in one case it was noted that a foreign manager did yell less at workers in the factory.⁵³

Despite these changes, nearly all workers note that the Programme has not been able to address their needs related to improved compensation. Workers noted that in cases where there improved or new benefits were added, this has not been sufficient to cover their needs. Factory workers pointed out that the minimum wage mechanism not being implemented is one of the reasons why they still have difficulty

46 TPR 2023 pg. 30
47 TPR 2023 pg. 33
48 TPR 2023 pg. 33-34
49 TPR 2022 pg. 13
50 FGD with factory workers
51 FGD with factory workers
52 FGD with factory workers
53 FGD with factory workers

ensuring their needs are met.⁵⁴ Another factor, as pointed out by multiple FGDs, was the rising inflation, which undermines the salary increments that are received by the workers.⁵⁵

FACTORY OWNERS AND MANAGERS

The Programme identified several issues prior to its implementation that were faced by factory managers and owners. These were factory productivity, safety, and the managers' skill gaps towards meeting the needs of factories. **In general, the factory managers and owners noted that the Programme was relevant to addressing their needs. However, adjusting the approach of training key individuals in the factory could have contributed to better meeting long-term needs.**

The issues encountered by factory workers and the lack of knowledge of effective production techniques had an impact on the productivity and safety of factories. Moreover, factory owners and managers did not always understand the value of adhering to OSH regulations and had a limited understanding of Ethiopian labour law.⁵⁶ ⁵⁷ Another issue observed was that some factory managers and owners resorted to shouting and verbally abusing their workers.⁵⁸ Finally, previous evaluations, e.g., the mid-term evaluation of the IR project, pointed to a need for skills training, as managers highlighted that training in this area would be beneficial to them.⁵⁹

To address issues related to poor productivity, the Programme promoted the establishment of Performance Improvement Consultative Committees (PICCs), which were made up of management and union/worker representatives.⁶⁰ With the support of SCORE trainers, steps were taken to promote productive practices by improving workplace organisation, enabling employees to provide suggestions, and improving information-sharing mechanisms.⁶¹ The management's soft skills were also given attention. Managers received training on human resource management, sexual harassment and violence prevention, and time management.⁶² Managers also received training on communication skills and Ethiopian Labour law regarding minimum working conditions and labour dispute resolution.⁶³

The factory owners and managers tended to reflect on the Programme's activities in a positive light. One manager noted that the Programme's training was *"very important and significant"*, with multiple managers stating that these training activities were significantly more relevant than those provided by the government. The same manager also noted that the establishment of the PICC in their factory was another beneficial aspect of the Programme.⁶⁴ Another manager noted that the activities contained *"new dimensions and experiences from the training helped them to better manage the factory"*.⁶⁵

In one case, two managers noted that while the activities in their factory contributed to improvements, their relevance in the area of productivity was limited. The trainings were noted as too short and provided

⁵⁴ FGD with factory workers

⁵⁵ FGDs with workers

⁵⁶ Interview with ILO Staff

⁵⁷ ProDoc pg. 8

⁵⁸ MTE pg. 29, SIRAYE gender analysis p.81

⁵⁹ ProDoc

⁶⁰ Prodoc pg. 20

⁶¹ TPR 2022, pg. 31

⁶² TPR 2022, pg. 21-23

⁶³ TPR 2033, pg 56-58

⁶⁴ Interview with manager

⁶⁵ Interview with manager

to a limited number of employees, who then left the company. As the production and assistant manager did not receive these training activities, the two interviewed managers doubted their capacity to improve productivity.⁶⁶

CONSTITUENTS

The ILO is made up of its constituents - employers organisations, government officials, and trade unions - to promote social dialogue and improved labour standards. **During the Programme, it implemented activities with all its stakeholders. By holistically considering the issues of all constituents, its tripartite partners appreciated the relevance of ONEILO SIRAYE in responding to their needs.**

Trade unions and employers' organisations in Ethiopia encountered a variety of issues prior to the implementation of the Programme. This included their limited resources and capacities to represent their members holistically. Moreover, their capacity to represent their members was affected by, in the case of the employers' organisation, limited links between the textile federation, Ethiopian Employers' Confederation (EEC) and Ethiopian Industry Employers' Confederation. Meanwhile, the capacity of the trade unions, e.g. CETU's to represent was affected by their allocation of resources being focused on the central headquarters rather than on its branches where much of the interaction with workers happened.⁶⁷ The issue of female under-representation was also apparent, as the presence of women was small or drowned out in discussions regarding the functioning of the trade union.⁶⁸

Interviews with trade union representatives also highlighted the factory workers' and managers' lack of knowledge of labour laws and difficulty accessing IPs prior to the Programme, which made the workers susceptible to unlawful treatment and lack of legal support.⁶⁹ It was also noted that some government officials needed deeper knowledge about labour laws and needed capacity building to address labour law enforcement gaps.⁷⁰

Among the variety of activities implemented, the Programme included training for workers on organising and for employers to recognise the value of trade unions. Constituents also highlighted the value of strengthening social dialogue mechanisms. Efforts focusing on female empowerment and addressing issues of harassment and GBV were also perceived as a valuable part of the Programme due to the perceived severity of the issue, especially among representatives from the employer's organisations.⁷¹

Interviewed constituents tended to rate the Programme's activities in a generally positive light. Both sides also agreed that implementing the Programme under the banner of ONEILO SIRAYE was more beneficial than relying on individual projects.⁷²

Interviews with **government and ministry officials** pointed to a key concern regarding gender equality. Officials emphasised the lack of support for employers to cover maternity leave, provision of daycare services at the workplace, the lack of career progression within factories, lack of representation for women in unions and employer organisations, and the prevalence of GBV and harassment at work.⁷³

66 Interview with managers

67 Prodoc pg. 6-10

68 MTE pg. 29

69 Interview with constituent

70 Interview with constituent

71 Interview with constituents

72 Interviews with constituents

73 Interview with ministry officials

Programme documentation revealed that at the governmental level, there was interest in strengthening the capacity of labour inspectors.⁷⁴ Also, in the design phase of the Programme, officials voiced their interest in establishing a minimum wage at the national or sectoral levels.⁷⁵

Efforts to address the government’s gender concerns were partly addressed through the previously noted mechanisms at the factory level. The Programme also focused on developing guidelines to establish childcare centres and conducting activities for experience sharing. Moreover, the Programme also paid significant attention to building capacities for labour inspection to ensure compliance with national and international laws and regulations. In response to government interest towards creating a minimum wage mechanism, the Programme sought to enable constituents to discuss a minimum wage setting mechanism in the garment and textile sector.⁷⁶

Government stakeholders noted that the presence of the ILO was relevant as they were able to provide the needed capacity building and resources to work towards the stated goals. Moreover, they highlighted that the implementation of one Programme with multiple components rather than a single project was a relevant approach as it helped to tackle issues across multiple need areas and avoided overlooking certain issues.⁷⁷ Another government stakeholder highlighted the relevance of the Programme further by stating that “alignment of the project objectives with our office priorities was helpful, easing implementation.”⁷⁸ A government official also noted that the Programme gave them valuable knowledge and understanding of why the training provided by their ministry was not sufficiently tailored and lacked the expected quality.⁷⁹

OTHER STAKEHOLDERS

Other stakeholders, such as implementing partners and donors, noted the relevance of the Programme. Interviewed implementing partners emphasised that the Programme’s work was relevant for them to ensure that their organisational priorities were met. Therefore, focusing on productivity and women’s rights were all relevant aspects of the Programme for the respective partners working on these issues.⁸⁰ The donors highlighted that the focus on women’s rights and leadership at work and in unions, decent work conditions and a minimum wage setting mechanism were all important factors towards responding to their priorities in the country.⁸¹

5.1.3. To what extent did the Programme adjust to external circumstances to respond to stakeholder needs during implementation?

Throughout its implementation, the Programme encountered multiple difficulties at the factory, sectoral, and national levels due to a global pandemic, conflict, AGOA delisting, and other factors.

In general, the ILO was able to respond to COVID-19 by altering its activities. Similarly, some support was offered to offset the damage caused by the conflict and subsequent removal from AGOA to the factories and employees. However, due to the wide-reaching nature outside of the ILO’s areas of

74 Prodoc pg. 49
75 ProDoc pg. 25
76 Indicator Performance Tracking Table
77 Interview with Government official
78 Interview with Government official
79 Interview with Government official
80 Interview with implementing partners
81 Interviews with donors

intervention caused by these external factors, it was not always possible to respond to all the needs that beneficiaries and stakeholders had.

One factor affecting the implementation of the Programme was the COVID-19 pandemic. Given the health concerns posed by the pandemic, the Ethiopian government implemented various restrictions to contain the spread of the virus.⁸² As a result, the Programme implemented a variety of adjustments to ensure its relevance. In factories that remained open, the Programme set up COVID task forces that included factory workers and employees. This contributed to the ONEILO SIRAYE Programme's ability to tailor activities and provide protective equipment on a need-specific basis.⁸³ Moreover, specific COVID-19 training was introduced, and where possible, training was moved to online platforms to prevent the spread of the virus.⁸⁴ While some noted that these did not fully compensate for not visiting factories, they were still useful in ensuring the continuation of activities.⁸⁵

Alongside health concerns, the pandemic also negatively impacted the socioeconomic well-being of workers and the operations of factories. Therefore, the Programme, together with BMZ, provided a wage subsidy, helping factories stay afloat financially and providing an economic lifeline to the factory workers who risked losing their jobs.⁸⁶

Nevertheless, the Programme faced difficulties that it could not always adjust to. For example, following Ethiopia's delisting from AGOA, some efforts were made to help the factories reach out to different markets and brands.⁸⁷ Nevertheless, not as much progress as expected was made to support the factories.⁸⁸

Multiple challenges appeared during the implementation period that were outside the Programme's remit to respond to. The armed conflict between Tigray and the Federal government saw the destruction of factories in Northern Ethiopia, with the Programme working towards responding to the damage caused in the region.⁸⁹ This and the ongoing conflicts in Amhara have also made it difficult for factories to ensure shipment of goods to ports or certain parts of the country.⁹⁰ Moreover, the Ethiopian Government's change in monetary policy, which made the Ethiopian Birr free-floating, has led to growing prices of many goods in Ethiopia.⁹¹ Therefore, some factories have seen a decrease in demand for their goods and higher raw material fees.⁹²

5.2. Coherence

According to the OECD/DAC criteria, this section should consider whether the Programme was able to link its components and remain consistent with the norms and standards it adheres to. Therefore, this

82 MTE pg. 16 and pg. 39

83 Interview with ILO staff

84 Interview with ILO staff

85 Interview with ILO staff

86 Interviews with (1) Factory managers and ILO staff, MTE pg. 78,

87 Interviews with ILO staff

88 Interview with ILO staff

89 Interview with ILO staff

90 Interview with factory managers

91 FGDs with factory workers, interviews with factory managers, interview with constituent and ILO staff. also AP. 2024. Price instability rocks Ethiopia as it reels from foreign exchange rate reforms. Accessed at: <https://apnews.com/article/ethiopia-currency-reforms-inflation-f686feda6e1ca9fcb99edc11d61e9dce>

92 Interview with factory managers

section evaluates the Programme’s design and logic and whether its components supported each other. It also considers the Programme’s alignment with the ILO’s internal strategies and cross-cutting concerns.

5.2.1. To what extent are the integrated programme design and its underlying ToC logical and coherent?

The logic of the ToC ensures that the different activities and outputs together create outcomes and that the set of expected outcomes together contribute to impact through mutual reinforcement among the components.

While the ToC and the results framework are individually clear, the fact that different structures are used for both causes a lack of clarity on the logic of the programme and on the causality of activities and results.

ONEILO SIRAYE operates at factory, sector, and national levels, and for each level, a **ToC** exists, as well as one overarching ToC, bringing the three levels together. These ToCs were designed at the start of the programme in 2019 and revised in 2022 based on the MTE. Although the ToCs for each level are largely logical, there are a few areas of repetition (although the meaning is different at each level). For example, increased earnings are mentioned as a second-level outcome, as well as impact. Increased productivity is also listed as an outcome and as an impact. Improved technical and soft skills are listed at both outcome levels. For each aspect of the programme, there is no output – first outcome – second outcome – impact linkage, which may have caused such repetition. However, the ToCs are mostly clear and logical.

As one stakeholder explained, “The *Ethiopian garment and textile sector has faced multifaceted internal and external challenges including low productivity, poor quality, unsuitable working conditions, security and political stability problems, etc. These problems need an ecosystem approach to address them. Thus, the SIRAYE program, which has several components, aimed at addressing several problems at a time using an ecosystem approach, rather than addressing a single problem*”.⁹³ Other stakeholders and ILO staff emphasised this as well. Therefore, the overall approach of the ONEILO programme was logical and coherent for stakeholders as well.

At the same time, the **results framework** includes four “objectives” (called “outcomes” in the ProDoc) that operate across the factory, sector, and national levels. Each objective has a number of outputs, each with two or more indicators. The outputs under each objective (outcome) seem logically connected to the objective.

However, from the desk research of the ToC, results framework, and monitoring reports, it is unclear which approach (ToC or results framework) holds the priority. As explained by ILO staff, the results framework functions as the main M&E framework, and the project’s achievements are measured against this framework. The ToC functions as a complementary element to understand the causal flow of the project.⁹⁴ While the dual approach benefits from understanding achievements more holistically, it also confuses external evaluators and creates mixed approaches to annual report drafting (as elaborated in section 5.4.3).

5.2.2. How well were the activities under each component designed to complement and reinforce each other?

⁹³ Interview with a stakeholder

⁹⁴ Interviews with ILO staff

The programme benefited from the inputs of the Better Work programme, Vision Zero Fund, and SCORE, as well as a specific gender component funded by USDOL and inputs from the LABADMIN/OSH, INWORK, and other ILO branches. The ONEILO SIRAYE approach assumes that joining these components under one overarching programme should enhance efficiency, impact, and sustainability, and the components would reinforce each other.

Many examples were found of collaboration among the components and their mutual reinforcement.

Each SIRAYE component contributes to the improvement of decent work in the garment industry of Ethiopia, targeting factory-, sector, and national-level challenges. Given that each component has a different entry point (e.g. BW focuses on working conditions and social dialogue, SCORE focuses on productivity and working conditions, and VZF focuses on OSH at the national level), the ILO provides a holistic approach to decent work in the sector. This is visible in the original ToC (where the outcome and impact levels comprise elements from all components) as well as in the results framework with the different outcome systems (each outcome comprises indicators related to different components).⁹⁵

For each of the four results framework outcomes, the ProDoc describes how each component will contribute to achieving the outcome. In some sections, the text is clear on the relation and interaction between the components towards the achievement of the outcome. For example, the text below describes the added value of SCORE and BW towards improved productivity.⁹⁶

To increase productivity in the apparel industry, both at large factories and SMEs, the ILO will 1) implement demand-driven SCORE (productivity improvement training), 2) implement Better Work worker-manager training on issues affecting productivity, 3) improve factory policies, procedures and practice that incorporate gender-equality principles, and 4) promote responsible and sustainable business practice throughout the supply chain based on the Tripartite Declaration of Principles on Multinational Enterprises and Social Policy (MNE Declaration).⁹⁷

The evaluation's data collection found some evidence that supports these findings. For example, one FGD with workers who benefited from both SCORE and Better Work described that *"the two interventions complement each other: better work conditions not only improve our safety and health but also helps to improve productivity. Similarly, improving our productivity helps to improve working conditions and compensations."*⁹⁸ ILO staff also explained that *"Better work also conducts assessment at enterprise level, but VZF has expertise on specific components which are not captured by BW. So, whenever we conduct those assessments, we collaborated with Better Work and collaborate in terms of implementing those assessment findings."*⁹⁹ VZF also collaborated with LABADMIN on government capacity building and the development of labour administration systems.¹⁰⁰

However, such examples are sporadic in the Programme's design. In the majority of the ProDoc text, the contributions and value of the components are listed in separate paragraphs without referral to other components and interactions with them. Therefore, initially, it is not clear to the reader whether the components are still implemented in silos (although their content is complementary) or whether the

⁹⁵ Indicator Performance Tracking Table

⁹⁶ ProDoc

⁹⁷ Prodoc

⁹⁸ FGD with factory workers

⁹⁹ Interview with ILO staff

¹⁰⁰ Interview with ILO staff

components also interact with each other and how with the evaluation team relying on interviews with staff and stakeholders to determine how the different components work together.

5.2.3. How well did the programme's design and implementation strategies align with ILO strategies?

The ONEILO SIRAYE Programme was implemented at the same time as the ILO DWCP 2021-2025, and multiple ILO P&B were also under implementation. **An analysis of the documents shows that the Programme was, to a great degree, aligned with ILO's priorities in Ethiopia as well as its general priorities as an organisation.**

DWCP

The ILO DWCP 2021-2025 presents the ILO's overall strategy in the country of intervention. The DWCP of Ethiopia has three country priorities focusing on: "people", "prosperity", and "industrial relations, social dialogue and tripartism". Across all 3 country priorities, the ONEILO SIRAYE Programme was highly relevant to supporting the envisioned priorities.

Country Priority 1: "People" has a single Outcome. It seeks to ensure that *"all people in Ethiopia enjoy the rights and capabilities to realise their potential in equality and dignity"*.¹⁰¹ As ONEILO SIRAYE seeks to improve the technical and soft skills of workers, these outputs are at least supportive of Output 1.1. Similarly, as ONEILO SIRAYE seeks to support gender equality by directly engaging factories through provided services and in their policy activities and encouraging them to take up leadership positions in factories which is relevant to supporting Output 1.2.

Table 4. Explanation of relevant Outputs under Country Outcome 1

<p>Output 1.1 seeks to empower young people, especially the vulnerable, to develop knowledge and skills that would enable them to access decent jobs</p> <p>Output 1.2 aims to strengthen institutions, policies, regulations, and legislation to promote gender equity and non-discrimination in all areas related to the workplace.¹⁰²</p>

Country Priority 2: "Prosperity" has a single Outcome which envisions that *"all people in Ethiopia benefit from an inclusive, resilient and sustainable economy"*.¹⁰³ ONEILO SIRAYE outcomes focus on having workers covered by a prevention, protection and compensation mechanisms. The Programme also seeks to provide training on OSH, improve labour inspection mechanisms, increase productivity, and introduce a minimum wage policy in the garment and textile sector. These aspects are relevant for ensuring that Output 2.4, Output 2.5, Output 2.6, and Output 2.7 are supported.

Table 5. Explanation of relevant Outputs under Country Outcome 2

<p>Output 2.4 focuses on strengthening social protection programmes and systems to ensure the most vulnerable are resilient.</p> <p>Output 2.5 aims to increase productivity in formal and informal sectors to create sustainable enterprises, and ensure that Ethiopians, particularly youth, women and returnees can access productive and durable jobs, and entrepreneurship opportunities.</p> <p>Output 2.6 seeks to ensure OSH standards at work and improve labour inspection to increase productivity and improve working conditions.</p> <p>Output 2.7 aims to set and implement an evidence-based minimum wage policy by setting up needed policies, regulations and institutions.¹⁰⁴</p>
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¹⁰¹ DWCP for Ethiopia 2021-2025 pg. 40

¹⁰² Ibid. pg. 43

¹⁰³ Ibid. pg. 44

¹⁰⁴ Ibid. pg. 47

Country Priority 3: industrial relations, social dialogue and tripartism, there are two outcomes. Outcome 3 aims to have “All tripartite partners in Ethiopia and their constituents have increased engagement in industrial relations, social dialogue and tripartism.”¹⁰⁵ Therefore, ONEILO SIRAYE, which seeks to build government capacity to prevent and address labour disputes and improve the capacity of ILO’s constituents to represent their members through social dialogue and collective bargaining to produce better policies, is directly relevant to supporting Outputs 3.1 and 3.2.

Table 6. Explanation of relevant Outputs under Country Outcome 3

<p>Output 3.1 seeks to increase government capacity to improve institutions related to social dialogue and develop tripartism at national and subnational levels.</p> <p>Output 3.2 focuses on improving policies, regulations and institutions to ensure the promotion of and compliance with fundamental rights and principles at work to support the interests of industrial harmony. It also seeks to enhance organisational productivity and competitiveness.¹⁰⁶</p>
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Country Priority 3’s Outcome 4 envisions that “All workers, employers and their representative organisations in Ethiopia advance the enjoyment of fundamental principles and rights at work”. ONEILO SIRAYE, which seeks to ensure that labour standards are adhered to, and that employer and worker organisations empowered are relevant to supporting Outputs 4.1 and 4.2.

Table 7. Explanation of relevant Outputs under Country Outcome 4

<p>Output 4.1 ILS are domesticated, enforced, and ratified.</p> <p>Output 4.2 worker and employer organisations can influence policymaking and contribute to inclusive social dialogue to a higher degree.¹⁰⁷</p>
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ILO P&Bs

The Programme was designed and implemented between 2019 and 2023, meaning that it spanned three P&Bs – 2018/2019, 2020/2021 and 2022/2023. In general, the Programme aligned with the P&Bs, especially in 2020/2021 and 2022/2023. Therefore, this points to the ONEILO SIRAYE Programme being relevant to the strategic aims of the ILO.

The 2018/2019 P&B had ten Outcomes and the 2020/2021 and 2022/2023 P&Bs shared the same 8 outcomes. The table below shows the outcomes of each of the P&Bs which align with the Programme’s objectives.

Table 8. Outcomes from P&Bs which align with Programme objectives

P&B	Envisioned Outcomes
P&B 2018-2019	<p>Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects.</p> <p>Outcome 2: Ratification and application of international labour standards.</p> <p>Outcome 4: Promoting sustainable enterprises</p> <p>Outcome 7: Promoting safe work and workplace compliance, including in global supply chains.</p> <p>Outcome 10: Strong and representative employers’ and worker’s organisations.¹⁰⁸</p>
P&B 2020-2021 and P&B 2022-2023	<p>Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue.</p> <p>Outcome 2: ILS and authoritative and effective supervision.</p>

¹⁰⁵ Ibid. pg. 48

¹⁰⁶ Ibid. pg. 49

¹⁰⁷ Ibid. pg. 50

¹⁰⁸ Programme and Budget for the biennium 2018–19 pg. 11-44

	<p>Outcome 4: Sustainable enterprises as generators of employment and promoters of innovation and decent work.</p> <p>Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work.</p> <p>Outcome 7: Adequate and effective protection at work for all.¹⁰⁹</p>
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In the 2018-2019 P&B five out of the ten outcomes align with Programme objectives. In the 2020-2021 and 2022-2023 P&Bs, outcomes are the same despite differences between some outputs. Nevertheless, in this case, the ONEILO SIRAYE’s objectives align with five of the eight outcomes.

5.2.4. To what extent did the programme mainstream ILO’s cross-cutting concerns?

The Programme design focused on mainstreaming multiple cross-cutting ILO concerns, including disability, environmental sustainability, gender equality, ILS, and social dialogue. **The design shows that most of these concerns were integrated into the Programme outputs and indicators. As a result, progress towards their achievement is also reflected in the reporting and activities implemented during the Programme. However, in cases where a cross-cutting concern lacked holistic integration into the Programme design, tracking its progress systematically was difficult.**

DISABILITY

The Programme did not integrate disability inclusion directly into its outputs, but it had relevant indicators. Moreover, the Programme took steps to encourage factory managers to promote the inclusion of individuals with disabilities.

The Programme design integrated disability inclusion concerns under Objective 4. In particular, Output 4.2 has two indicators which incorporate disability concerns, with one focusing on stakeholder and tripartite partner training on disability assessment guidelines and the other on developing disability assessment guidelines.

The 2023 Annual Report further reveals efforts to address disability concerns. The report outlines that by working with Ethiopian Centre for Disability and Development (ECDD) and Ethiopian Business Disability Network (EBDN), the Programme has been supporting factories’ capacities to employ persons living with disabilities. Audits were also conducted to understand the capacity gaps of some factories in IPs towards making them more accessible for people living with disabilities to make them more inclusive. At the same time, the Programme also conducted training for factory managers on disability inclusion awareness. Finally, with the leadership of the Ministry of Labour and Skills (MoLS), the final version of the Occupational Disease List of Ethiopia was developed, which has a section dedicated to disability assessment criteria.¹¹⁰

ENVIRONMENTAL SUSTAINABILITY CONCERNS

Efforts to integrate environmental sustainability concerns were found in the Programme. However, they lacked mainstreaming due to a lack of associated indicators to track their progress. Based on the TPRs, this seems to have led to a fragmented integration of environmental concerns as some years did not report any updates on the progress towards promoting environmentally sustainable practices.

The ProDoc shows an understanding of why environmental concerns need to be integrated and a considerable degree of integration of environmental concerns, especially at the factory level, which is

¹⁰⁹ Programme and Budget for the biennium 2020–21 pg. 11-49 and Programme and Budget for the biennium 2022–23 pg. 28 and 57

¹¹⁰ Annual Report 2023 pg. 9 and 38

enabled through the multiple components of the Programme. At the factory level, it used SCORE to support more sustainable resource use and management practices. Through Better Work it sought to ensure that chemicals are handled and disposed of properly, that labour inspectors are able to ensure the implementation of environmental practices as envisioned in national regulations, and that employees are also protected. At the sectoral and national levels, the Prodoc envisions that through the implementation of the intervention, there will be opportunities for constituents and stakeholders to discuss environmental concerns.¹¹¹

The annual reports confirm that efforts were made to integrate environmental concerns. For example, the 2021 TPR points out that, having partnered with the Stockholm International Water Institute (SIWI), the Programme assessed the environmental impact on a selection of garment and textile factories and provided them with recommendations.¹¹² Furthermore, the 2023 Annual Report shows that environmental sustainability training was provided to tripartite constituents. This led to the introduction of an environmental sustainability training module being introduced to 30 SCORE trainers.¹¹³

However, the integration of environmental concerns seems to lack a systematic and holistic approach. This is clear from the 2019, 2020 and 2022 annual reports, which do not review progress made towards achieving better environmental sustainability standards. This issue also carries over into the “Indicator Performance Tracking Table”. The objectives and their outputs do not include any specific language orientated towards environmental sustainability, leading to the obfuscation of the cross-cutting topic.

The areas where environmental sustainability concerns were integrated can only be deduced through a reading of the ProDoc. However, even here it is not always clear where these concerns could be found. For example, Objective 1, with Outputs 1.3 and 1.4, which focus on labour inspectorate improvements and Output 1.5, which seeks to establish a system for factory-level assessments and remediation, point to a theoretical link to environmental concerns. Nevertheless, the output indicators only generically indicate the progress of promoting compliance and service provision, without any specific indicators for environmental concerns.

When outputs related to environmental sustainability are identified, they do not fall under dedicated indicators. For example, the output for environmental sustainability module training is placed under Outcome 2, Output 2.1. However, the environmental sustainability outputs would likely fall under generic training such as an indicator for the number of enterprise staff trained in workshops. Thus, this further reinforces the difficulty of measuring the progress of environmental sustainability in an approachable manner.

GENDER EQUALITY

ONEILO SIRAYE identified and holistically integrated gender equality concerns across its design from its inception. The Programme’s reporting also improved during the implementation period by giving increased attention to reporting on gender equality and providing quantitative and qualitative data to highlight progress towards achieving expected goals.

The concern for gender equality is established in the ProDoc, which highlights the importance of integrating gender concerns and how this will be achieved during the Programme’s implementation. In particular, the document establishes the types of difficulties women face in the workplace, including

¹¹¹ ProDoc pg.28

¹¹² TPR 2021 pg. 41

¹¹³ TPR 2023

gender-based violence, harassment, lack of representation in management roles and the lack of protection for pregnant women, among others.¹¹⁴ To address these and other prevalent issues faced by female workers, it outlines the main areas in which it will seek to address gender inequality, which are non-discrimination, voice and representation, paid work and care, leadership and skills development.¹¹⁵

The Programme design holistically integrated gender concerns throughout all aspects of its work. Across all of ONEILO SIRAYE’s objectives, there were outputs focused specifically on the needs of women, with nearly all of them containing gender-specific indicators.

Under **Objective 1**, outputs 1.1, 1.6, 1.7, and 1.8 specifically focus on gender-based concerns in the form of representation, gender-sensitive labour inspection, and gender equality training.

Under **Objective 2**, outputs 2.3 and 2.5 focus on gender-equality mainstreaming activities and women’s career advancement.

Under **Objective 3**, outputs 3.5, 3.6, and 3.7 include a focus on gender equality, promoting working with national stakeholders to develop gender policies, improving accessibility of compliance mechanisms for women, and promoting better gender-based discrimination and harassment case handling in and outside of factories.

Under **Objective 4**, Output 4.5 aims to improve the social protection of women.¹¹⁶

In some cases, even if an output did not have gender-specific criteria, the associated indicators promoted gender-related concerns. For example, outputs 2.3 and 2.4 had indicators that focused on gender-disaggregated data for training.¹¹⁷

Reporting on gender concerns also improved significantly throughout the Programme’s implementation period. The first two annual reports integrated this cross-cutting concern either under the chapter on “Summary Outputs” or mentioned activities oriented towards women’s empowerment under the narrative report. However, starting in 2021, the reports contained a sub-chapter specifically related to the cross-cutting concern titled “Gender Equality and Women’s Empowerment.”

The creation of an additional sub-chapter on gender helped mainstream gender further. By putting gender equality and non-discrimination into a separate chapter, it highlighted the importance of gender for the Programme. While other cross-cutting concerns such as compliance, OSH and some others also received their sub-chapters, this still made gender-specific results stand out from all the other factors and emphasised gender’s importance. Furthermore, the gender-specific chapters also contained a significant amount of detail in their reporting. For example, the three latest annual reports contained not only an outline of the activities implemented across different areas of concern, e.g., women’s leadership or stakeholder capacity building but also quantitative information about progress after an intervention took place.¹¹⁸ They also featured testimonials from women beneficiaries, providing a deeper understanding of how the implementation of activities impacted the lives of the female participants.¹¹⁹ Thus, this helped clarify the extent to which gender-related mainstreaming worked.

INTERNATIONAL LABOUR STANDARDS

¹¹⁴ ProDoc pg.6
¹¹⁵ ProDoc pg. 27
¹¹⁶ Indicator Performance Tracking
¹¹⁷ Ibid.
¹¹⁸ Annual Report 2021 pg. 39-40; Annual Report 2022 pg. 35-36
¹¹⁹ Annual Report 2021 pg. 40-41; Annual Report 2022 pg. 36; Annual Report 2023 pg. 30-31

The Programme’s planning and design integrated ILS concerns across a variety of intervention areas.

The capacity to mainstream ILS efforts was further supported by the annual reports, which provided detailed information on how ILS concerns intersected with other areas of work. These reports showed that the Programme had a considerable degree of success in mainstreaming ILS concerns into its efforts.

The ProDoc highlighted the importance of ILS and outlined the areas in which it will be mainstreamed. It emphasised the development and improvement of grievance-handling mechanisms, integration of ILS concerns into the promotion of gender equality, reduction of sexual harassment, and provision of training to trade union officials on expanding unionisation.¹²⁰

The Programme design generally clustered ILS-related outputs and their indicators under Objective 1. However, in some cases, outputs related to ILS were found in outputs under other objectives. Objective 3 contained Output 3.3, which sought to raise awareness about ILS among a variety of government and other stakeholders. Similarly, Objective 4 focused on the improvement of OSH standards, ILS related concerns were also integrated into its outputs and indicators. For example, under output 4.1, an indicator seeks to improve injury and illness recording mechanisms, while an indicator under output 4.2 focuses on updating occupational disease lists.¹²¹

The annual reports showed that ILS concerns were also integrated across various aspects of the Programme. The 2021 Annual Report highlighted that training was carried out for supervisors and workers on recognising, preventing, and addressing sexual harassment in factories, revealing how gender-related concerns were integrated into promoting improved ILS.¹²² The 2022 Annual Report showed how the promotion of ILS was mainstreamed across various fields. This included conducting OSH assessments, improving management systems, conducting activities to improve adherence to national labour laws, and empowering women by integrating them into various structures to address gender-specific issues.¹²³

SOCIAL DIALOGUE

The Programme design clustered social dialogue outputs around a single objective. Nevertheless, social dialogue was also mainstreamed across other cross-cutting concerns, as revealed by Project documentation, showing a notable level of integration in the Programme.

The Programme log frame generally clustered social dialogue concerns under the third objective rather than integrating them throughout the Programme’s outcomes and objectives. Here, outputs 3.1, 3.2, 3.3, and 3.4, including their indicators, focused directly on promoting improvements in social dialogue.¹²⁴ However, the ToC included social dialogue at the factory, sector, and national levels.

The effort to mainstream social dialogue was visible in the ProDoc and annual reporting. The ProDoc states that its focus on gender empowerment also sought to improve women’s representation in social dialogue, showing how these two cross-cutting factors are mainstreamed to reinforce each other’s efforts. At the same time, starting with the 2021 Annual Report, social dialogue, like gender, environment and ILS standards, has its dedicated chapter, starting with the 2021 Annual Report. In some areas, these reports highlight how ONEILO SIRAYE integrated social dialogue concerns into other areas of concern. For

¹²⁰ ProDoc pg. 24

¹²¹ Indicator Performance Tracking Table

¹²² TPR 2021 pg. 20-21

¹²³ TPR 2022

¹²⁴ Indicator Performance Tracking Table

example, the 2021 Annual Report highlighted how judges trained in ILS were introduced to freedom of association and collective bargaining.¹²⁵

5.3. Effectiveness

According to the OECD/DAC, this criterion looks at the extent to which a Programme was able to achieve its objectives. Therefore, this section considers whether the Programme achieved its factory, sectoral, and national level objectives as well as the factors that influenced their achievement.

5.3.1. To what extent did the programme achieve its intended factory-level objectives?

At the factory level, the ONEILO SIRAYE Programme aimed to increase productivity, job satisfaction, compliance with labour laws, strengthen OSH and workers' representation, and promote workplace inclusivity regarding gender and persons with disabilities. The expected impact under this dimension relates to the improved well-being and compensation of workers. This section reviews the progress in introducing mechanisms to ensure workers' well-being, while the impact chapter assesses the actual impact of these mechanisms on well-being.

The evaluation found predominantly positive evidence on the achievements of ONEILO SIRAYE across different elements (association, OSH, gender, productivity) of the factory-level component, based on contributions of the different components under the ONEILO approach. Only a few targets were not met (though improvement took place), and respondents noted mostly improvements in their factories.

The first cluster of outcomes expected from ONEILO SIRAYE at the factory level included **relations between workers and managers**. This includes improvement of management systems and improved worker-management dialogue. Out of a targeted 70%, the programme achieved 71% of programme factories implementing sound Human Resources Management systems and OSH. Furthermore, the share of workers who are trade union members grew from 8% in 2021 to 16% (though not meeting the 35% target), and the number of workers reached with legal aid grew from 11 in 2021 to 605 in 2024 (exceeding the 400 target).¹²⁶

Interviewed factory managers and workers supported these findings.

*“The training enabled the middle management to mediate between the needs of workers and their employers via improving working conditions for workers”.*¹²⁷

*“Management and the trade union discussed various issues and resolved them. Solutions usually benefit both employees and the owner”.*¹²⁸

*“Yes, we have a union in our factory for whom we present issues. The union representatives have periodic meetings with the management where they present our issues, or they can immediately present to the manager any urgent issues”.*¹²⁹

Some workers noted that not all concerns are being addressed by factory management, in particular issues raised about salaries. *“We have a collective agreement with the management to increase our salary*

¹²⁵ Annual Report 2021 pg. 45

¹²⁶ Indicator Performance Tracking Table

¹²⁷ Interviews with factory managers

¹²⁸ Interviews with factory managers

¹²⁹ FGD with workers

following increases in profit. We feel that the management has been inflating costs to show us that the company is not profitable.”¹³⁰

Secondly, the programme aimed to improve **compliance** with labour laws, thereby improving working conditions and earnings, reducing workplace incidents and diseases, and reducing turnover and worker absenteeism. In 2019, the programme saw an average non-compliance rate of 19% on publicly reported issues, which decreased yearly to 9,5% in 2024.¹³¹ The share of factories on track to demonstrate progress towards their learning plan grew from 32% in 2021 to 44% in 2024 (though short of the target of 65%). Examples of improved OSH and compliance provided by respondents include:

*“Different teams were organised in each line of production to monitor the safety conditions. Every morning, each team leader organises a brief meeting to comment on issues and to boost the motivation of the workers”.*¹³²

Many factory managers interviewed indicated that *“in general, the working environment is now cleaner and safer”* due to increased OSH awareness, the foundation of the OSH committee, and the provision of PPE, fire alarms, exit ways, and better storage.¹³³

FGDs with workers confirmed that improvements in safety were made. *“We now have first aid boxes and trained personnel following the lessons from the training. Workers receive first aid whenever they experience injuries and are advised to seek further medication if the injury is severe”.*¹³⁴

Thirdly, the programme aimed to improve **gender equality** and working conditions for **women** by promoting gender-sensitive practices in the workplace and women’s voices and representation. In 2019, the average non-compliance rate on gender-sensitive compliance questions was 6%, which reduced to 1.3% at the end of 2024. The programme exceeded its targets for gender-sensitive manuals and awareness-raising events and reached 127% of the targeted stakeholders for gender equality training.¹³⁵ The representation of women in factory committees was also balanced in 95% of factories.

Interviewed factory managers claim that they maintain a zero-tolerance policy for workplace harassment. One manager reported that *“employees have a better understanding [about what constitutes harassment] after the ILO training.”*¹³⁶ Another manager indicated that *“anyone who has the qualifications holds positions regardless of their gender, religion or ethnicity”.*¹³⁷ An FGD with workers showed that *“we encourage our women colleagues to compete for open positions.”*¹³⁸

However, workers also perceived that women working in the private sector have not been receiving equal attention from organisations even though their salaries are lower than those of public workers.¹³⁹ In some factories, management is still male dominated.¹⁴⁰ An ILO staff member also noted that, during assessments, cases of harassment are still significantly underreported by women.¹⁴¹

¹³⁰ FGD with workers

¹³¹ Indicator Performance Tracking Table (IPTT)

¹³² Interviews with factory managers

¹³³ Interviews with factory managers

¹³⁴ FGD with workers

¹³⁵ Indicator Performance Tracking Table (IPTT)

¹³⁶ Interview with a factory manager

¹³⁷ Interview with a factory manager

¹³⁸ FGD with workers

¹³⁹ FGD with workers

¹⁴⁰ FGD with workers

¹⁴¹ Interview with ILO staff.

Lastly, the programme focused on improving **soft and technical skills, eventually contributing to increased productivity and earnings. The programme exceeded its targets for the number of enterprise staff, supervisors,** and workers trained on soft skills, although it did not reach its targets for the number of training sessions.¹⁴²

Out of the targeted 100, the number of SMEs who reported an increase in **productivity** amounted to 82.¹⁴³ One stakeholder highlighted the Kaizen training implemented under the SCORE component was a key factor contributing to increased factory productivity.¹⁴⁴ Overall, managers showed an increased understanding of the link between employee well-being and factory productivity.

According to interviewed factory managers: *“Productivity has improved after the training due to (i) employees are happier as they work in the Better Work environment; (ii) there is a reduction in the frequency of unannounced strikes by employees; and (iii) absenteeism also declined, and (iv) injuries and accidents declined. Hence, more workers are at work and hence more production and better productivity”*.¹⁴⁵

Another manager noticed that *“training participants obtained new skills and experiences from the training, which lead to personal satisfaction”*.¹⁴⁶

Similarly, a third manager reported that *“yes, productivity increased immediately after the workers received training and implemented the SCORE and Better Work lessons. To support this, we incentivised workers financially”*.¹⁴⁷

However, one manager interviewed reported that the training could have been longer and involved more employees to have had a greater impact on productivity.¹⁴⁸ However, the ILO's capacity to implement longer training was limited by managers' perceptions that longer training involving more employees would disrupt the production process.¹⁴⁹

5.3.2. To what extent did the programme achieve its intended sectoral-level objectives?

At the sectoral level, the programme aimed to increase the capacity of sectoral TUs and EOs regarding social dialogue and female representation. The Programme also focused on improving dispute resolution mechanisms and sector-wide compliance. Lastly, the Programme aimed to increase the sector's competitiveness and attractiveness to international buyers.¹⁵⁰

Through its sectoral work, the ONEILO SIRAYE programme created systems to enhance workers' well-being and productivity across the sector.

In relation to **gender**, the programme commissioned a gender analysis of the textile and garment sectors. It developed a Gender Equality and Inclusion Strategy and Action Plan to support and inform the ONEILO SIRAYE programme. Better Work and SCORE also have a common intervention, namely the Women Leadership Development programme funded by USDOL addressing the lack of female leadership in the textile and garment sector. Close to 70% of the workers trained through this programme were promoted

142 Indicator Performance Tracking Table (IPTT)

143 Indicator Performance Tracking Table (IPTT)

144 Interview with a stakeholder

145 Interview with factory managers

146 Interview with factory managers

147 Interview with factory managers

148 Interview with a factory manager

149 Interview with ILO staff

150 ONEILO SIRAYE Project Document 2019.

to the next higher level with, of course, increased salary.¹⁵¹ As a result of different gender interventions, ILO staff noted that *“female workers are more empowered, I can say, to take measures to protect themselves and their rights.”*¹⁵²

*“There are also changes in male workers, because now they are informed on the legal rights of female workers. They know that they should change if they have any issues prior to having awareness of the rights of female workers. There is also, I think, kind of an appreciation from male workers. Because you see in some factories, you find male workers and gender committee at factory level supporting women's issues and pushing the agenda in terms of reporting harassment and violence cases.”*¹⁵³

ONEILO also focused on improving **grievance redressal mechanisms** in the sector, for example, by setting up workers' call centres in the Bole Lemi and Hawassa IPs. These centres were designed to provide an alternative method for workers to submit grievances anonymously and receive referral support.¹⁵⁴ In Hawassa, grievance redressal capacity was further supported by the effective links established between the call centres, women's committees in factories, EWLA, and the Hawassa University Legal Aid Centre. One stakeholder explained that these call centres were more effective than the previous labour units because those labour units failed to follow up on complaints. The call centres follow up and can refer workers to the Hawassa University legal department for free representation in court.¹⁵⁵

*“The call centre is mainly established to receive and respond to workers' complaints, and it can be different topics or issues. Whenever there is a worker complaint, they will reach out or they will communicate with the factory management. And if the case is resolved, fine. If it's not resolved, it has to be addressed with a legal service aid provider outside of the park. So, we also supported the establishment of a legal aid centre. We also work closely with the Ethiopian Women Lawyers Association, which specialises in women's rights issues.”*¹⁵⁶

The establishment of a tripartite Grievance Redressal Mechanism was also carried out to make grievance redressal and the prevention and resolution of labour disputes more effective. The Programme also created a manual on conciliation and mediation skills, which further bolstered the capacity to address labour disputes through the establishment of guidelines.¹⁵⁷

An interviewed stakeholder noted that issues of non-compliance and harassment have declined across the sector and the factories where ONEILO was active.¹⁵⁸ FGDs with factory workers showed that they are more aware of how to present cases with many of them relying on their representatives and grievance boxes present in factories.¹⁵⁹

Factors contributing to increased **foreign investment and interest** in the sector include improved working conditions and respect for human rights as a result of the programme. As a stakeholder noted: *“the role of SIRAYE program is not understated as it created better working conditions for workers, which international buyers highly appreciate, which attracts international buyers to buy from the Ethiopian*

¹⁵¹ Interview with ILO staff

¹⁵² Interview with ILO staff

¹⁵³ Interview with ILO staff

¹⁵⁴ TPR 2022. pg. 37.

¹⁵⁵ Interview with a stakeholder

¹⁵⁶ Interview with ILO staff

¹⁵⁷ TPR 2022. pg. 44

¹⁵⁸ Interview with a stakeholder

¹⁵⁹ FGDs with factory workers

markets leading to higher demand for garments and textile, which in turn attracts additional investment to the sector.”¹⁶⁰

5.3.3. To what extent did the programme achieve its intended national-level objectives?

At the national level, the Programme sought to improve the OSH, prevention, protection, and compensation mechanisms, implement a minimum wage setting mechanism, and foster decent working environments. The Programme made progress across all of these aspects, including contributing to policy documents that **would support OSH and minimum wage setting mechanisms. However, the final implementation of these documents appeared to have stalled for the near future.**

The Programme made progress towards implementing multiple national-level documents. It supported the revision of the OSH directive and submitted the final revised draft to the MoLS.¹⁶¹ At the time of writing, the OSH directive had been translated into Amharic and was awaiting the Ministry of Justice's review and approval before it could be presented to the Parliament for approval.¹⁶² The Programme was also able to support the updating of Ethiopia's Occupational Disease list, which would enable workers to get compensation for injuries or diseases arising from working conditions.¹⁶³ However, this document is also awaiting approval to become effective.

Progress was also made towards advancing the minimum wage directive. Due to the ILO's advocacy efforts and the support provided in drafting the legislation regarding the minimum wage, the document passed the review of the public prosecutor's office and was submitted to the council of ministers.¹⁶⁴

“One of the Programme's main achievements was addressing inconsistencies in the laws of MoLS and the Ministry of Health. These two actors were not even aware that their laws were contradictory. By collecting evidence from the factories and discussing it in regional meetings, we were able to detect the contradiction and provide evidence to the ministries. Then, they managed to develop new laws jointly. This could not have been achieved without the feedback from the factories.”¹⁶⁵

Steps were also taken to advance social dialogue at the national level. Through its collaboration with MoLS, the Programme introduced and validated guidelines focusing on supporting social dialogue at work, collective bargaining, grievance redressal, and standardisation of labour relations board procedures. The validation of guidelines in these areas is expected to improve relations at the national level.¹⁶⁶

The Programme also took steps to improve labour administration at the national level. To improve labour inspection processes, the Programme developed the labour inspection information management system. This is a digital system that registers and tracks workers' complaints regarding cases of non-compliance from factories. In 2022, this system was handed over to MoLS with ONEILO SIRAYE continuing to provide support to MoLS to integrate the platform into the Ministry's newly developed labour market

¹⁶⁰ Interview with a stakeholder

¹⁶¹ Annual TPR 2022 pg. 14

¹⁶² Annual TPR 2023 pg. 39, Interview with ILO staff

¹⁶³ Annual TPR 2023 pg. 39 Interview with ILO staff

¹⁶⁴ Interview with ILO staff

¹⁶⁵ Interview with ILO staff

¹⁶⁶ TPR 2023 pg. 46

information system. Once fully operational, the data accumulated overtime will also provide information towards legal reform and policy revision.¹⁶⁷

The Programme also worked with regional labour bureaus in Amhara, Oromia, and Sidama to strengthen the capacities of labour inspectors and labour relations boards.¹⁶⁸ ONEILO SIRAYE also worked with government officials to improve their understanding of ILS. For example, the Programme invited senior and mid-level government officials from the Addis Ababa City Administration to inform them about core ILO labour standards and the importance of social dialogue.¹⁶⁹

The Kaizen Excellence Centre also took ownership of some SCORE related activities. The government institution integrated SCORE training in its services designed to support SMEs.¹⁷⁰ For example, by the end of 2022 it had delivered SCORE training to 20 SMEs reaching 3000 workers.¹⁷¹

5.3.4. What factors, if any, influenced the achievement of the programme's outcomes?

The Programme was able to benefit from multiple factors that enabled it to drive the implementation of the programme's outcomes. **Data showed that the leveraging of a "ONEILO" approach alongside capable implementing partners and good alignment with constituent goals were valuable in ensuring the Programme can achieve its goals. Nevertheless, the need to better adjust activities and a confluence of external factors that hindered the facilitation of objectives were some of the factors which made Programme implementation more difficult and slowed down the achievement of results.**

A key factor **enabling** the achievement of the Programme's outcome is the ONEILO approach itself. By uniting projects typically carried out separately under one umbrella, the Programme is able to leverage the expertise of multiple different components to achieve its intended outputs and, in turn, outcomes.

"During unionisation and the establishment of a bipartite committee, we collaborate with another team to support us. For example, we asked LABADMIN/OSH to develop a guideline for us on supporting factories. So, they developed a guideline, and we are using that guideline to support unionisation, collective bargaining, and representation. So, when there is a need from one component, and that need can be covered from the component, who has a better understanding or better capacity in those areas."¹⁷²

"When we detect through our Better Work assessment if there is any gap or needs of capacity building, and if we could not cover through regular advisory, we refer to bringing the SCORE consultants from SCORE components, so that the SCORE team will provide, one day or two days, occupational health and safety training for those factories which have a need for the training, or which we identified through the assessment."¹⁷³

Alongside multiple components utilising each other's expertise when working towards the same outcomes, the Programme also benefitted from experienced implementing partners. For example, Hawassa University emphasised community service as its priority. After receiving financial support from the Programme, the university opened additional legal aid centres, which helped represent workers' rights and contributed to improvements in industrial relations.¹⁷⁴ Thus, the benefits provided by working with implementing partners who have expertise in their field with relatively few challenges encouraged

¹⁶⁷ TPR 2022 pg. 8 and TPR 2023 pg. 11

¹⁶⁸ TPR 2022 pg. 46

¹⁶⁹ TPR 2023 pg.46

¹⁷⁰ TPR 2023 pg. 7

¹⁷¹ TPR 2022 pg. 11

¹⁷² Interview with EAs

¹⁷³ Interview with EAs

¹⁷⁴ Interview with Implementing partner

the expansion of the number of implementing partners.¹⁷⁵ Thus, reinforced the efforts of the Programme to achieve its outcomes.

A government stakeholder pointed out an additional factor that contributed to the achievement of outcomes. According to them, the fact that the Programme objectives aligned with their own policies in terms of female empowerment was one of the key factors in facilitating the implementation of the Programme.¹⁷⁶

Interviews with factory managers revealed multiple issues that **hindered** the achievement of the Programme's outcomes. One manager noted that the Programme's scope of workers included in the training was insufficient because *"the training was not given to many workers and production and assistant production managers were not given the training at all. There was no ToT from employees who can provide training to other employees."*¹⁷⁷ Multiple factory managers also noted that the Programme failed to account for worker turnover sufficiently. Some workers left the factories where training was provided after receiving it, which led to training having little value to the factory where it took place. FGDs with workers have also pointed out that turnover is an issue and added that there is a need for more continuity in the provision of training.¹⁷⁸

Interviews and Programme documentation also showed that the conflict and delisting from AGOA limited the programme's outcomes. During the conflict, two factories located in Mekelle that were part of the Programme were forced to close.¹⁷⁹ Meanwhile, the delisting from AGOA reduced the operating capacities of factories, undermined their willingness to participate in the Programme, and stopped some of the activities which were in place.¹⁸⁰

5.4. Efficiency

According to the OECD/DAC criteria, the section should consider how well an intervention's resources were used. Therefore, this section analyses whether the Programme used its available resources efficiently. It also considers whether the programme's management and coordination contributed to its successful implementation and whether the M&E framework was clear and informative.

5.4.1. How resource-efficient was the ONEILO SIRAYE Programme's implementation?

ONEILO SIRAYE is funded through various streams and by various donors. As the programme has one overarching results framework, donors can choose to fund specific outcomes or outputs without setting up individual log frames per donor.

Overall, the evaluation found that the ONEILO model has proven to be a highly cost-efficient method of programme implementation.

Before the start of the Programme, it had already secured 5 million USD from a range of donors, which increased to 11,7 million USD for the total programme period.¹⁸¹ In addition, USDOL has been engaged in

¹⁷⁵ Interview with ILO staff

¹⁷⁶ Ministry of Industry

¹⁷⁷ Interview with a factory manager

¹⁷⁸ FGDs with workers

¹⁷⁹ MTE pg. 79

¹⁸⁰ Interviews with ILO staff and TPR 2022 pg. 48

¹⁸¹ Prodoc, Annual Report 2023.

the ONEILO SIRAYE programme since 2021, with a separate funding stream to support the gender component of the programme.

Figure 1. Budget provided in total per partner

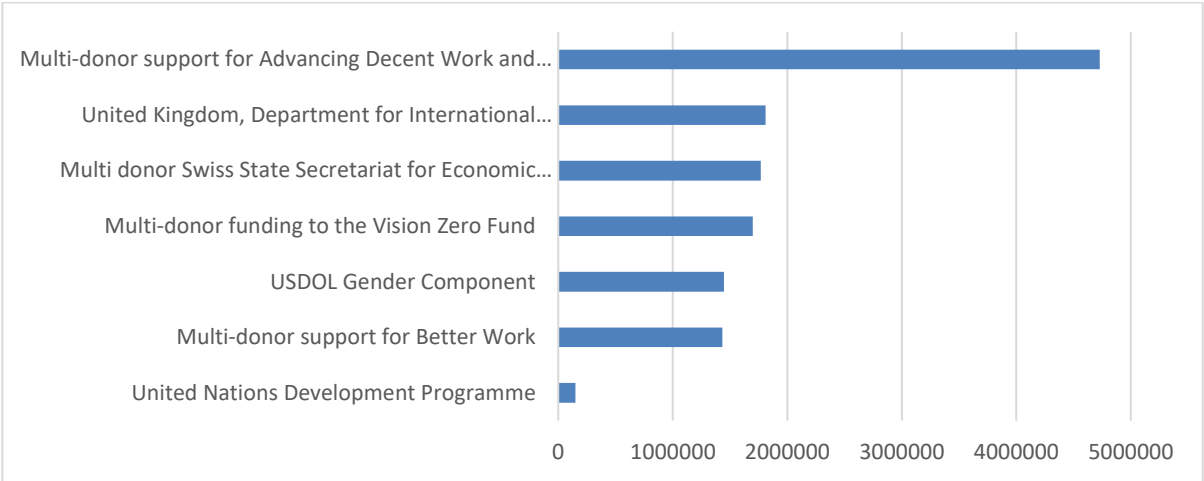
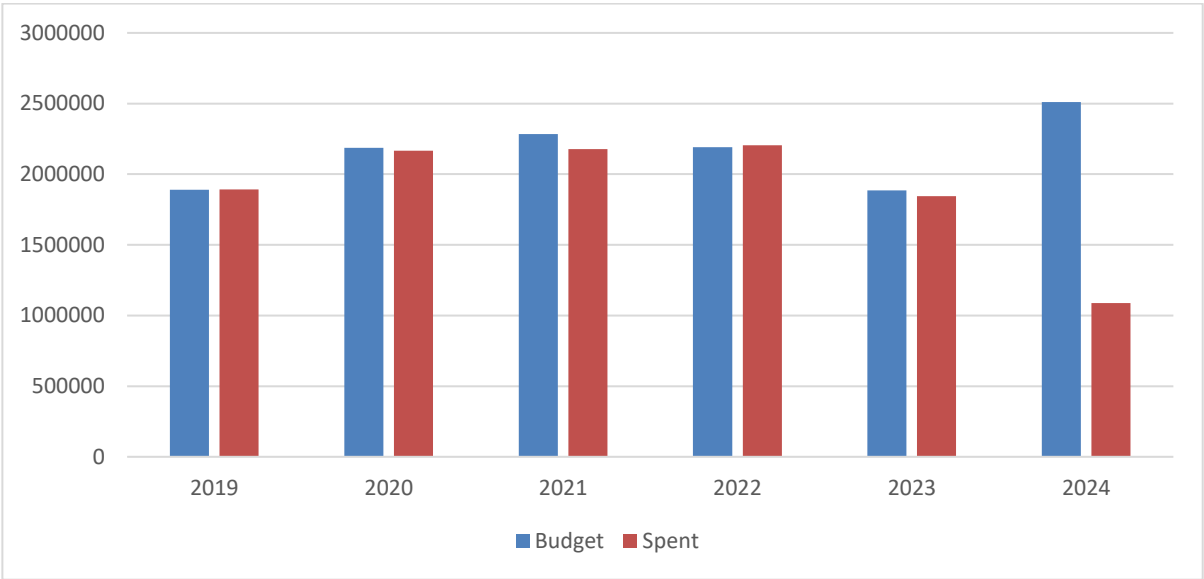


Figure 2. Budget available and spent per year for ONEILO-SIRAYE



Source: financial reports provided by ILO.

As the year 2024 has not concluded at the time of the evaluation (October 2024, with budgets provided for September 2024), it is logical that the full budget has not yet been spent.¹⁸²

ILO staff explicitly highlighted the efficiency of the approach as compared to traditional project structures. *“Instead of implementing three or four projects differently, we bring them together to deliver a more comprehensive and more effective programme. We have one manager for three or four components instead of three or four managers. We have one M&E officer. We have one finance team”*.¹⁸³

5.4.2. How efficient was ONEILO management and coordination?

ONEILO SIRAYE used a unique approach by combining components that would typically be implemented as separate projects in other countries under one umbrella in Ethiopia. This meant that the Programme

¹⁸² Financial reports provided by ILO.

¹⁸³ Interview with ILO staff

manager, financial aspects (except for the USDOL funding), and monitoring mechanisms were shared across all the Programme’s components (with the exception of the USDOL component).

Interviews with different ILO staff and stakeholders showed that management and coordination worked well at all levels and contributed to the efficient implementation of the Programme. The presence of multiple components under one umbrella contributed to the facilitated coordination to support Programme activities. However, stakeholders and ILO staff noted that a steering committee could have helped increase transparency in decision-making and align priorities among stakeholders.

At the Programme level, management and coordination were supported by the structured collaboration taking place between the Programme’s component teams. Interviews with staff highlighted that the teams of different components were aware of each other’s activities due to scheduled weekly calls. These provided an opportunity to exchange information about the progress made, share insights about the lessons learned, and inform others about potential challenges that are faced. It was also noted that information exchanges also took place more ad hoc, if needed, on dedicated WhatsApp groups.¹⁸⁴

ILO staff also noted that information sharing would take place between the focal points of Programme components and ILO HQ. Weekly scheduled calls would allow HQ to be informed about the progress of each component. At the same time, these exchanges also enabled information flows about lessons learned during the implementation that could potentially be implemented in other countries.¹⁸⁵

Interviews with ILO staff also highlighted how the Programme’s setup was crucial to the smooth implementation of activities. For example, operational management meetings allowed different components to strategise together. This allowed each component to leverage their knowledge and, upon request, share it with other components, thus helping them tailor the intervention.¹⁸⁶

This sentiment of a well-managed and coordinated Programme was also overwhelmingly reflected by those involved in the Programme. ILO’s constituents and implementing partners all highlighted that they had received excellent communication and timely updates about the programme with the use of physical meeting and virtual tools to ensure that communication is sufficient.¹⁸⁷

“The communication we have had has been excellent and sufficient, where ILO has been updating us on changes timely, and responding timely for changes we have been proposing.”¹⁸⁸

“We have had very effective and close contact with ILO. The communication has been sufficient, and ILO has been updating us timely any changes.”¹⁸⁹

“The communication is good and updated changes and provided us documents. Information flow was time and made through emails, meetings.”¹⁹⁰

However, while the Programme set-up and management contributed to successful implementation, ILO staff and stakeholders highlighted that the introduction of a Programme steering committee would help bring together stakeholders to improve the alignment of their interests, allow key stakeholders to remain

¹⁸⁴ Interviews with ILO staff

¹⁸⁵ Interview with ILO staff

¹⁸⁶ Interview with ILO staff

¹⁸⁷ Interviews with constituents and implementing partners.

¹⁸⁸ Implementing partner

¹⁸⁹ Government official

¹⁹⁰ Implementing partner

updated on the progress of the Programme, help set interim goals, create a forum for discussion, and contribute to the transparency of the decision-making process.¹⁹¹

5.4.3. Was the ONEILO SIRAYE Programme’s monitoring efficient?

The ONEILO SIRAYE programme comprised multiple components and activities, which were brought together under one results framework with indicators and targets. The monitoring results were presented in the Annual Progress Reports for the programme as a whole. Additionally, external consultants conducted a mid-term evaluation and an impact evaluation.

The programme was monitored through a comprehensive M&E framework and results framework for which extensive evidence was collected. Some gaps in the results framework hinder the measurement of quality and capacity.

In general, the programme benefits from a comprehensive approach to M&E. Given that each output and outcome is covered by multiple indicators, a **comprehensive foundation of verifiable evidence** is provided. The results framework allows the evaluation team to review progress across the years of implementation, as well as the baseline values and targets.

In many cases, however, **the focus is on quantity without describing how quality is measured** or considered. For example, for the indicator *“Number of evidence-led strategic compliance plans developed”*, there is no description of what qualifies as “evidence-led” and whether ILO is actually verifying the quality of the compliance plan before counting it in the results framework. Similarly, for the indicator *“Percentage of factories that are on track to demonstrate progress in implementing their learning plan”*, it is not clear what constitutes “on track” from the results framework, even though ILO explained that a description of “on track” is available elsewhere. This applies to all indicators where new guidelines, policies, strategies and similar documents are developed. Interviews with ILO have clarified that certain explanations for indicators are described elsewhere (e.g. assessment reports). Ideally, references to such criteria and sources are also included in the results framework to facilitate external validation.

A few gaps also exist between the indicators and the outputs. For example, under output 1.4. the increased technical capacity of the labour inspectorate is measured by the indicators *“Number of inspectors trained in each administrative region targeted by the programme (disaggregated by gender)”* and *“Number of inspections conducted by trained labour inspectorate”*. However, the sole fact that people were trained and carried out inspections does not guarantee that technical capacity was indeed increased. The programme would have benefited from a mix of purely quantitative/factual indicators and more qualitative and perceptive indicators (e.g. surveys of beneficiaries on whether new mechanisms actually created improvements and whether training actually increased capacity).

As mentioned in section 4.2.1., the monitoring of the project’s effectiveness was somewhat hindered by the **discrepancy between the results framework and the original ToC** presented in the ProDoc. As a result, the annual reports are also structured differently each year. The 2019 report is structured by component (i.e. Better Work, Vision Zero Fund, etc). The 2020 report is structured by level (factory, sectoral, national). The 2021 report is structured by the four outcomes/objectives in the results framework. The 2022 and 2023 reports are structured partially by the four outcomes and partially by level. The issue of how reports were structured was also brought up by one of the Programme

¹⁹¹ Interviews with ILO staff and donors

stakeholders, who pointed out that the report structure was confusing due to the changes in the layout of each annual report.¹⁹²

5.5. Impact

According to the OECD/DAC criteria, this section should consider what different the intervention has already made. Therefore, this section analysed if the Programme has made any progress towards its long-term objectives. Factors inhibiting the generation of impact, and any unintended impacts are also considered in this section.

5.5.1. What signs of impact are visible?

The Programme had three principal areas of generating impact which were improving worker wellbeing, improving factory productivity and having better accountability and transparency in labour administration. **While it is still early to judge the Programme's impact as it typically takes a longer timeframe to manifest than that of the Programme runtime, it is already possible to observe early signs of impact. However, rising inflation, difficulties regarding worker representation, and the need to approve multiple key policy documents tend to limit the full potential of the Programme.**

The Programme saw a positive impact towards improving worker well-being in terms of income, compensation, safety, rights, equality, voice, and representation. The impact assessment carried out for ONEILO SIRAYE between 2019 and 2023 noted various improvements related to **working conditions and workers' satisfaction** as a result of the programme. For example, workers in programme factories experienced a reduction in average daily working hours.¹⁹³ and overtime¹⁹⁴; an increase in take-home wages¹⁹⁵; an increase in provided food¹⁹⁶; increased presence of collective bargaining¹⁹⁷; increase in trade union representation within factories¹⁹⁸; and increased access to grievance procedures¹⁹⁹ However, it should be noted that many areas where progress was noted for the treatment group also noted progress for the control group.²⁰⁰

FGDs with workers conducted by the evaluation team point to similar benefits presented by the Programme. In most of the factories, workers reported that following the Programme's implementation, their wages increased.²⁰¹ Furthermore, workers reported that, in some cases, they are also entitled to bonuses based on their productivity. Workers also noted that in most factories where this was not the case, the safety conditions improved due to the training implemented, the introduction of PPEs and safety related information being relayed in a clear manner.²⁰²

Interviews with ILO staff point to the fact that a mentality shift regarding workers is occurring:

¹⁹² Interview with stakeholders

¹⁹³ The treatment group saw a reduction of average working hours from 10.4 to 8.5.

¹⁹⁴ The treatment group saw a reduction of overtime from 34% of workers who reported not to regularly do overtime, to 52% reporting to do no regular overtime.

¹⁹⁵ The treatment group saw an increase in take-home wages from ETB 2242 to 2458, although the control group experienced a larger increase in wages.

¹⁹⁶ The treatment group experienced an increase in workers who received food, from 33% to 89%.

¹⁹⁷ The treatment group experienced an increase in firms with collective bargaining in place, from 31% to 76%.

¹⁹⁸ The treatment group saw an increase in trade unions in factories from 15% to 68%.

¹⁹⁹ The treatment group saw an increase in access to grievance procedures from 55% to 60%.

²⁰⁰ SOAS Impact Assessment

²⁰¹ FGDs with workers.

²⁰² FGDs with workers.

“Workers can have an awareness of the risks involved with their workplaces; they started becoming demanding that this is what we need to perform this.”²⁰³

Moreover, multiple members of the ILO staff have pointed out that the capacity building of the OSH committees has enabled them to assess their workplaces for safety violations. OSH committees work with management, bringing to light issues present in the factory. As a result, an ILO staff member noted that:

“Management representative awareness of OSH risk at the workplace has also improved through time. So, injuries have reduced from time to time. So that is one of our keys, achievements that we can ascribe to this specific project.”²⁰⁴

Employee representation also improved during the implementation period. Stakeholders supporting the Programme’s implementation noted that under ONEILO SIRAYE trade unions were able to access IPs where garment and textile sector employees work, helped address labour disputes, and employers were less likely to fire workers unlawfully.²⁰⁵ Similarly, a constituent noted that while employers still limit employee influence in decision-making, the interventions have improved industrial relations.²⁰⁶ This could be attributed to labour unions gaining access to IPs and workers showing a propensity to inform their management or their representatives regarding any concerns they might have.²⁰⁷ Even when factory workers were not unionised, OSH and grievance committees contributed to promoting social dialogue.²⁰⁸

These signs of impact come with a couple of caveats. The increased compensation has been affected by the rapidly rising inflation in Ethiopia, with which the factories have not been able to keep up in nearly all cases.²⁰⁹ Meanwhile, trade union representation coincides with a sharp reduction in management's support for trade unions, from 56% to 40% in treatment factories.²¹⁰ Fewer workers also reported that *“managerial decisions take into account the workers’ interests”* (from 17% to 7% reporting *“always”*).²¹¹ These did not coincide with the increased victimisation of workers involved in trade union activities. Despite the decline in management support, the share of workers who knew someone who lost their job due to trade union activities decreased from 35% to 12%.²¹²

Another sign of impact is visible regarding the achievement of higher industry productivity and competitiveness. According to ILO staff, individual components and their collaboration, for example, in the case of Better Work and SCORE, have led to productivity growth in factories. Other staff members added that the general approach, which included improving social dialogue and working conditions, was also important in fostering productivity gains.²¹³

“As SCORE, we worked on improving productivity quality and layout design. (...) This was impactful in most of the factories. So, productivity has risen in most of the factories, and the workers also gained some benefits from that, like target incentives. (...) As Better Work, we contributed to productivity. (...) What has already been raised is

203 Interview with ILO staff

204 Interview with ILO staff

205 Interview with implementing partner

206 Interview with Constituent

207 Interview with ILO employee, FGDs with factory workers

208 Interview with ILO employee

209 FGDs with factory workers

210 ONEILO SIRAYE Ethiopia Impact report pg. 35

211 Ibid. pg 39

212 Ibid. pg. 35

213 Interviews with ILO staff

improvement in work-to-place cooperation that has resulted in less absenteeism and turnover in most of the factories. So, our work is very interlinked and interwoven.”²¹⁴

“We believe that we contributed to the productivity improvement of the SMEs and large-scale enterprises by providing soft skill or technical skill training. The soft skills and the technical skills related to the SCORE and Better Work components highly contribute to the productivity of individuals and departments within enterprises.”²¹⁵

Factory managers and workers shared the ILO employees’ impressions. The factory managers interviewed noted that training activities helped them and their employees learn new skills, leading to improved productivity and competitiveness of factories.²¹⁶ Similarly, discussions with workers showed that various aspects of ONEILO SIRAYE led to improvements in their skills, working and safety conditions, all factors that have raised their morale and production quality. In turn, this had a beneficial impact on their productivity.

“Productivity has increased due to saved time and energy after sorting and ordering, reduction in absenteeism, and reduction in accidents. Reduction in accidents, which saves costs (treatment costs and production lost from sick leave). Profitability of the factory has increased.”²¹⁷

“Yes, we learned new skills, and there are improvements in working conditions. Better working environments, PPEs are fully supplied, and employees are happy. There is a low level of labour strikes in the factory and low absenteeism. The effects of these activities lead to better productivity in the factory.”²¹⁸

“Increased in productivity and profitability. Reduction in wastage. Better quality of work and hence reduction in customer complaints. Lower costs of health, machine maintenance, lost production due to accidents and absenteeism.”²¹⁹

The impact evaluation supports these findings by noting that, on a logarithmic scale, sales have increased significantly between the baseline and end-line treatment groups.²²⁰ While this could be attributed to increased demand and other factors, it is also likely that improved quality and productivity made the factories more competitive, contributing to their sales.

There is also potential for impact on accountability and transparency in labour administration. For example, if the OSH directive is implemented, it would mean that injuries or diseases caused by the workplace would be remunerated as it would become national law.²²¹ Furthermore, work on the OSH directive with the Ethiopian government has the potential to impact other sectors as well. ILO staff explained that 11 major sectors participated in the assessment process conducted to inform the Directive.²²² Once adopted, the OSH Directive will also apply to all economic sectors in Ethiopia, creating an impact beyond the garment and textile industry.

Meanwhile, implementing a minimum wage directive could help address workers' poor remuneration and inequalities, as everyone would benefit from the same minimum wage regardless of their gender or

214 Interview with ILO staff

215 Interview with ILO staff

216 Interviews with factory managers

217 Interview with factory manager

218 FGD with workers

219 FGD with workers

220 ONEILO SIRAYE Programme Ethiopia Evaluation Report pg. 19

221 Interview with ILO staff

222 Interview with ILO staff

background. However, the potential of these documents is limited because they have not been put into effect at the time of writing.

5.5.2. What factors influenced the achievement of impact?

During its implementation, ONEILO SIRAYE encountered many setbacks outside of its control (COVID-19, inflation, war), which affected the achievement of impact. **In the case of COVID, the Programme was able to remain resilient, contributing to the Programme’s impact. However, the differences in the needs of rural and urban female populations can affect the overall impact on female beneficiaries. Similarly, soaring inflation and ongoing conflict could act against achieving impact due to a need to respond to these issues.**

A key driving factor towards achieving impact was the Programme’s response to the COVID-19 pandemic. The Better Work, SCORE, and VZF components ensured the provision of digital equipment to maintain the continuity of training equipment. OSH plans were established alongside the provision of PPE to protect the health of factory workers. ILO also introduced a wage subsidy to help factories adjust to drops in demand.²²³ In particular, the wage subsidy was important as factories that were part of the Programme *“would not be surviving in the market, they could not have their employees, they could not sustain their business”*.²²⁴

Nevertheless, some factors made it more challenging to achieve an impact for the Programme. One example is the differences between the needs of urban and rural women. While the Programme was more beneficial to rural women than urban women, according to staff, this can be attributed to their more precarious situation than women who are from urban areas. Women who come from rural areas are affected by the lack of social ties; sometimes, they do not speak the local language, do not know about the employment opportunities available to them, and tend to have lower confidence than their counterparts from urban areas. This also affects their socioeconomic safety as they are more likely to have to spend money on rent and live further away from the factories, exposed to risks of GBV, harassment and violent crime.²²⁵ Therefore, while the Programme benefitted all women, especially rural women facing additional barriers, their additional needs were not always included in the programme's scope due to its focus on IPs and factories.

Domestic political factors made it difficult to ensure better compensation for workers. As the Programme’s implementation was nearing completion, factory managers and workers noted that it had limited effects on income.²²⁶ This is attributable to the fact that the minimum wage law has still not come into effect.²²⁷ Furthermore, Ethiopia's growing inflation has a further negative impact on living standards, consolidating the perception that compensation has not improved.²²⁸

Finally, the ongoing conflict and delisting from AGOA could also limit the Programme's impact. The armed conflict in Amhara could influence government priorities by shifting attention away from improving labour conditions and workers’ welfare in the garment and textile sector to resolve the conflict. As the

223 Interview with ILO staff and MTE pg. 74

224 Interview with ILO staff

225 Interview with ILO staff and ProDoc 5-6

226 Interview with a factory manager and FGDs with factory workers.

227 Interview with factory manager and ILO staff

228 Interview with ILO staff

conflict in Amhara continues, difficulties in transporting goods coupled with the delisting from AGOA could push investors away from investing in the garment and textile sector.²²⁹

5.5.3. Are there unintended impacts (including consideration of different segments of society)?

The Programme has had multiple positive impacts that were outside its immediate objectives. These range from creating links and expanding existing opportunities for stakeholders to contributing to the socioeconomic well-being of workers and improving Ethiopia's image among investors.

Interviews carried out with implementing partners show that the Programme has forged new links between stakeholders that previously would not have gotten in touch were it not for the Programme. For example, one implementing partner noted that the Programme created opportunities to interact with factories and workers. These links established during the Programme have led to factories reaching out to the implementing partner privately so they could receive training for their management and workers. They also noted that an institute has reached out to them to establish a partnership to work together and provide training to factory workers.²³⁰ ILO staff also reiterated the appearance and development of links. In particular, they mentioned that the EWLA has started to collaborate with Hawassa University and the Bureau of Labour to provide services, something that was not planned initially.²³¹

The workers' social well-being has also improved. Interviews with implementing partners revealed that awareness raising about harassment and GBV has had an impact outside of factories, with host communities becoming more aware of these issues.²³² Meanwhile, communication skills training has enabled workers who are from rural areas to reduce their social isolation by facilitating their communication with other workers and individuals living in urban communities.²³³ It is also likely that there are further cumulative effects that will benefit workers in the long term. For example, as the Programme worked with constituents, this means that there is an opportunity to apply what they have learned in other factories and even sectors, creating a further spillover effect.²³⁴ This capacity building also means that women who benefitted from WLDP have a better capacity to improve their livelihoods, as promotions were frequently accompanied by salary increases, and they have more confidence to pursue their goals in other areas of life.

5.6. Sustainability

According to the OECD/DAC criteria, this section should consider whether the Programme's achievements are likely to last after the intervention ends. Therefore, it analyses whether the Programme had a clear exit/transition strategy, the capacity of stakeholders to maintain or develop their achievements, and potential factors that will undermine sustainability.

The sustainability strategy was included in the ProDoc and comprises a general description of Programme's approach to ensuring sustainability and a specific section on financial sustainability. Beneficiaries and stakeholders' ability to maintain the results or potentially scale them depends on various factors, such as available resources, capacity, and willingness.

²²⁹ Interview with ILO staff

²³⁰ Interview with Implementing partner

²³¹ Interview with ILO staff

²³² Interview with Implementing partner

²³³ Interview with Implementing partner

²³⁴ Interview with ILO staff

The evaluation found positive and negative perceptions of sustainability, with the lack of resources being a key barrier at factory and national levels.

Overall, the programme relies mainly on its capacity-building and awareness-raising activities to ensure sustainability in the future, particularly involving constituents and other vital sectoral stakeholders. The strategy describes that constituents have been involved in the design of the programme and will be involved in its implementation. This is corroborated by the statement that budget lines have been allocated for MOLSA, BOLSA, CETU and Employers to ensure that they can carry out the specific responsibilities assigned to them in the ProDoc.²³⁵

The interviews show a clear willingness among Ministries to continue the activities and maintain the results of the ONEILO programme. For example: *“the Government owned the initiatives, and I believe that it will explore seek collaboration to ensure the continuity of the activities. For instance, provision of daycare service at the worksite has been the project’s initiative that the Ministry owned it and has been urging employers to implement this.”*

The Kaizen Excellence Centre is also likely to continue implementing SCORE, as it has seen an increased demand for paid SCORE services. This has enabled it to generate funds by providing paid services and from non-ILO sources such as SCORE plc.²³⁶

Factory managers claim that the results in their factories are largely sustainable, given that the new and improved practices and facilities are likely to remain in place. *“Top management cannot refuse [to maintain the results] as international buyers require most of the activities and training”.*²³⁷

Factories will also benefit from the developed policy mechanisms, design of labour inspection information management systems, training of labour inspectors, and other forms of training provided to factories. These developments will be sustained as they have already been created and integrated into existing systems. Moreover, changes in workers’ understanding of OSH, as well as experience and awareness of raising social dialogue, will continue to be part of the experience of the trade unions.

Some **factory** managers mentioned that *“there is a high labour turnover where trained employees left the factory. Thus, the sustainability of project outcomes is questionable”.*²³⁸ ILO staff confirmed this perspective.²³⁹ Several respondents noted that ToT sessions would have been beneficial in ensuring that the knowledge and skills provided by ILO could be maintained and expanded.²⁴⁰ However, FGDs with workers show that many workers leave the factory to work abroad since salaries are too low to meet their basic needs.²⁴¹

ILO staff also identified a significant turnover among factory management staff, which can affect management priorities and knowledge in relation to ONEILO's future activities in case trained managers leave and there are no activities to train new managers.²⁴²

²³⁵ ProDoc

²³⁶ TPR pg.24

²³⁷ Interview with a factory manager

²³⁸ Interviews with factory managers

²³⁹ Interview with ILO staff

²⁴⁰ Interviews with factory managers

²⁴¹ FGD with workers

²⁴² Interview with ILO staff

Another potential barrier for factories to sustain results is the AGOA. As several factories were already closed or are downsizing, gender and workers' well-being may not remain a priority.²⁴³

More broadly, ILO staff noted that the **government** itself is experiencing staff turnover and restructuring, which means that information management and organisational memory on ONEILO is vulnerable to being lost. One respondent noted that the garment and textile sector is underfunded within the government budget and that insufficient resources are available for the government to independently implement and monitor the OSH Directive at the enterprise level (e.g. replacing BW assessments). The government has no capacity to conduct yearly assessments in all factories.²⁴⁴

Similarly, sustainability at the governmental level can be undermined by the failure to adopt legislation related to the minimum wage mechanism, the disease list, and the OSH directive. As these documents remain to be adopted, this could lead to progress being lost among other government priorities.

Furthermore, a stakeholder noted that the workers' call centres are unsustainable as well. *"The workers of call centres are paid by the project and not institutionalised in the government payroll system. Currently, the federal government does not allow to hire a person at any level."*²⁴⁵

ILO staff also noted a clear gap in the sustainability of the gender component as a result of a broader capacity and structure to support gender at the government level. *"If the ONEILO programme would pull out, I don't think they will be able to sustain the gender component of the programme."*²⁴⁶

Another sustainability issue is that one of the donors might withdraw from providing funds to the Programme's second phase, the implementation of which would help sustain results. Their hesitation stems from changes in their countries' reform agenda's strategic priorities.²⁴⁷

Finally, **conflict** is one of the challenges faced by Ethiopia and could affect the priorities of the central government and drive away new investments into the country. While a peace agreement was reached with Tigray in 2022, the country still faces political instability from armed groups in the Amhara and an insurgency in the Oromia region.²⁴⁸ This makes travel difficult and dangerous while also affecting public and private operations. Cuts in internet and mobile connectivity hinder communication with these regions, making this situation even more difficult.^{249 250}

243 Interview with ILO staff

244 Interview with ILO staff

245 Interview with a stakeholder

246 Interview with ILO staff

247 Interview with stakeholder

248 <https://www.crisisgroup.org/africa/horn-africa/ethiopia/b194-ethiopias-ominous-new-war-amhara>

249 Ibid and <https://www.africanews.com/2018/03/21/unexplained-internet-blackout-in-ethiopia-s-oromia-region/>

250 Interviews with Programme stakeholders

6. Conclusions

RELEVANCE

The Programme's design and implementation aligned with the implementation of several strategic documents of the national government and the UN. It was also responsive to the needs of factory workers, managers, constituents and other stakeholders. This was enabled by prior experiences in Ethiopia, consultations with some stakeholders and a holistic understanding of the issues faced by Ethiopia's garment and textile sector. Furthermore, the Programme's responsiveness was reinforced by using a Programmatic approach rather than relying on individual projects, which allowed it to tackle multiple challenges faced by the sector at once.

Nevertheless, multiple external factors affected the Programme's responsiveness during its implementation. ONEILO SIRAYE showed resilience during COVID-19 by adapting its activities and was able to provide some assistance during the outbreak of conflict and Ethiopia's subsequent delisting from AGOA. However, due to the wide-reaching impacts of these events, it was not always possible to respond fully to all emerging needs.

COHERENCE

The Programme's design was reflected in the ToC and results framework. Individually, both documents' contributions were clear, as the ToC was largely logical and able to reflect how the three levels of intervention were aligned internally and between each other. The results framework reflected the Programme's objectives, thematic outcomes, and associated outputs. However, coherence between the log frame and ToC was limited, and it is unclear what the role of each document was in the project monitoring.

The Programme's design also featured multiple components (BW, SCORE, VZF). Each had a specific entry point, providing a holistic approach to improving decent work in the garment and textile sector. Moreover, information gathered through data collection showed how components supported each other through joint activities and knowledge sharing, although the information provided in the Programme's documentation provided only a limited understanding of how these components interact at the activity level.

An analysis of ILO's strategic documentation revealed that the Programme greatly aligned with ILO's strategic priorities in Ethiopia (DWCP) and its organisational strategic documentation (P&Bs). It was also able to integrate many of its cross-cutting concerns into its indicators and outputs (disability, gender equality, ILS, social dialogue). However, environmental sustainability lacked holistic integration into the Programme design, making it difficult to track their progress systematically.

EFFECTIVENESS

The Programme was able to contribute to improvements across all three levels of intervention. At the factory level, it was able to improve freedom of association, OSH, gender, and productivity. At the sectoral level, it managed to improve workers' well-being and improve the productivity of the whole garment and textile sector. At the national level, the Programme was able to advance important policy documents related to OSH and the minimum wage setting mechanism.

The Programme's ONEILO approach was crucial to supporting the achievement of these goals, especially at the factory and sectoral levels. This is due to multiple components being able to rely on and leverage

each other's expertise. Planning certain interventions together and working together in certain factories allowed the Programme to respond more holistically to issues that were encountered in the factories. Therefore, the ONEILO approach was able to support the Programme's capacity to achieve the envisioned targets and goals.

Despite these improvements, some issues remain to be addressed. At the factory level, a few targets were not met, and issues experienced by women, such as persistent lower remuneration, the continued predominance of men in factory management, and the apparent underreporting, remain to be addressed. At the national level, the policy documents which were developed, continue to await approval.

EFFICIENCY

The Programme was implemented with a notable degree of efficiency. The Programme components were implemented in a highly cost-efficient manner by combining multiple streams of donor funding under the ONEILO model and remained within the boundaries of its allocated yearly budget.

The Programme's ONEILO approach further supported the efficient management and coordination of the Programme. Scheduled and ad-hoc meetings allowed each team implementing their respective components to share knowledge and progress that they have achieved as well as tailor their approach. Meetings also took place between component focal points and HQ, ensuring that every level of the Programme was informed, and knowledge could be disseminated in and outside the Programme.

The Programme's M&E was able to collect extensive and verifiable evidence. However, the Programme tended to focus on quantity without providing evidence for how quality could be measured in the results framework itself (though the ILO explained this). Gaps between indicators and outputs were also observed, as quantitative indicators sometimes lacked qualitative indicators to verify the extent to which something improved.

IMPACT

The Programme is already showing positive signs of impact. Employees noted improvements in terms of income, compensation, safety, rights, equality, voice and representation has improved. Factory managers and owners that there has been a growth in productivity and competitiveness within the garment sector. This was attributed to multiple components at once providing training to workers. Improved social dialogue was also highlighted as a factor which has helped foster productivity gains.

Certain factors will also continue to influence the achievement of impact in the future. This depends on the willingness of stakeholders to enact the policy documentation. Moreover, the impact could be limited due to rising inflation in the country, which could undermine improvements in compensation. Similarly, as women from rural backgrounds continue to need additional support, their precarity could limit the ultimate impact. Factors outside the control of the Programme's team, such as conflict, delisting from AGOA, and government turnover, could further limit the impact.

SUSTAINABILITY

The Programme's stakeholders have noted that factory managers and constituents are willing to continue implementing what they have learned during the Programme's implementation. However, employee turnover, lack of resources, government turnover, the AGOA delisting, and conflict could all be factors hampering the Programme's ability to sustain its achievements.

7. Recommendations

Recommendation 1: Ensure that the ONEILO approach continues to be implemented during the second phase of implementation.

The Programme’s one ILO approach was able to provide a variety of benefits towards supporting the implementation. By relying on multiple components, it was able to tackle issues that would have been too complex for a single project to handle, especially given the multifaceted needs of factories. Moreover, by combining expertise from multiple components, the Programme was able to support reaching achievements at the sectoral and national levels, as holistic momentum developed at one level meant that it could potentially carry over. This is an area of great interest for other countries as well.

Moreover, having a ONEILO approach meant that a lot of Programmatic aspects, including M&E, budgeting and staff, were centralised. This helped the Programme have better cost-efficiency and, through better management and communication, improved its ability to implement activities and remain responsive. Therefore, it is recommended that the ONEILO approach continues to be implemented, and any additions to the Programme would be integrated under the ONEILO flag.

A key element of the ONEILO approach that should also continue is the weekly meetings and the comprehensive internal feedback structure, which ensures full transparency on the achievements and challenges in the factories and that evidence on what works is regularly collected and presented to the constituents.

Addressed to:	Priority:	Resource:	Timing:
Programme team and Programme components	High	Low	Long-term

Recommendation 2: Harmonise the ToC and the log frame to ensure that the indicators and broader M&E can be used to track processes across the causal links presented by the ToC.

The ONEILO SIRAYE was organised both by a ToC (with outputs, outcomes, and impact divided across the factory, sectoral, and national levels) and a log frame (with outputs, outcomes, and impact across four thematic areas). This led to changes in the structure of the annual reports across the five years, as well as different approaches to understanding the programme’s achievements. In the first instance, the recommendation is that the log frame should align with the ToC, and subsequent reporting should align with the ToC as well.

Interviews with ILO staff, as well as analysis of the log frame, showed that the ToC approach (i.e. the factory, sector, national level approach) has less potential for overlap and provides a clearer overview of the multilevel work of ILO. Therefore, it is recommended that the future log frame will be aligned with the factory-sectoral-national level approach to facilitate reporting and evaluations.

Addressed to:	Priority:	Resource:	Timing:
Programme team	High	Low	Short-term

Recommendation 3: Develop new, and enhance existing, business planning trainings and guidance for sustainability at factory level.

During the implementation period, factories encountered a variety of challenges that affected their capacity to function and remain open. These challenges, including the AGOA delisting, global inflation, and conflict in various areas of the country, affected the factories' viability and caused several of the programme's factories to close.

The capacity of factories to sustain their achievements tends to differ between factories. Therefore, the Programme should find ways to work with factories that face the most risk factors and develop plans that would help them respond to those factors. As survival is at risk for various factories, investment in employee well-being may not be a key priority. Additionally, as wages remain low, many employees are searching for opportunities abroad. Therefore, the ability of factories to stay afloat may influence the results of the programme as well.

Addressed to:	Priority:	Resource:	Timing:
Programme components	High	Medium	Medium-term

Recommendation 4: Continue advocacy efforts and support government institutions and other relevant stakeholders in approving national-level policies.

Currently, key policy directives (e.g., minimum wage policy) remain unimplemented as they await approval by the government. These documents are important as they would contribute to the improved well-being of factory workers across all sectors and help respond to some of the difficulties the country faces, such as high inflation affecting workers' compensation and livelihoods.

Therefore, it is recommended that, prior to the second phase, the ILO and its constituents conduct a needs assessment and develop a roadmap that encourages the government to implement and enact these documents.

Addressed to:	Priority:	Resource:	Timing:
Programme team and programme components	Medium	Medium	Medium-term

Recommendation 5: Integrate labour source and host communities in programme design and implementation to ensure that the needs of female beneficiaries are holistically addressed.

The Programme has contributed to improving the situation of women working in the garment and textile sector by improving their compensation, providing training, and other means of female empowerment. Nevertheless, there remains a divide between women from rural backgrounds (who make up a significant percentage of the workers in the garment and textile sector) and women from urban environments.

Women from rural backgrounds lack the needed social connections, linguistic skills, and SRH knowledge, tend to live further away from factories, and are more likely to face GBV and other forms of violence and harassment. The Programme, therefore, needs to find ways to engage these women also outside of factories and on their way to the factory, and overall, more explicitly include the needs of rural women. This could be done by developing practices established during the first phase of the Programme, such as working with the government, public institutions (police officers), and non-governmental organisations to inform women about their rights and the importance of reporting such cases and guiding them on how to report cases of violence to authorities. Similarly, means of providing transport to and from factories

should be explored as this would contribute to their safety. Finally, language classes should also be provided to facilitate their integration into new environments.

Addressed to:	Priority:	Resource:	Timing:
Programme components	Medium	High	Long-term

Recommendation 6: Maintain and strengthen advocacy and awareness raising among factory management on the benefits of trade unions.

The impact assessment noted that increased trade union representation coincides with a sharp reduction of management being in favour of trade unions, from 56% to 40% in treatment factories, and a decrease in workers believing that management takes into account workers’ interests (from 17% to 7%). There is a need to continue advocating among managers on the benefits of unionisation for factory growth and workers’ wellbeing to avoid the negative trend continuing and unionisation decreasing again.

At the same time, where progress towards informing the factory management about the benefits of trade unions stalls, the ILO should seek temporary arrangements to ensure workers’ rights are better represented. This could be done by establishing PICCs or strengthening them to better represent workers’ rights through training activities for selected workers’ representatives. Alternatively, further expansion of OSH committees can be done to ensure that workers’ interests and needs are represented, at least in the area of OSH regulations.

Addressed to:	Priority:	Resource:	Timing:
Programme components	High	Medium	Long-term

Recommendation 7: Introduce a Programme steering committee to help guide the implementation of the Programme.

ILO staff and stakeholders noted that during the Programme, there was a need to establish a steering committee which would help align the interests of multiple stakeholder groups and ensure that their interests are heard, support the transparency of the decision-making process by allowing stakeholders to voice themselves and contribute to guiding Programme implementation, and would help establish and reinforce links between different stakeholder groups to strengthen a common vision of the Programme and create a sense of ownership.

To best respond to these needs the Programme should include key ILO staff, consisting of the Programme manager and country director, donors, and key representatives from the social partners.

Addressed to:	Priority:	Resource:	Timing:
Programme team	High	Low	Short-term

Recommendation 8: Standardise the layout of the annual reports to make them more legible and easier to compare.

The annual reporting tended to change throughout the years, with the first and second annual reports presenting progress towards outputs and outcomes followed by a narrative report. The third annual

report presented a summary of outcomes and then factory-level interventions, which overlapped with cross-cutting factors and did not dedicate sections to sectoral and national-level interventions. The fifth and sixth annual reports then featured factory, regional, and national-level interventions but did not include some of the cross-cutting factors (e.g., environment) found in the third annual report.

In the following phase, the Programme should set out a consistent and holistic annual report structure that is consistently adhered to throughout the implementation period. This would facilitate the process of following updates regarding the Programme and make it easier for donors and other relevant stakeholders to follow.

Lastly, annual reporting could also benefit from the introduction of a section that encompasses lessons learned and good practices across the various aspects of the Programme. This would help ensure that there are resources (and targets) to conduct research on “what works” regularly and inform policymaking.

Addressed to:	Priority:	Resource:	Timing:
Programme team	Medium	Low	Short-term

Recommendation 9: Ensure that training activities are more mainstreamed at the factory level.

Data gathered through interviews with managers and factory workers showed that high turnover remained prevalent in the Ethiopian garment and textile sector. As a result, training activities undermine sustainability as factory workers (and other key staff) who receive the training could leave the factory in search of better opportunities. As a result, there is a need to mainstream training at the factory level.

This could be achieved by training a wider set of employees working at the factory and ensuring that all new employees (regardless of their seniority) receive knowledge relating to the training activities. This can be achieved through modules when new employees join the factory as part of their training process. Similarly, staff who received training could become trainers themselves by passing on their knowledge to their colleagues. Thus, if trained staff were to leave the company, then there would be others who would be able to provide training activities.

Advocacy efforts among factory managers/owners should be undertaken by ILO staff, on why these training activities, especially for new employees, are necessary as they might not be aware of medium and long-term benefits provided by the training activities.

Addressed to:	Priority:	Resource:	Timing:
Programme team and Programme components	Medium	High	Medium-term

8. Lessons learned

- 1. Policy development takes a long time, and programming should include sufficient time buffers for activities aiming to achieve policy change,** given that regular turnover of government staff may mean that awareness raising on evidence and needs have to be repeated multiple times.
- 2. Pooled funding can only enhance efficiency if the ILO system actually aligns with the donor requirements and if donors are sufficiently flexible.** Although the ONEILO programme is technically a pooled fund, the donors still request updates on how exactly their funding is used. This means that ILO staff have to dig into individual budgeting lines to identify where donor funding was spent. As a result, there is not truly a pooled fund.
- 3. The promotion of unionisation may, in parallel, cause a decreased interest of factory managers in allowing unionisation.** The impact assessment noted that the share of management in favour of trade unions decreased from 56% to 40% in the ONEILO factories. Namely, the trade union system promoted by ILO is different from the traditional system where management appoints a workers' representative. This decrease is not unexpected or problematic per se but requires continued advocacy and awareness efforts of ILO to ensure an understanding of the benefits of unionisation for the factory.
- 4. Employee turnover can undermine progress towards generating change at the factory level.** Factory managers noted that due to the turnover faced in the garment and textile sector, the gains achieved under the Programme tend to dissipate when the workers leave. This presents an issue for the sustainability of factory-level results and points to a need for better mainstreaming of such training within the factory.

9. Good practices

1. **ToT and the creation of online training can reduce the workload of ILO staff in cases when extensive government turnover takes place**, and new government staff need to be trained on the programme and research findings of the programme.
2. **Factory -> Regional -> National knowledge sharing is crucial to bringing evidence to the policy level, which is crucial to pointing out policy flaws and stimulating reforms.** A clear example is bringing lessons learned and good practices from the factory level to regional/sectoral workshops to compare ideas and subsequently present a package of recommendations for policy reform to the government.
3. **Regular programme meetings ensure that good practices and lessons learned from specific factories or stakeholders can be brought to the attention of the whole team** so that adjustments or improvements can be discussed and introduced across the programme, that the team maintains the same vision, and that the programme can optimally benefit from the expertise available across the team.
4. **The Programme's well-developed M&E mechanism enabled the holistic tracking of the implementation and its impact.** ONEILO SIRAYE relied on mechanisms typically implemented by the ILO to track a programme's progress such as annual technical reports, a mid-term and final evaluation. However, it also implemented a baseline and endline impact report to measure the Programme's capacity to enact change and relied on adaptive management and regular data collection to have the latest data about the progress towards indicators.

Terms of Reference (TOR)

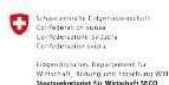
Clustered Final Independent Evaluation

Advancing Decent Work and Inclusive Industrialisation in Ethiopia (ONEILO- Siraye Programme)

June-September 2024



Supported by the



1. Key facts

Project Title:	Advancing Decent Work and Inclusive Industrialisation in Ethiopia - ONEILO-Siraye Programme
DC Codes:	ETH/17/01/MUL
Administrative Unit:	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan & South Sudan
Type of Evaluation:	Clustered Final Independent evaluation
Timing of evaluation	Final
Programme Timeframe 1st phase	Jan 2019 to Dec 2024
Evaluation Manager:	Mr Bui Van Dung
Technical Unit(s):	LABADMIN/OSH (VZF), BETTER WORK, INWORK, SME (SCORE), GEIP, ENT/MULTI, ACT/EMP, ACTRAV
Field Offices:	CO-Addis Ababa
P&B outcome(s):	Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects Outcome 4: Promoting sustainable enterprises Outcome 7: Promoting safe work and workplace compliance including in global supply chains
Decent Work Country Programme Outcomes (CPOs):	ETH127, ETH176; ETH128
SDG(s):	8
Donors	The Programme is a multi-donor programme funded directly and indirectly by United Kingdom (FCDO), Germany, Switzerland (SECO), Norway (NORAD), European Commission, France, Sweden (Sida), Netherlands, Siemens and H&M
Period	The programme phase I is from Jan 2019 – Dec 2024
Total program Budget	11,719,083 USD

2. Background

Country economic context

According to the latest data from World Bank, Ethiopia, with a population of approximately 126.5 million people as of 2023, is the second most populous nation in Africa after Nigeria. Despite being one of the fastest-growing economies in the region, with an estimated 7.2% growth in FY2022/23, Ethiopia remains one of the poorest countries. Its per capita gross national income is only \$1,020. Ethiopia aims to reach lower-middle-income status by 2025.

Over the past 15 years, Ethiopia has achieved impressive economic growth, averaging nearly 10% per year, which is one of the highest rates globally. This growth has been driven by capital accumulation, particularly through public infrastructure investments. However, the country faces challenges related to inequality and conflicts in various regions, which could undermine its progress. Ethiopia's real gross domestic product (GDP) growth slowed down from FY2019/20 to FY2021/22 due to multiple shocks including COVID-19, with growth in industry and services easing to single digits.

The government has launched a 10-Year Development Plan, based on its 2019 Home-Grown Economic Reform Agenda, which runs from 2020/21 to 2029/30. The plan aims to sustain the high growth achieved under the Growth and Transformation Plans of the previous decade while facilitating the shift towards a more private-sector-driven economy. It also aims to foster efficiency and introduce competition in key growth-enabling sectors (energy, logistics, and telecom), improve the business climate, and address macroeconomic imbalances.

Institutional Context

The peace and security challenges in Ethiopia have contributed significantly to economic shocks in the country. The AU-led peace agreement (Cessation of Hostilities Agreement [COHA]) signed on November 2, 2022, between the Government of Ethiopia (GoE) and the Tigray People's Liberation Front marked a significant milestone for lasting peace in Northern Ethiopia. However, tensions persist due to the disbandment of regional special forces, the assassination of a high-profile politician, and unsuccessful peace talks with the Oromia Liberation Army. Since April 2023, unrest in Amhara has escalated, resulting in clashes between the Ethiopia National Defence Force and local militias. The security situation is further complicated by climatic shocks, environmental degradation, and health emergencies such as Covid-19 epidemic. Internal displacement remains a challenge, exacerbated by crises. Women's representation in leadership has regressed, and notable political developments include a regional referendum on forming a new state in 2022–2023.

Development Challenges

Ethiopia faces several significant development challenges as it seeks to chart a sustainable and inclusive path for its future growth. Significant progress in job creation, as well as improved governance, will be needed to ensure that growth is equitable across society. Achieving these objectives will require addressing key challenges including the following:

- Addressing macroeconomic distortions that constrain private sector development, structural transformation, and generation of jobs.
- Reducing the incidence of conflict that has been having a substantial impact on lives, livelihoods, and infrastructure.
- Overcoming the effects of the COVID-19 pandemic.
- Addressing food insecurity, which is growing due to adverse weather events, locust invasion, conflict, and global conditions leading to high inflation of food prices.
- Improving human capital.
- Generating good jobs.
- Mitigating the impact of climate change that are threatening Ethiopia's development prospects.

Ethiopian firms face several challenges at the firm level, impacting their operations and growth such as lag-in technology adoption, limited access to financing, labour shortage, foreign exchange constraint, and unpredictable business environment.

ONEILO Siraye Programme

The International Labour Organization (ILO) in partnership with tripartite partners has developed a comprehensive Programme '[Advancing Decent Work and Inclusive Industrialization in Ethiopia commonly known as ONEILO Siraye Programme](#)'. ONEILO SIRAYE is a coordinated Programme to advance decent work and inclusive industrialization in key priority sectors identified in the Second Ethiopian Growth and Transformation Plan (GTP II), Home Grown Economic Reform Agenda and the Ten years perspective plan. The Programme aims to contribute to national development by advancing decent work and inclusive industrialization by supporting the development of a socially sustainable textile and garment industry in Ethiopia.

The overarching development goal of the Programme is to see improved respect of workers' rights leading to greater incomes and compensation, enhanced safety, equality, voice, and representation. The Programme also aims to lift industrial productivity and competitiveness to enable a competitive textile and garment sector; and encourage accountable and transparent government institutions. The Programme aspires to achieve the development objectives through interwoven interventions at factory, sectoral and national level.

At the national level, under the leadership of the tripartite partners, the Programme facilitates dialogue among multiple stakeholders to develop a common vision and strategies to make Ethiopia an African hub of socially responsible production of garment for both global and domestic markets. The Programme also supports the tripartite constituents in fixing a minimum wage as well as in enhancing the capacity of government institutions to prevent and resolve labour disputes.

At the regional and sectoral level, the Programme focuses on strengthening employers' and workers' organization's capacity for social dialogue and collective bargaining. It also assists the labour inspectorate in building the capacity of its inspectors. To ensure occupational safety and health (OSH), the Programme aims to establish a sustainable workplace injury prevention, protection, and compensation system.

At the factory level, the Programme works to establish a robust, sustainable, and inclusive compliance system. It provides demand-driven capacity building support to improve factory productivity, working

conditions and industrial relations. This includes improving management systems, supervisory and human resources skills; and incorporates gender equality and diversity principles to encourage women workers to assume leadership positions.

Advancing Decent Work and Inclusive Industrialization Programme brings not only the vast ILO experiences in different countries but also new way of delivering support in a holistic and coordinated manner. The Programme brings together ILO's key departments and global programmes such as Better Work, Vision Zero Fund, SCORE, LABADMIN/OSH and INWORK to promote sound industrial relations, strengthen enterprise level practices, improve factory productivity, build labour inspectorate capacity, and ultimately, provide a blueprint for the rollout of decent work practices into other industries.

The Programme service model is based on assuring continuous improvement within factories to benefit the workers, factory, and the industry at large. The learnings from the factory level will be used to inform interventions and policy dialogue at sectoral and national levels.

SIRAYE's service delivery method coordinates key ILO departments and global programmes to deliver service on the following:

- [Better Work](#): SIRAYE works very closely with government, enterprises, workers, and brands through a robust, sustainable, and inclusive compliance assessment and remediation system. In addition, the Programme provides demand driven trainings targeting workers, managers, and other stakeholders to improve compliance with ILO core labour standards and national legislations, working conditions, win-win social dialogue and, at the same time enhance factories' productivity and profitability.
- Enhance productivity: with a focus on improving factory level productivity, SIRAYE's Programme service package rolls ILO's [Sustaining Competitive and Responsible Enterprises \(SCORE\)](#) modular training and in factory coaching related to quality management, efficient use of resources and industrial engineering concepts of productivity improvement. The training and advisory services also reinforce concepts of workplace cooperation needed to improve productivity by focusing on building trust, respect and communication between managers and workers; and setting performance improvement teams.
- [Occupational safety and health \(OSH\)](#): with the aim of preventing work-related death, injuries, and diseases, SIRAYE's programme service package works on creating enabling environment for the promotion of safe and healthy working conditions. The programme works closely with key stakeholders to improve legal and policy frameworks that promote and enforce OSH; as well as to ensure workers are covered by a sustainable prevention, protection, and compensation system. The [Vision Zero Fund \(VZF\)](#), an initiative of the Group of Seven (G7) countries with the aim at preventing work-related deaths, injuries and diseases in the global supply chain supports the implementation of this service.
- Labour Administration and Inspection: As part of SIRAYE's service package, ILO supports the strengthening of labour administration in building more effective labour inspection systems. In doing so, ILO aims to enhance capacity of the labour inspectorate in strategic compliance planning and implementation. As part of this, training curriculum and labour inspection information and knowledge management system will be designed and applied. [ILO's Labour Inspection, Labour Administration and OSH \(LABADMIN/OSH\)](#) branch supports the programme by drawing expertise and experience from various countries.

- Improved Industrial Relation and Minimum Wage: The programme aims to promote sound industrial relations, working conditions and strengthen organizations' capacity for dialogue and collective bargaining at enterprise, sectoral and national level. In addition, it will assist the Government and Social Partners with the development of minimum wage setting mechanisms and necessary capacity to set and adjust minimum wages in a sustainable manner. Further work will be done to build the capacity of Government Institutions to prevent and resolve labour disputes. ILO's [Inclusive Labour Markets, Labour Relations and Working Conditions Branch \(INWORK\)](#) provides technical assistance to achieve this objective.

The Programme works towards the following four outcomes:

- Outcome 1: By the end of 2024, a labour/enterprise system achieving sustainable and inclusive compliance with national labour law, guided by International Labour Standards, protects the workers' well-being in the target areas/ sectors.
- Outcome 2: By the end of 2024, the Ethiopian garment sector has increased its productivity through the establishment of responsible and sustainable workplace practices.
- Outcome 3: By the end of 2024, the garment and textile industry benefits from improved and inclusive industrial relations and minimum wage policy, and
- Outcome 4: By the end of 2024, workers in targeted industries benefit from a sustainable prevention, protection, and compensation system.

The Programme is a multi-donor programme funded directly and indirectly by United Kingdom (DFID), Switzerland (SECO), Norway (NORAD), European Commission, Germany, France, Sweden (Sida), Netherlands, Siemens, and H&M. The Programme's first phase is from Jan 2019 – Dec 2024. Originally, it was for five years until 2023 and got a one-year extension is currently running until December 2024.

Key findings of the ONEILO Siraye Programme Mid-term evaluation

The evaluation was an independent, clustered, mid-term evaluation, which was carried out between July and September 2021. The purpose of the evaluation was to assess the relevance of the programme's interventions and progress made towards achieving planned objectives. As a mid-term formative exercise, it placed a strong emphasis on lesson learning and providing opportunities for making adjustments, if necessary, to the programme to ensure it can meet its objectives within the planning lifecycle. The evaluation used a clustered approach to assess the programme as a whole rather than as individual interventions. This included assessing the synergies between the different components and whether efficiencies of applying this approach can be identified. The evaluation covered all areas of implementation of the programme from January 2019 until December 2021.

ONEILO Siraye is a unique programme within the ILO which brings several interventions which would normally be individual projects into one holistic response. The programme was designed as an innovative approach to addressing complex and multifaceted problems and needs in the garment industry in Ethiopia. Housed under one PRODOC and ToC and implemented by a unified country programme team in Ethiopia, it is intended to harness synergies between various global programmes.

ONEILO Approach

- By offering a broad range of products, the ONEILO approach enhances relevance for factories. The involvement of various global departments in the different approaches taken by the programme

provides more depth of services to factories and allows them to identify what needs are useful for them.

- Having one theory of change, workplan, and PRODOC, and housing the programme within one unified team, has helped improved coordination and management and allowed for a greater harnessing of synergies among the global programmes. The theory of change though should demonstrate more clearly how feedback loops from one component feed into another component.
- Efficiencies from the approach can be found from the reduction in the duplication of effort, the sharing of resources in M&E, administration, communication, and overall management, and the combined approach to assessments and research.
- Strong global coordination between and across HQ and the country programme team is needed to ensure both up to date information for all departments involved and that discussions on the future direction of the programme and challenges with funding are addressed at an early stage, which is crucial for the long-term sustainability of the approach.

Relevance

The evaluation found ONEILO Siraye to be relevant to the needs of the key stakeholders of the programme and to respond the challenges facing the Ethiopian garment sector which are outlined in the PRODOC. These needs and challenges were found to remain relevant to key stakeholders at the mid-way point of the programme, while the programme has also adapted to emerging concerns for the sector caused by the COVID-19 pandemic and adapted to respond to challenges posed by the conflict. The ONEILO approach has allowed the programme to respond to many challenges simultaneously and utilize synergies between components to good effect.

The programme is responsive to the needs of women working in the sector and has a number of elements which focus on gender equality and empowerment. The PRODOC identifies a number of challenges which women factory workers face and these match with the those described to the evaluation team during data collection.

The limited number of persons with disabilities recruited to work in the factories limits the relevance of the programme for the disability community, although the Better Work assessment does include non-discrimination and disability is raised in workshops and fora by the programme team. Addressing how to improve disability inclusive recruitment practices with stakeholders, potentially with the support of an Organization of Persons with Disabilities could help strengthen relevance moving forward.

Only limited work to date has been done on environmental issues but an agreement with the Stockholm International Water Institute has just been signed to conduct an assessment of environment concerns, including a particular focus on how they affect women, and thus should strengthen relevance in this area in the second half of the programme.

Validity

The integrated programme has one PRODOC, theory of change and logical framework. The theory of change and the logical framework were found to be generally valid. The theory of change aligns with the key challenges identified in the PRODOC, assessments conducted by the programme and feedback from participants in the evaluation. The theory of change and the logical framework align well. The

concepts are also well understood by many programme stakeholders who were able to connect the interconnectivity of the different components work and the importance of the focus on three levels of intervention (factory, sectoral, and national).

The COVID-19 pandemic has not altered the overall theory of the programme. The challenges which existed prior to the pandemic remain, although in many cases they are enhanced. The programme should though consider formally including COVID-19 in the theory of change, considering the potential trajectory of the pandemic and its impact on the garment sector and how this affects the assumptions and risks related to the programme. A similar approach is needed with the ongoing political and civil conflict and the suspension from AGOA.

The programme has built a strong team, which for most positions was recruited in a timely manner. Designing the programme with one CTA is a positive benefit of the ONEILO approach, strengthening coherence both with the national team and in most coordination with the global programmes. The team has been able to work collaboratively on certain outputs, leveraging the synergies of the programme and enhancing efficiencies, and have been provided with significant support from the global programmes in HQ and regional offices.

The programme aligns with the Decent Work Country Plan (DWCP), most notably the outcomes and outputs focusing on institutions being strengthened to promote gender equality, the strengthening of social protection programmes, productivity being enhanced, improvements in policies and institutional capacity to promote OSH and health workplaces, actions to promote the minimum wage, the strengthening of capacities to increase social dialogue and tripartism, the strengthening of policies to promote compliance, and the capacities of employers' and employees' organizations are enhanced.

The programme also aligns with the United Nations Sustainable Development Cooperation Framework (UNSDCF), particularly the goal of 'accelerating the process of structural transformation from a State-dominant development model into a competitive, private sector-driven market economy that boosts productivity, growth and inclusion' and outcomes and outputs which focus on people in Ethiopia benefitting from an inclusive, resilient, and sustainable economy. There has been some but limited interaction with other ILO programmes. Cooperation with other UN programmes was not built into the design of the programme but ILO has been involved in the coordinated UN COVID-19 response in Ethiopia through the ONEILO Siraye programme.

Effectiveness

Progress towards achieving the outcomes and outputs set out in the logical framework has been impacted by COVID-19 and to a less significant extent by the conflict in the north, and current achievements must be viewed in that light.

Overall, the programme is ahead of schedule in its milestones in 3 outcome (objective) indicators. It is behind its scheduled target in 3 outcome indicators and there is not yet data on 2 outcome indicators. The programme is ahead or on target of its scheduled milestones in 20 output indicators. It is behind its scheduled milestones in 27 of its output indicators. There is not yet data on 8 of the output indicators.

In objectives 1 and 2, much of the areas where the programme is behind its milestones can be linked to not as many factories joining the programme as had originally been expected, which is linked to the COVID-19 pandemic and the industry not expanding at the rate expected. Progress on objectives 3

and 4 has been slower and focused more on preparatory work. The programme needs to continue to review what is feasible to achieve in outcome 4 during the year extension and amend the logical framework where necessary.

The evaluation found that while the logical framework and indicators were generally valid, there were some areas missing indicators and others where output indicators could be replaced by outcome indicators. There are currently no outcome indicators linked to the work with the labour inspectors and no indicators for the increased capacities of the SCORE trainers. The programme is also currently not tracking the recent gender indicators added in November 2020 and should ensure these indicators are defined and measured.

Overall, most stakeholders had a strong perception of effectiveness of the programme and had participated in its implementation. There was appreciation by some stakeholders over the multi-pronged approach of the programme.

Strengths of the programme include the team composition, the adaptive management approach and flexibility of donors, working with both domestic and export orientated factories, working at three levels of the programme, and the strong relationships the programme has developed.

Efficiency

The ONEILO approach provides efficiencies both in the synergies of the components working together and in overall cost savings. Synergies include working on joint assessments, utilizing data from one component to input into another, and organizing collective workshops. Cost savings, in particular, can be identified by the joint approach to monitoring and evaluation, including the baseline, mid-term, and final evaluations, and savings made in administration and financial support and communications. Challenges to efficiency identified include the delays in contracting and logistics and the aforementioned need to strengthen the overall global coordination mechanism. The programme has responded well to the challenges of the COVID-19 pandemic and ensured as best as possible the continuation of activities through online means.

Impact

It is early in the programme to identify impact. The impact and endline evaluation will identify these with more certainty. The evaluation was able to identify some initial evidence of impacts though. At the factory level, these included an improvement in worker-manager relations, particularly less shouting and verbal abuse, improved reported awareness of sexual harassment- although both of these are only self-report and need additional investigation, a sense of empowerment when workers are asked to contribute to factory improvements, and improved awareness of labour law and compliance requirements among various stakeholders.

The evaluation also identified anecdotal evidence of greater ownership and enthusiasm for the programme in factories where both SCORE and Better Work are implemented but this will require more detailed investigation and reference to endline results to identify if this is actually the case.

The evaluation also looked at the impact of COVID-19 on the programme. The main impact was the reduction in factories participating in the programme, something which has been exacerbated to a small extent by the conflict in the north. Another significant impact was delays in various activities,

including training of factory workers and the approval of policy initiatives such as the minimum wage legislation.

Sustainability

Much of the sustainability of the programme will rest on whether policy level changes can be made in the next two years and if changes the programme is working towards can be institutionalized through continued capacity building. Institutional capacity building work on labour inspectors and institutions which can support the SCORE approach has progressed well but needs continued attention moving forward, and efforts will need to be made to strengthen the work with the employers' and workers' representative organizations and the two bodies responsible for the private and public employment injury scheme.

Ensuring funding is available for this work remains an ongoing challenge. If at a policy level, the programme and stakeholders can work on finalizing the minimum wage legislation, revising the OSH directive, ensuring clarity of the position of the labour inspectors in the investment parks, and agreeing the list of occupation diseases, the sustainability of the programme will be considerably enhanced.

A major threat to sustainability is the removal of Ethiopia from AGOA access from January 2022. This has the potential to cause major disruption to the garment industry, including the potential withdrawal of many factories. Looking to diversify activities into other sectors may help mitigate this concern to an extent.

There is also a need to ensure an ongoing commitment to the ONEILO approach from the national stakeholders, the country programme team, and ILO HQ. Sustainability will be harder to achieve if the components begin to operate more independently, or funding constraints forces one element of the programme to cease operations.

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with a budget over one USD million must have to go through at least one independent evaluation. The evaluation is managed by an ILO certified evaluation manager. The final independent evaluation is implemented by a group of consultants or company that have expert in evaluation with no link with the project and is managed by an ILO evaluation manager oversighted by EVAL. As the ONEILO Siraye programme nears its end of implementation, an evaluation company will be contracted to carry out the final evaluation.

This evaluation aligns most closely with a Type 2 ("Wider/Cross-cutting ILO interventions") clustered evaluation. The programme's involvement of multiple projects (at different stages) with complementary interventions and integrated service packages targeting a common beneficiary group reflects this type. However, it's important to acknowledge the unique structure of the ONEILO-Siraye programme. Unlike other countries where Better Work, VZF, SCORE, etc. operate as independent projects, these components function as integrated parts of a single programme in Ethiopia. Therefore, the programme can be viewed more as a "big project" with various internal components working in tandem, rather than a collection of separate projects.

One of the principles is using more strategic evaluations of projects and programme activities under identical or similar themes, programme frameworks and locations by means of clustering and integrated funding. ILO defined clustered evaluation as "an envelope of evaluations of projects

combined into a single evaluation based on results or strategic, thematic or geographical area or scope". An important potential advantage of clustering several evaluations into one single evaluation is that the commonalities and differences of similar projects can be analysed. This can help identify critical success factors and potential risks, thus providing valuable information for the performance of future and on-going interventions.

Cluster evaluations focus on the interconnectedness and complementarity of the achievements among the various projects (e.g., in a similar thematic or geographic area), addressing more strategic issues and systemic changes, such as the achievements of the Organization as a whole, i.e., contributions to the Decent Work Agenda and the United Nations Cooperation Framework (UNCF)/Sustainable Development Goals (SDG). Accordingly, The Programme final evaluation will take a 'clustered approach' as agreed with ILO's Evaluation Office (EVAL), which means the evaluation will follow a holistic approach to assess coherence of the programme design, efficiency and effectiveness of the integrated approach that bring together different departments and projects including LABADMIN/OSH, BETTER WORK, INWORK, SME, GEIP, ENT/MULTI, ACT/EMP, ACTRAV.

The evaluation will follow the specific characteristics of cluster evaluations as defined by EVAL, in terms of purpose and scope; participating programmes; stakeholders; methods and questions. These elements are further developed in the following sections.

3. Purpose and objectives of the evaluation

The main purpose of the clustered final independent evaluation is to promote accountability to ILO key stakeholders and donor, and to enhance learning within the ILO and key stakeholders. The findings will be used to improve design and implementation of the Phase II of the programme.

The main objective of the evaluation is to assess the relevance, coherence, effectiveness, efficiency, impact, and sustainability and to document lessons learnt and possible good practices. The final evaluation will include consideration of whether the means of action have made contributions toward achieving relevant Decent Work Country Program (DWCP) outcomes and national development goals.

The focus will also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the programme's beneficiaries and the local partners' strategy and capacity to sustain them. It will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the programme's outputs. The final evaluation will also assess the extent to which the programme has responded to the recommendations of the midterm evaluation.

To achieve the above-mentioned purposes, this final clustered independent evaluation will focus and address the following:

- To evaluate the programme's internal and external coherence and strategic fit with the broader ILO work, the United Nations Cooperation Framework (UNCF), and the Sustainable Development Goals (SDGs).
- The extent to which the programme has achieved the results and the immediate objectives and Targets.

- Assess strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.
- To gauge the efficient use of resources (finance, human and assets) used to implement planned activities achieved results - outputs and outcome.
- Assess the emerging impact of the interventions (either positive or negative) and the sustainability of the programme's benefit and the local partners' strategy and capacity to sustain them.
- Draw lessons and provide concrete recommendations for future design and implementation of programme based on the evaluation findings and conclusions.
- Highlight recommendations for sustainability, lessons learnt and good practices and to inform the Phase II design.
- Particular attention will be paid to the linkages (i.e. complementarities, synergies, etc.) of the various projects involved; and contribution to broader ILO work, including in the framework of United Nations Cooperation Framework (UNCF)/Sustainable Development Goals (SDG).

Implementing partners and stakeholders involved in programme activities will also use the evaluation findings and lessons learned, as appropriate, for future programming. A dissemination workshop will be organized in Addis Ababa to share learnings with all relevant bodies. The ILO Evaluation Office (EVAL) will publish a summary of the final report, recommendations and lessons learned on its public website to ensure accountability and enhance learning among a wide-range audience.

4. Evaluation Scope

The clustered final independent evaluation will cover the ONEILO-Siraye Phase I period from January 2019 to December 2024. The geographical coverage includes the national level and the four regions targeted by programme interventions: Sidama, Oromia, Addis Ababa, and Amhara (if the security situation permits). All programme components (Better Work, SCORE, VZF, IR and Gender) will be covered in the evaluation, with particular attention paid to the interconnection of these components.

The evaluation will integrate ILO's cross-cutting issues, including tripartism and standards (reflecting the normative and tripartite nature of the ILO), gender equality, disability inclusion, environment, and COVID-19. Data collection and analysis should be disaggregated by gender, to the extent possible. The evaluation will consider the programme's relevance to ILO strategies at national and global levels, as well as initiatives of the United Nations Sustainable Development Cooperation Framework (UNSDCF), Decent Work Country Programme (DWCP), and Government of Ethiopia policies and frameworks.

5. Evaluation criteria and questions (including Cross-cutting issues)

The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard. The evaluation should address the overall ILO evaluation criteria:

A. Relevance and strategic fit of the interventions: to assess how well the programme aligns with strategic objectives and stakeholder needs.

B. Coherence: to evaluate the programme's internal logic and its fit within broader ILO initiatives

C. Effectiveness of programme implementation and management arrangements: to measure the extent to which the programme achieved its intended results.

D. Efficiency of resource use and programme set-up: to examine how resources were utilized to achieve the intended results.

E. Impact orientation by the programme set-up, and impacts achieved vis-à-vis defined objectives and outcomes: to evaluate the impact that goes beyond immediate outcomes, considering the programme's long-term effects; and,

F. Sustainability and continuation of programme-induced activities and impact beyond the programme's lifespan: to explore the programme's potential to continue delivering benefits after its Phase I conclusion.

Furthermore, throughout the methodology, deliverables and final report, the ILO's cross-cutting priorities such as International Labour Standards, social dialogue and tripartism, constituent capacity development, gender, and non-discrimination (including people with disabilities), and fair transition to a sustainable environment should be addressed. By integrating these themes into the evaluation framework, the evaluation will provide a more holistic assessment of the programme's impact, considering not only its achievements in specific areas but also its contribution to broader goals. This enriched evaluation approach will yield insights valuable for future programme design and implementation within ILO.

Although the questions below provide guidance for the evaluation, it is the task of the evaluator to adapt these questions to the particularities of the Programme evaluation and the clustered evaluation approach. The selected evaluators may refine and adapt the evaluation criteria and questions to best suit the specific context of the ONEILO-Siraye programme. This flexibility allows for a more tailored approach that captures the programme's unique features and objectives. However, any fundamental changes to the evaluation criteria or questions must be approved by the evaluation manager. The rationale for any adjustments should be documented in the inception report, providing a clear audit trail for future reference. The evaluation instruments (to be summarized in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

Suggested evaluation criteria and evaluation questions are summarized below:

Relevance and strategic fit of the interventions

- To what extent are the programme's strategy and approach consistent and pertinent to the current and long-term development needs and priorities identified in Ethiopia's Growth and Transformation Plan (GTPII), the United Nations Development Assistance Framework (UNDAF II) for Ethiopia, Home-grown Economic Reform (HGER) Programme, Ten-Year Perspective Plan (2021–30), and the Decent Work Country Program (DWCP) focusing on the garment and textile sectors?

- Were the programme's strategies relevant to the specific needs and expectations of key stakeholders, including beneficiaries, government, employers' organizations, workers' organizations, and international brands? Did the programme effectively engage these stakeholders in its design and implementation and were their priorities adequately reflected throughout the programme cycle?
- Did the programme interventions effectively target the root causes of poor working conditions, low productivity and weak labour market institutions as outlined in these national plans?

Coherence

- To what extent are the integrated programme design (objectives, outcomes, outputs, and activities) and its underlining theory of change logical and coherent? Are the programme strategy, objectives, and assumptions appropriate for achieving the planned results?
- Did the programme's various components (Better Work, SCORE, VZF, LABADMIN/INWORK) work together effectively to achieve the overall objectives? How well were the activities under each component designed to complement and reinforce each other?
- How well did the programme's design and implementation strategies align with broader ILO initiatives on Decent Work and Inclusive Industrialization? Did the programme leverage existing ILO tools and resources effectively, and did it contribute to advancements in ILO's knowledge base on promoting decent work in the garment and textile sector?
- Were the planned monitoring and evaluation arrangements adequate? Were the targeted indicator values realistic and can they be tracked?
- What lessons can be learnt for the design of the Programme in Phase 2 (if any) or other programmes in similar field?

Effectiveness

- To what extent did the programme achieve the intended objectives?
- What have been major factors influencing the achievement or non-achievement of the programme's objectives?
- To what extent do the measures adopted by the programme management appropriately and timely address the problems or delays encountered and attribute to achieving the immediate objectives of the programme?
- Examine the extent that the programme has adjusted/modified its strategy to respond to changing situation on the ground or challenges faced.
- To what extent have stakeholders, particularly workers' and employers' organizations been involved in programme implementation? How effectively did the programme support the capacity building of worker and employer organizations for effective social dialogue and collective bargaining?
- The extent to which that the recommendations from the midterm evaluation have been taking to consideration?

Efficiency

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader programme outputs and outcomes? Was there a clear link between resource allocation and programme activities? Has the programme been implemented in the most efficient way vis-à-vis its financial and human resources?
- What aspects of the ONEILO-Siraye programme could be done differently to cut costs while still delivering achievements and achieve outcomes without compromising programme effectiveness? Or could the programme have achieved similar results with fewer resources, or could resource allocation be optimized for ONEILO-Siraye Phases II (if any)? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures to mitigate the delays have been put in place?

Impact

- What has been the programme's overall impact on the garment and textile sector in Ethiopia, considering workers wellbeing, economic and social development?
- To what extent did the programme make contribution to broader and longer-term response and decent work goal in Ethiopia?
- Did the programme contribute to a more competitive and responsible Ethiopian garment industry that attracts international investment while upholding labour standards?
- What changes have been observed in relation to the objectives of the programme's interventions? What interventions and approaches delivered the impact? What are key contextual features for these (e.g. gender, poverty, ethnicity etc.)? To what extent are these changes likely to be sustained?
- Did the programme contribute to lasting changes in government policies, employer practices and worker behaviour that will support continued progress on decent work principles?
- Are there unintended impacts (including consideration of different segments of society)?

Sustainability

- To what extent the project's outcomes are likely to be durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed in phase I? What are the major factors which will have or will influence the continuity of the programme's benefit?
- Does the current phase of the programme have a clear exit/ transition strategy outlining how it will transition its activities and ensure the sustainability of its achievements?
- Are there plans in place to secure continued funding, technical assistance, or other forms of support to sustain programme gains after the end of ONEILO-Siraye Phase I?
- Have capacities been built within government institutions, worker and employer organizations and factories to ensure continued progress on working conditions and decent work principles?
- Did the programme effectively promote ownership and leadership among national stakeholders for the continuation of these efforts beyond the programme timeframe?

Cross-Cutting Issues Integration

International Labour Standards (ILS)

- Did the programme effectively promote compliance with core ILS principles in the garment and textile sector?
- How did the programme address specific challenges related to freedom of association, forced labour, child labour and discrimination in the workplace?

Social Dialogue and Tripartism

- How effectively did the programme promote strong and independent worker and employer organizations and facilitate constructive social dialogue at the enterprise, sectoral and national levels?
- Did the programme contribute to a more inclusive and representative decision-making process on labour issues in Ethiopia?

Gender and Non-discrimination

- To what extent did the programme mainstream gender equality and non-discrimination principles into its design and implementation?
- Did the programme interventions address the specific needs and challenges faced by women workers in the garment and textile sector?
- Did the programme contribute to increased participation of women in leadership positions within factories and worker organizations?

Fair Transition to a Sustainable Environment

- Did the programme consider environmental sustainability concerns in its interventions?
- Were there any efforts to promote environmentally friendly practices within the garment and textile sector?

Lesson Learned

- What have been the main lessons learned during the programme implementation, particularly regarding the integration and coordination of diverse ILO components (Better Work, SCORE, VZF, LABADMIN/INWORK) into a single programme structure?
- What lessons can be learned from the programme's approach to promoting long-term sustainability and national ownership of Decent Work principles beyond the life of Phase I?

By incorporating these evaluation questions and cross-cutting themes, the final independent evaluation will provide a comprehensive assessment of the ONEILO-Siraye Programme's effectiveness, efficiency, and impact on promoting Decent Work and Inclusive Industrialization in Ethiopia's garment and textile sector.

6. Methodology

The evaluation will be participatory and involve factory workers, enterprise managers, key stakeholder counterparts and the SIRAYE and ILO staff at country and global levels. It will comply with evaluation norms, standards and follow ethical safeguards, as specified in the ILO's evaluation procedures. The

ILO adheres to the United Nations system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

Both qualitative and quantitative evaluation approaches should be considered for this evaluation. The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, interviews, and focus groups as appropriate. Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Technical Progress Reports (TPRs), endline impact evaluation and indicator performance tracker tool as well as from primary data collection. A combination of sound quantitative and qualitative research methods (e.g., surveys, case studies, interviews, and focused group discussion with appropriate quantitative data analysis methods for each type of data collected) should be developed for each evaluation question as deemed appropriate. However, different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate.

A detailed methodology will be elaborated by the evaluator based on this ToR. The detailed methodology should include key and sub-question(s), detailed methods, data collection instruments and data analysis plans to be presented as a key element in the inception report. The methodology for collection of evidence should be implemented in three phases (1) an inception phase based on a review of existing documents to produce inception report; (2) a fieldwork phase to collect and analyze primary data; and (3) a data analysis and reporting phase to produce the final evaluation report. The sources of information should be indicated clearly.

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables, and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in data collection, analyses and if possible, within the evaluation team.

The evaluation is considered a “clustered evaluation”. The ILO uses the following typology for clustered evaluations, distinguished by evaluation scope: i) DWCP or similar country framework; ii) Wider/crosscutting ILO interventions; iii) Sectoral; iv) Programme and budget outcome-based; v) Thematic programmes; vi) Global programmes; vii) Flagship programmes; viii) RBSA projects; and ix) Projects funded by one donor. All types have the common purpose of the clustered evaluations’ strategic focus, aiming to assess to what extent the “whole is greater than the sum of the parts”.

This evaluation is considered to be closest (however, not perfect fit) to a type 2 – wider/cross-cutting ILO interventions – cluster evaluation, as it involves multiple projects (at different stages) with multiple complementary intervention models or integrated service packages for a common target group.

The ONEILO/SIRAYE programme design is a new model for the ILO. In other countries, Better Work, VZF, SCORE, etc. are different projects and implemented as standalone projects. In Ethiopia, these projects merged to create a new integrated program. It is therefore difficult to say the program has different projects rather different components under a single program. This makes a slight difference from the type 2 cluster evaluation. The program can be considered to be one ‘big project’ with different components (and not different projects).

Suggested Data collection strategies

- **Desk review:** A thorough review of relevant programme documents will be conducted at the outset. This includes the PRODOC (Programme Document), Monitoring and Evaluation (M&E) strategy, impact evaluation report, USDOL Gender evaluation report, technical progress reports, endline reports and any other pertinent materials. The desk review will provide a solid foundation for understanding the programme's objectives, design, and implementation strategies.
- **Qualitative data collection:** Qualitative data will be gathered through in-depth interviews and focus group discussions with key stakeholders. This approach allows for more nuanced exploration of experiences, perceptions, and challenges encountered during programme implementation. Below a suggested breakdown of the key stakeholder groups to be interviewed:
 - **National, sectoral, and regional government and industry partners:** These stakeholders can provide insights into the programme's alignment with national development plans and sectoral priorities.
 - **ONEILO-Siraye and technical backstopping staff:** Programme staff members possess valuable firsthand knowledge about programme implementation challenges and successes.
 - **Programme Advisory Committee (PAC) members:** The PAC serves as a critical advisory body, and their perspectives can shed light on the programme's overall effectiveness and strategic direction.
 - **Social partners (worker and employer organizations):** The experiences and viewpoints of worker and employer representatives are crucial for understanding the programme's impact on industrial relations and working conditions.
 - **Factory workers and managers:** The voices of those directly involved in the programme are essential for gauging the programme's effectiveness at the factory level.
- **Quantitative data analysis:** Data collected through standardized questionnaires administered to factory workers and managers will be analysed to assess progress on programme indicators. These indicators are quantifiable measures that track the programme's effectiveness in achieving its intended outcomes.
- **Stakeholder survey:** In consultation with the evaluators, a stakeholder survey may be developed and distributed to gather additional insights from a broader range of stakeholders. The decision to include a survey and the target audience will be determined based on the specific needs of the evaluation.

To gain a deeper understanding of the programme's real-world application, the evaluators may also choose to participate in relevant programme activities, such as PAC meetings or training sessions. This firsthand observation will provide valuable context for interpreting the data collected through other methods.

Integrating cross-cutting issues

The evaluation will prioritize gender equality and non-discrimination concerns throughout the data collection and analysis process. The evaluators will carefully design interview questions and data analysis procedures to ensure these issues are adequately addressed. The evaluators will follow EVAL's Guidance material on methodologies, including ILO Guidance Note namely the [ILO EVAL Guidance Note 3.1 on integrating gender equality and non-discrimination](#); and the [ILO EVAL Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#). The gender dimension will be considered throughout the methodology, deliverables, and final report. Data will be disaggregated by gender where possible, addressing diversity and non-discrimination issues. The ILO EVAL Guidance Note 3.2 on integrating social dialogue and ILS in monitoring and evaluation will also be followed to assess the relevance and effectiveness of gender-related strategies and outcomes.

Detailed methodology and workplan

The specific methodology chosen for the evaluation, including a detailed work plan, will be outlined in the inception report. This report will be circulated among stakeholders to ensure transparency and gather feedback. The evaluators may refine the methodology as needed based on the context and emerging findings. However, any significant changes will require approval from the evaluation manager and documented in the inception report. The evaluation manager and Sr. M&E Officer of the programme will play a key role in facilitating access to programme documentation and scheduling interviews with key stakeholders to ensure a smooth data collection process.

Tentative list of stakeholders:

- Relevant ILO departments: LABADMIN/OSH, BETTER WORK, INWORK, SME,GEIP, ENT/MULTI, ACT/EMP, ACTRAV
- ILO EVAL, ILO PARDEV
- ILO Ethiopia Office
- Ministry of Labour and Social Affairs
- Bureaus of Labour and Social Affairs – Addis Ababa, Amhara, Oromia, SNNPR and Tigray
- Ethiopian Ministry of Industry
- Ethiopian Investment Commission
- Ethiopia Private Organization Employees' and Social Security Agency (POESSA)
- Public Servants Social Security Agency (PSSA).
- Textile Industry Development Institute (TIDI)
- Kaizen Excellence Center
- Confederation of Ethiopian Trade Unions
- Confederation of Ethiopian Employers Federation
- Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU)
- Hawassa Investors Associations
- Direct Donors
 - FCDO
 - SIDA
 - BMZ
 - H&M
 - ADA

7. Main deliverables

Below list is the expected deliverables of the clustered final independent evaluation:

Deliverable 1. Inception report. The inception report will include among other elements the evaluation questions and data collection methodologies and techniques, and the evaluation tools (interview, guides, questionnaires, etc.). The instrument needs to make provision for the triangulation of data where possible. The evaluators will prepare an inception report as per the ILO Checklist 4.8: Writing the inception report (in Annex).

The inception report should:

- Describe the conceptual framework that will be used to undertake the evaluation, notably justifying and explaining the clustered approach;
- Elaborate the methodology proposed in the terms of reference, notably the clustered approach, with any changes as required;
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, data collection methods, sampling and selection criteria of respondents for interviews;
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables;
- Identify key stakeholders to be interviewed and the tools to be used for interviews and discussions; and
- Provide an outline for the final evaluation report.

Deliverable 2. Draft evaluation report

Evaluation report should include action-oriented, practical, and specific recommendations assigning or designating audiences /implementers /users. The draft evaluation report should be prepared as per the ILO Checklist 4.2: Preparing the Evaluation Report which will be provided to the evaluators. The first draft evaluation report will be improved by incorporating evaluation manager's comments and inputs.

Suggested outline for the evaluation report:

- Cover page with key project data (cf. ILO Policy Guidelines for Evaluation Checklist 7)
- Executive summary
- Brief background on the project and its intervention logic
- Purpose, scope, and clients of the evaluation
- Methodology applied
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (specifying to whom they are addressed)
- Lessons learnt, with a particular focus on lessons learned regarding the ONEILO approach
- Good practices
- Possible future directions
- Annexes

Deliverable 3. Stakeholders' validation workshop

The evaluators will conduct a stakeholders' workshop. The stakeholders' workshop will be organized to validate information and data collected through various methods and share the preliminary findings with the ILO and local stakeholders at the end of evaluation mission or remotely at a later date. The stakeholders' workshops will be organized by the programme team with assistance from the ONEILO Siraye Programme. PowerPoint presentation should be prepared and presented at the workshop and shared with Evaluation Manager.

Deliverable 4. Final evaluation report with evaluation summary. The evaluator will incorporate comments received from ILO and other key stakeholders into the final report. The report should be finalized as per the ILO Checklist 4.2: Preparing the Evaluation Report which will be provided to the evaluators. The quality of the report and evaluation summary will be assessed against the ILO Checklists 4.3,4.4,4.5 and 4.9 which will be provided to the evaluators.

Deliverable 5: An Evaluation Summary report

An Evaluation Summary shall also be prepared, adhering to the template provided in ILO Policy Guidelines for Evaluation Checklist 8. The Evaluation Summary shall only be prepared once the final evaluation report has been approved.

Deliverable 6: Presentation for dissemination workshop

The final report, excluding annexes but including the executive summary (as per template provided in ILO Policy Guidelines for Evaluation) should not exceed 35 pages. The quality of the final report will be assessed against the standards set out in the ILO Policy Guidelines for Evaluation. The report will ultimately be approved by the ILO Evaluation Office.

The report and all other outputs of the evaluation must be produced in English. All draft and final reports including other supporting documents, analytical reports, and raw data should be provided in electronic version compatible with WORD for windows. Ownership of the data from the evaluation rests jointly with the evaluator and the ILO. The copy rights of the evaluation report rest exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

In addition to the final report, a stand-alone evaluation summary, lessons learnt, and good practices must be developed using ILO standard format.

8. Management arrangements and work plan (including timeframe)

The evaluation will be managed by an Evaluation Manager, Mr Bui Van Dung, M&E Officer of ENHANCE project at ILO Country Office in Hanoi, who has no association with the ONEILO-Siraye programme. The Evaluation Manager will work under the oversight of, and in close collaboration with the ILO Evaluation Office in Geneva HQ, who will review and sign off on all deliverables.

A company will be commissioned to conduct this evaluation. The composition of the independent evaluators must include one International Evaluator as the Team Leader and two national evaluators as team members. The Team Leader will report to the Evaluation Manager and be responsible for the timely submission of deliverables, including the final evaluation report, which should comply with ILO's Evaluation Policy Guidelines and related checklists and templates.

Two national evaluators will be commissioned for shorter periods of time to support the data collection at country level. The national consultants will report to the Team Leader. The Team Leader and the national consultants will be selected through a competitive process. The evaluation cost will be covered by ONEILO-Siraye programme. The proposal should include a technical offer and budget which includes the daily fees of the evaluation team. The field visit to Ethiopia including air fare and DSA, as relevant, should be included in the budget but will be reimbursed only upon ticket costs based on ILO’s travel policy and on the standard UN DSA rates. The programme will cover the costs of a stakeholder workshop and the administrative costs related to the mission in Ethiopia.

The Evaluation Manager will undertake the following tasks in consultation with EVAL:

- Finalize the evaluation TORs upon receipt of inputs from key stakeholders.
- Disseminate the call for proposals and identify the evaluator (team)
- Serve as the first point of contact for the evaluator.
- Provide background documentation to the evaluator in cooperation with the SIRAYE team.
- Brief the evaluator on ILO evaluation procedures.
- Circulate the reports to all concerned stakeholders for comments; and
- Consolidate comments for the evaluator and do final review.

The ONEILO-Siraye team will be responsible for administrative contractual arrangements with the evaluator and provide any logistical and other assistance as may be required. The team will be responsible specifically for the following tasks:

- Provide programme background documents to the evaluator.
- Prepare a comprehensive list of recommended interviewees.
- Coordinate logistical arrangements.
- Provide inputs as requested by the evaluator during the evaluation process.
- Review and provide comments on draft evaluation reports.
- Organize and participate in stakeholder consultations, as appropriate; and
- Provide any other logistical and administrative support to the evaluators as may be required.

Tentative workplan/ timeframe

It is anticipated that the evaluation will be carried out by a competent evaluation company. The evaluation company will be identified and recruited by end of June 2024 with an expected starting date from first week of July 2024. It is envisaged that a final report will be submitted by mid- September. It is anticipated that the evaluation assignment will require a total of 30 working days for the international evaluator and 15 working days for the national evaluator each.

Draft workplan with timeframe:

DESCRIPTION OF ACTIVITY	DATE
PLANNING - DESIGN OF THE EVALUATION	
TOR preparation (first draft, consultation, and revision of draft)	15 June 2024
Evaluation company recruitment <ul style="list-style-type: none"> • Circulate call for EOI and receive applications. • Review applications, shortlist, interview and announce result. • Contractual process 	10 July 2024
Initial consultation with the selected evaluation company	15 July 2024

INCEPTION PHASE	
Desk review of documents Interviews and consultation with project team and key partners Drafting of inception report (first draft, and revision based on comments) Development of data collection tools / stakeholders' identification for main data collection stage	20 July 2024 5 August 2024
DATA COLLECTION - FIELD WORK & SURVEY PHASE AND ANALYSIS	
Conduct interviews and FGDs Conduct additional relevant data collection. Data analysis and triangulation	25 August 2024
REPORTING	
Prepare and submit first draft report	5 September 2024
Collect comments on first draft report address comments and submit revised final draft report	15 September 2024
Validation workshop (presentation and validation of evaluation findings)	20 September 2024
Address comments from validation workshop and submit the final evaluation report	30 September 2024
Approval of report (EM, REO/DEPF, EVAL)	10 October 2024
Dissemination and learning workshop	To be defined

9. Profile of the evaluation team

For International evaluator:

- Master's degree in law, social sciences, economics, development studies, evaluation, or related fields, with demonstrated research experience.
- Contextual knowledge of the UN system in general and the ILO specifically.
- Demonstrated knowledge of labour related issues in garment and textile sector is desirable.
- At least 7 years' experience in evaluating policies, programmes and projects at the international level.
- Experience in conducting independent evaluations for ILO DC projects is desirable.
- Completion of EVAL's [self-induction programme](#) is desirable
- Expertise in qualitative and quantitative evaluation methods.
- Advanced understanding of ILO cross-cutting issues is desirable.
- Fluency in written and spoken English.
- Excellent communication, interview and report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Good interpersonal and cross-cultural communication skills; and
- Facilitation skills and ability to manage diversity of views in different cultural contexts.

For national evaluators:

- First degree in law, social sciences, economics, development studies, evaluation, or related fields, with demonstrated research experience.
- At least three years' experience in evaluating development projects.
- Contextual knowledge of the UN system in general and the ILO specifically is desirable.
- Demonstrated knowledge of labour related issues in garment and textile industry of Ethiopia is desirable.
- Experience in conducting independent evaluations for ILO or other UN organizations is desirable.
- Completion of EVAL's [self-induction programme is desirable](#)
- Expertise in qualitative and quantitative evaluation methods.
- Fluency in written and spoken both English and local language.
- Excellent communication, interview and report writing skills;
- Good interpersonal and cross-cultural communication skills; and
- Facilitation skills and ability to manage diversity of views in different cultural contexts.

This call for proposals is open to:

Long term agreement with ILO for evaluation services providers

10. Terms of Payment

First payment of 20% upon receipt of the inception report to the satisfaction of ILO EVAL.

Second payment of 30% upon receipt of the draft evaluation report to the satisfaction of ILO EVAL

Third payment of 50% upon receipt of the final evaluation report and comments log table to the satisfaction of ILO EVAL.

Payment of the travel costs to be calculated upon ILO Travel Policy and standard UN DSA rates.

11. Legal and ethical matters

The final independent evaluation will strictly comply with UN standards for evaluations as specified in the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation and be guided by the ILO Evaluation Policy. A copy of the UNEG Code of Conduct for Evaluation in the UN system attached below and the evaluators are expected to familiarise themselves with and adhere to its standards.



2016 Norms and Standards_PPT.pdf



The evaluators will also commit to adhere to the ILO Code of Conduct for Evaluators embedded below.
▶ **Evaluation Office** This document has to be signed and returned by evaluator to the evaluation manager.



Template 3.1 ILO
Code of
Conduct_Agr
-eval Discovery

The evaluators are expected to disclose any possible conflicts of interest that could interfere with the independence of the evaluation. The evaluation will observe confidentiality with regards to sensitive information and feedback obtained through individual and group interviews.

1. Annex

1. All relevant UNEG and ILO evaluation guidelines and standard templates

- [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 4th edition](#)
- [Code of Conduct for Evaluation in the ILO](#) (to be signed and returned by evaluator to the evaluation manager)
- [Protocol on collecting evaluative evidence on the ILO's COVID-19 Response measures through project and programme evaluations](#)

Guidance Notes

- ✓ [Guidance Note 3.1 Integrating gender equality in monitoring and evaluation of projects](#)
- ✓ [Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate](#)
- ✓ [Guidance Note 3.3 Strategic clustered evaluations to gather evaluative information more effectively](#)
- ✓ [Guidance Note 4.3 Data collection methods](#)
- ✓ [Guidance Note 4.5 Stakeholder engagement](#)
- ✓ [Guidance Note 5.5 Dissemination of lessons learned and good practices](#)

EVAl Checklists and Templates for the Evaluator:

- ✓ [Checklist 4.8 Writing the inception report](#)
- ✓ [Checklist 4.2 Preparing the evaluation report](#) [including the templates for completing [lessons learned](#) and [emerging good practices](#), as well as the templates for the title page and [executive summary](#)
- ✓ [Checklist 4.3 Filling in the title page](#)
- ✓ [Checklist 4.4 Preparing the Evaluation Report Summary](#)
- ✓ [Checklist 4.5: Documents for Project Evaluators](#)
- ✓ [Checklist 4.9 Rating the quality of evaluation report](#)

ANNEX 2. Evaluation and data collection matrix

Table 9. Evaluation questions for Relevance

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
To what extent are the programme's strategy and approach consistent and pertinent to the current and long-term development needs and priorities identified in Ethiopia?	To what extent does the programme respond to the current and long-term goals identified in 1) Ethiopia's GTPII, 2) UNDAF for Ethiopia, 3) HGER, 4) Ethiopia's DWCP, and 5) 10-year perspective plan (2021-30)?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Extent to which the Programme aligns with the stated strategic documents and frameworks.</p> <p>Extent to which stakeholders perceive that the Programme aligns with the stated strategic documents and frameworks.</p>
Were the programme's strategies relevant to the specific needs and expectations of key stakeholders?	To what extent did the Programme respond to the specific needs of beneficiaries, particularly women?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. - FGD. 	<p>Examples of activities in the Programme that beneficiaries, including women, found relevant to their needs.</p> <p>Extent to which beneficiaries, including women, perceive that the Programme addressed their needs.</p> <p>Share of respondents who agree or strongly agree the Programme addressed their needs.</p>
	To what extent did the Programme respond to the specific needs of constituents?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. - Survey. 	<p>Examples of activities in the Programme that constituents found relevant to their needs.</p> <p>Extent to which constituents perceive that the Programme addressed their needs.</p> <p>Share of respondents who agree that the Programme addressed their needs "to a great extent".</p>
	To what extent did the Programme respond to the specific needs of international brands?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Examples of activities in the Programme that international brands found relevant to their needs.</p> <p>Extent to which international brands perceive that the Programme addressed their needs.</p>
	To what extent did the Programme's design and planning implement processes and mechanisms to enable 1) beneficiaries, 2) constituents, and 3) international brands to voice their needs?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. - Survey. 	<p>Examples of efforts to include beneficiaries, constituents and international brands in the planning and design process.</p> <p>Extent to which beneficiaries and consultants perceived that they were included in the design and planning of the Programme.</p> <p>Share of beneficiaries and constituents who agree that they were able to voice their needs "to a great extent".</p>
Did the programme remain relevant in changing external circumstances?	To what extent did the Programme adjust to external circumstances to respond to 1) workers' 2) constituents', and 3) international brands' needs during implementation?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Examples of changes within the Programme in response to external circumstances to respond to workers', constituents' and international brands' needs.</p> <p>Extent to which workers, constituents and international brands perceive that the Programme adjusted to external circumstances.</p>

Table 10. Evaluation questions for Coherence

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
To what extent are the integrated programme design and its underlying theory of change logical and coherent?	To what extent were the individual aspects of the Programme able to link their individual activities and outputs to ensure that Programme outcomes were achieved?	<ul style="list-style-type: none"> - Programme documentation review. 	Extent to which envisioned activities can successfully contribute to the achievement of outcomes.
	To what extent are the programme outcomes logically linked to the overall objective?	<ul style="list-style-type: none"> - Programme documentation review. 	Extent to which outcomes were aligned with overall objectives to achieve results.

How well were the activities under each component designed to complement and reinforce each other?	To what extent were the selected components for the Programme aligned with each other to support programme outcomes and objectives?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Examples of project alignment between two or more projects towards achieving Programme outcomes.</p> <p>Examples of gaps, if any, between projects towards achieving Programme objectives.</p> <p>Extent to which ILO staff and stakeholders perceive that the different components were aligned towards achieving Programme outcomes and objectives.</p>
	To what extent were steps taken to ensure that 1) synergies between different components were strengthened and 2) potential gaps were addressed?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff. 	<p>Extent to which planning and designed envisioned opportunities for synergies.</p> <p>Extent to which planning, and design revealed potential gaps between components.</p> <p>Examples of steps taken to promote synergies between different components.</p> <p>Examples of steps taken to address gaps in alignment, if any, were observed.</p> <p>Extent to which stakeholders perceive that synergies between components were promoted.</p> <p>Extent to which stakeholders perceive that steps were taken to address gaps between components.</p>
How well did the programme's design and implementation strategies align with ILO strategies?	To what extent did the Programme align with strategic ILO documents (e.g. P&Bs)?	<ul style="list-style-type: none"> - Desk research on the M&E framework and its indicators. - Interviews with ILO staff. 	<p>Examples of alignment with other ILO strategic documents.</p> <p>Extent to which ILO staff perceives that the Programme was aligned with strategic ILO documents.</p>
	To what extent did the Programme align with broader ILO initiatives on Decent Work and Inclusive Industrialization?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Examples of alignment with ILO initiatives on Decent Work and Inclusive Industrialization.</p> <p>Extent to which ILO staff perceives that the Programme aligned with ILO initiatives on Decent Work and Inclusive Industrialization</p>
To what extent did the programme mainstream ILO's cross-cutting concerns?	To what extent did the programme mainstream gender equality and non-discrimination principles?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. - Survey. 	<p>Examples of efforts to mainstream gender equality and non-discrimination into the programme design.</p> <p>Extent to which ILO staff perceive that gender equality and non-discrimination were sufficiently integrated into the Programme's design.</p> <p>Examples of additional opportunities, if any, to further integrate or address gaps in gender equality and non-discrimination principles.</p> <p>Share of respondents who agree that ILO addressed this concern "to a great extent".</p>
	To what extent did the programme mainstream ILS principles?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. - Survey. 	<p>Examples of efforts to mainstream ILS into the programme design.</p> <p>Extent to which ILO staff perceive that ILS was sufficiently integrated into the Programme's design.</p> <p>Examples of additional opportunities, if any, to further integrate or address gaps in ILS principles.</p> <p>Share of respondents who agree that ILO addressed this concern "to a great extent".</p>
	To what extent did the programme mainstream social dialogue principles?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. - Survey. 	<p>Examples of efforts to mainstream social dialogue into the programme design.</p> <p>Extent to which ILO staff perceive that social dialogue was sufficiently integrated into the Programme's design.</p> <p>Examples of additional opportunities, if any, to further integrate or address gaps in social dialogue principles.</p> <p>Share of respondents who agree that ILO addressed this concern "to a great extent".</p>
	To what extent did the programme mainstream environmental principles?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. - Survey. 	<p>Examples of efforts to mainstream environmental principles into the programme design.</p> <p>Extent to which ILO staff perceive that environmental principles were sufficiently integrated into the Programme's design.</p> <p>Examples of additional opportunities, if any, to further integrate or address gaps in environmental principles.</p> <p>Share of respondents who agree that ILO addressed this concern "to a great extent".</p>
	To what extent did the programme mainstream ILO's cross-cutting concerns?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. - Survey. 	<p>Examples of efforts to mainstream ILO's cross-cutting concerns into the programme design.</p> <p>Extent to which ILO staff perceive that ILO's cross-cutting concerns were sufficiently integrated into the Programme's design.</p> <p>Examples of additional opportunities, if any, to further integrate or address gaps in ILO's cross-cutting concerns.</p> <p>Share of respondents who agree that ILO addressed this concern "to a great extent".</p>

Table 11. Evaluation questions for Effectiveness

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
Did the programme implement its activities and reach its intended target groups?	To what extent did the different components implement all planned activities?	<ul style="list-style-type: none"> - Programme documentation review. 	Analysis of the log-frame to compare achieved outputs across all activities during implementation against envisioned targets.
	To what extent did the different components reach all planned target groups?	<ul style="list-style-type: none"> - Programme documentation review. 	Analysis of the log-frame to compare actual target groups reached during implementation against envisioned targets.

To what extent did the programme achieve the intended objectives?	What factors hindered these achievements across the components?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	Examples of factors which hindered the achievement of outputs across the different components. Which hindering factors were perceived as the most important in relation to others.
	What progress was made towards the labour system achieving sustainable and inclusive compliance with national labour law, guided by ILS, which protects the workers' well-being in the target areas/ sectors?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents and beneficiaries. - Survey. 	Examples of progress made towards improved compliance with labour law and ILS which protects workers' well-being. Extent to which interviewees perceive that compliance with labour law and ILS which protects workers' well-being has improved. Share of respondents who agree that compliance with labour law and ILS which protects workers' well-being has improved Share of respondents who agree that ILO addressed this concern "to a great extent" .
	What progress was made towards increased productivity in the garment sector, through the establishment of responsible and sustainable workplace practices?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents and beneficiaries. - Survey. 	Examples of how responsible and sustainable workplace practices have increased productivity in the garment sector. Extent to which interviewees perceive that how responsible and sustainable workplace practices have increased productivity in the garment sector. Share of respondents who agree that productivity has increased in the garment sector "to a great extent" .
	What progress was made towards improved and inclusive industrial relations and minimum wage policy?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents and beneficiaries. - Survey. 	Examples of developments made towards improving industrial relations and minimum wage policy. Extent to which interviewees perceive that developments were made towards improving industrial relations and minimum wage policy. Share of respondents who agree that developments were made towards improving industrial relations and minimum wage policy "to a great extent" .
	What progress was made to create a sustainable prevention, protection, and compensation system for works in targeted industries?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents and beneficiaries. - Survey. 	Examples of improvements in creating prevention, protection, and compensation systems in targeted industries. Extent to which interviewees perceive that prevention, protection and compensation systems in targeted industries have improved. Share of respondents who agree that prevention, protection, and compensation systems have improved in targeted industries "to a great extent" .
What factors if any influenced the achievement of the programme's outcomes?	What factors 1) enabled or 2) hindered the achievement of the Programme's outcomes?	<ul style="list-style-type: none"> -Review of project documentation. - Interviews with ILO staff and key stakeholders. 	Examples of factors that 1) enabled and 2) hindered the achievement of Programme outcomes. Which 1) enablers and 2) factors hindering the achievement of Programme were perceived as the most important in comparison to others.
	What evidence for mutual reinforcement between components was found that supported achievements?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff and constituents. 	Examples of reinforcement between Programme components to achieve Outcomes. Examples of how reinforcement between Programme components was promoted during implementation. Extent to which interviewees perceive that different components of the Programme were able to support the achievement of Outcomes.
What progress was made regarding the cross-cutting concerns?	Did the programme contribute to increased participation of women in leadership positions within factories and worker or employer organizations?	<ul style="list-style-type: none"> -Programme documentation review. -Interviews with ILO staff, constituents and beneficiaries. -Survey. 	Extent to which the number of women in leadership positions has increased since the start of the Programme. Extent to which interviewees perceive that women have taken up an increased number of leadership roles in factories and worker or employers organisations. Extent to which interviewees are more willing to work with female managers. Share of respondents who are agree that they observed more women in leadership positions at the factory or organization level "to a great extent" .
	To what extent did the Programme contribute to less instances of GBVH and increase knowledge about the issue?	<ul style="list-style-type: none"> -Programme documentation review. - Interviews with constituents and stakeholders. 	Extent to which documentation shows that GBVH has decreased. Extent to which constituents perceive that GBVH has decreased and its understanding has improved.
	How effectively did the programme promote strong and independent social partners and facilitate constructive social dialogue at the enterprise, sectoral and national levels?	<ul style="list-style-type: none"> - Programme documentation review. -Interviews with ILO staff and constituents. 	Examples of social partners successfully engaging in social dialogue towards implementing policy changes or improvements in factories. Extent to which interviewees perceive that social dialogue has become more successful towards implementing policy changes or improvements in factories. Extent to which interviewees perceive that they are more capable of engaging in social dialogue. Share of respondents who agree "to a great extent" that as a result of the Programme they are now able to successfully engage in social dialogue.

	What progress was made regarding the adoption and implementation of ILS?	<ul style="list-style-type: none"> - Programme documentation. - Interviews with ILO staff and constituents. - Survey. 	<p>Examples of newly introduced ILS standards that are now being implemented.</p> <p>Extent to which interviewees perceive that the adoption and implementation of ILS standards have improved.</p> <p>Share of respondents who agree “to a great extent” that as a result of the Programme they see the value of ILS.</p>
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Table 12. Evaluation questions for Efficiency

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
How resource-efficient was the ONEILO SIRAYE Programme’s implementation?	To what extent did the programme strategically allocate its resources (financial, HR, time) and explore cost-saving measures?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Comparison of costs saved across Programme outcomes.</p> <p>Examples of cost saving measures explored and implemented.</p> <p>Extent to which strategic planning was able to identify needs and risks to allocate resources where they were most needed.</p>
	To what extent did the ONEILO approach create efficiency savings (financial, HR, time) compared to the implementation of separate programmes?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Extent to which interviewees perceive that ONEILO contributed to a more efficient use of resources than conducting multiple projects.</p> <p>Examples of saving financial, human and time resources enabled by implementing one Programme rather than multiple projects</p>
How efficient was ONEILO management and coordination?	To what extent did management arrangements support the efficient programme implementation across the components?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Extent to which management arrangements supported the timely and cost-efficient communication between different Programme components.</p> <p>Extent to which improvements were put in place to improve coordination between different Programme components.</p>
	To what extent were efficient mechanisms in place to coordinate with stakeholders?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Examples of mechanisms in place to communicate with stakeholders.</p> <p>Extent to which stakeholders were able to voice their needs to influence Programme implementation.</p>
	To what extent were efficient mechanisms in place to coordinate with other ILO departments?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Examples of coordination between different ILO departments.</p> <p>Extent to which coordination supported the achievement of Programme outcomes in a timely and cost-efficient manner.</p> <p>Extent to which coordination mechanisms were developed to better suit Programme needs during the implementation period, if needed.</p>
	Were efficient mechanisms in place to address problems or delays?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Examples of delay and issue mitigation mechanisms present.</p> <p>Extent to which delay, and issue mitigation mechanisms helped address encountered setbacks, if any in a timely and cost-efficient manner.</p> <p>Extent to which delay, and issue mitigation mechanisms were tailored in response to problems, if needed.</p>
	Did the programme facilitate lessons learned and exchange of good practices among components?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff. 	<p>Examples of knowledge exchange mechanisms between components.</p> <p>Examples of lessons learned and good practices in one component being applied in another components.</p> <p>Extent to which lessons learned and good practices were applied successfully between components.</p>
	To what extent did the Programme team develop and use monitoring frameworks for projects’ progress?	<ul style="list-style-type: none"> - Desk research on the M&E framework and its indicators. - Interviews with ILO staff. 	<p>Existence of budget lines and staff resources dedicated to M&E.</p> <p>Extent to which respondents perceive that sufficient resources were available for adequate M&E.</p> <p>Examples of how project monitoring was used for decision-making within the Programme.</p>
Was the ONEILO SIRAYE Programme’s monitoring efficient?	To what extent did country teams use SMART indicators to monitor project achievements?	<ul style="list-style-type: none"> - Desk research on the M&E framework and its indicators. 	<p>Extent to which the Programme’s indicators align with the SMART or RACER criteria for indicators.</p>
	To what extent were results of past monitoring and evaluation used to inform the ONEILO SIRAYE Programme?	<ul style="list-style-type: none"> - Desk research on the M&E framework and its indicators. - Interviews with ILO staff. 	<p>Extent to which the MTE informed Programme implementation.</p>

Table 13. Evaluation questions for Impact

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
What signs of impact are visible?	What signs of progress can be noted regarding workers' 1) well-being, 2) economic and 3) social development?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents, and other stakeholders. - Survey. 	<p>Examples of improvements in workers 1) physical/psychological wellbeing, 2) economic development and 3) social development.</p> <p>Extent to which interviews perceive that 1) well-being, 2) economic development, and 3) social development has taken place.</p> <p>Share of respondents who agree "to a great extent" that 1) well-being, 2) economic development, and 3) social development has taken place.</p>
	What signs of progress can be seen regarding the changes in policies and laws, aligned with ILS?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents, and other stakeholders. - Survey. 	<p>Examples of changes in policies, laws and alignment with ILS.</p> <p>Extent to which factories have become safer and more productive.</p> <p>Extent to which policies are being implemented to support the garment and textile sector.</p> <p>Extent to which laws are being enforced.</p> <p>Share of respondents who agree "to a great extent" that the Programme has contributed to 1) implementation of policies, 2) enforcement of laws, and 3) implementation of ILS.</p>
	What signs of overall improvements towards Decent Work and ILO CPOs can be seen?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents, and other stakeholders. 	<p>Examples of how 1) Decent Work and 2) ILO CPOs implementation has improved the well-being of factory workers.</p> <p>Extent to which interviewees perceive that 1) Decent Work and 2) ILO CPO implementation has improved working conditions in factories.</p>
What factors influenced the achievement of impact?	To what extent were factors present which 1) enabled and 2) hindered the impact of the Programme?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents, and other stakeholders. 	<p>Examples of factors that 1) enabled and 2) hindered the impact of the Programme.</p> <p>Extent to which 1) enablers and 2) factors hindering impact were perceived in terms of their importance.</p>
	To what extent is impact achieved or strengthened through the mutual reinforcement among components?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents. 	<p>Examples of component synergies reinforcing the impact of the Programme.</p> <p>Extent to which interviewees perceive that components through mutual reinforcement contributed to increased impact.</p> <p>Extent to which gaps, if any, were present which undermined synergies between components leading to reduced impact.</p>
Are there unintended impacts (including consideration of different segments of society)?	To what extent has the programme had unintended positive impacts on beneficiaries and stakeholders?	<ul style="list-style-type: none"> - Programme documentation review. - Interviews with ILO staff, constituents, and other stakeholders. 	<p>Examples of positive impacts not envisioned by the Programme's planning and design.</p> <p>Extent to which unintended positive impact are perceived to be most beneficial.</p> <p>Extent to which the unintended positive impacts could have been upscaled.</p>
	To what extent has the programme had unintended negative impacts on beneficiaries and stakeholders?	<ul style="list-style-type: none"> - Programme documentation. - Interviews with ILO staff, constituents, and other stakeholders. 	<p>Examples of negative impacts not envisioned by the Programme's planning and design.</p> <p>Extent to which unintended negative impacts are perceived to be most detrimental.</p> <p>Extent to which the unintended negative impacts could have been minimised.</p>

Table 14. Evaluation questions for Sustainability

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
To what extent are the project's outcomes likely to be durable and can be maintained or even scaled up and replicated?	To what extent do constituents perceive ownership and leadership regarding the achievements?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with constituents. - Survey. 	<p>Examples of factors contributing to ownership and leadership over results among constituents.</p> <p>Factors perceived as the most important in enabling ownership and leadership are perceived as the most important.</p> <p>Examples of factors undermining ownership and leadership over results among constituents.</p> <p>Factors perceived as the most undermining ownership and leadership over results among constituents.</p> <p>Examples of mitigating measures taken to address ownership and leadership gaps.</p> <p>Share of constituents who agree "to a great extent" that they have ownership and leadership over project achievements.</p>
	To what extent do constituents have the capacity and resources to maintain the results?	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff and constituents. - Survey. 	<p>Examples of factors enabling capacity and resources among constituents.</p> <p>Factors perceived as the most important in enabling constituent capacity and resources perceived as the most important.</p>

			<p>Examples of factors undermining capacity and resources among constituents.</p> <p>Factors perceived as the most important in undermining capacity and resources over results among constituents.</p> <p>Examples of mitigating measures taken to address constituent capacity and resource gaps.</p> <p>Share of constituents who agree "to a great extent" that they have the capacity and resources towards sustaining programme achievements.</p>
	<p>To what extent do factory-level stakeholders have the capacity, ownership and resources to maintain the results?</p>	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff, beneficiaries. - Survey. 	<p>Examples of factors contributing to capacity, ownership and resources towards results among factory-level stakeholders.</p> <p>Factors perceived as the most important in enabling factory-level stakeholder capacity, ownership and resources are perceived as the most important.</p> <p>Examples of factors undermining capacity, ownership and resources over results among factory-level stakeholders.</p> <p>Factors perceived as the most undermining capacity, ownership and resources over results among factory-level stakeholders.</p> <p>Examples of mitigating measures taken to address capacity, ownership and resources gaps.</p> <p>Share of factory-level stakeholders who agree "to a great extent" that they have capacity, ownership and resources over project achievements.</p>
<p>Does the current phase of the programme have a clear exit/transition strategy outlining how it will transition its activities and ensure the sustainability of its achievements?</p>	<p>To what extent does the programme have an exit strategy that is clear to all key stakeholders engaged in the programme?</p>	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Extent to which key stakeholders perceive that the exit strategy is clear.</p> <p>Extent to which key stakeholders were able to contribute to the exit strategy.</p>
	<p>To what extent does the exit strategy envision continued funding, technical assistance, or other forms of support to ensure activities can continue after the programme ends?</p>	<ul style="list-style-type: none"> - Programme documentation review. - Interview with ILO staff & key stakeholders. 	<p>Examples of support envisioned in the exit strategy.</p> <p>Forms of support which are perceived as the most important to ensure continuation after the Programme ends.</p> <p>Extent to which key stakeholders perceive that the envisioned support in the exit strategy is sufficient to support activities.</p>
<p>What are the major factors which will have or will influence the continuity of the programme's benefit?</p>	<p>To what extent do factors exist which enable the continuity of the Programme's benefits?</p>	<ul style="list-style-type: none"> - Programme documentation review and desk research. - Interviews with ILO staff, constituents, and stakeholders. 	<p>Examples of factors which will contribute to producing benefits of the Programme.</p> <p>Extent to which interviewees perceive that enablers exist towards sustaining benefits.</p> <p>Enablers which are perceived as the most important in promoting the benefits of the Programme.</p>
	<p>To what extent do factors exist which hinder the continuity of the Programme's benefits?</p>	<ul style="list-style-type: none"> - Programme documentation review and desk research. - Interviews with ILO staff, constituents, and stakeholders. 	<p>Examples of factors which will hinder the benefits of the Programme.</p> <p>Extent to which interviewees perceive that there are factors which can hinder the benefits of the Programme.</p> <p>Which hindering factors are the most urgent in undermining the benefits of the Programme.</p>

ANNEX 3. Achievement of indicators and targets

Table 15. Target and achievement table

	Indicator	Baseline	End of Programme targets	End of Programme achievements
Objective 1: By the end of 2023, a labour/enterprise system achieving sustainable and inclusive compliance with national labour law, guided by International Labour Standards, protects the workers' wellbeing in the target areas/sectors.				
	No. of production workers employed in factories benefitting from the program service and worker-employer dialogue.	0	58 000	61 538
	Average non-compliance rate on publicly reported issues.	N/a	7%	9,5%
	No. of regions covered by labour inspection information management system.	0	2	0
	Average non-compliance rate on gender-sensitive compliance questions.	N/a	4%	1.3%
Objective Outputs.				
1.1. Participatory, gender sensitive and effective mechanisms established for coordination and dialogue between private and public actors engaged in the garment and textile sector.	No. of social dialogue platforms established/existed.	0	2	2
	No. of annual labour conferences conducted at national level.	0	5	3
	No. of labour advisory board established/existed.	0	1	0
1.2. Labour inspectorates in the garment and textile sector have the technical capacity to develop and implement Strategic Compliance Plan that meet the agreed standards.	No. of evidence led strategic compliance plans developed.	0	1	1
	No. of strategic intervention implemented as part of the strategic compliance plan.	0	3	3
	No. of task team composed of relevant stakeholders engaged in planning, designing and implementation of the activities.	0	1	1
1.3. Labour inspectorates in the target areas/sector (has improved capacity) promote the participatory design and	No. of workflow (timeframe/ steps) of administrative enforcement procedure defined.	0	5	5

effective implementation (pilot implementation) of a labour inspection information and knowledge management systems.	No. of labour inspection information management systems designed.	0	1	1
1.4. Labour inspectorates of MOLSA and five regional BOLSAs have technical capacity and resources to do regular inspection and assure compliance of international/ national law and regulations.	No. of inspectors trained in each administrative region targeted by the programme.	0	162	150
	No. of inspection conducted by trained labour inspectorate.	0	500	424
1.5. A robust system for factory level assessments and remediation including public compliance reporting is established.	No. of active factories receiving Better Work services.	0	50	35
	No. of compliance Assessment reports completed in the reporting period.	0	151	156
	% of factories that are on track to demonstrate progress in implementing their learning plan.	0	65%	44.4%
1.6. Gender balanced worker-employer dialogue mechanism established and operationalized.	% of factories that have a gender balanced PICC, OSH Committee and other platforms proportional to ratio between female and male workers.	0	90%	95%
	% of factories that have improved grievance handling mechanisms in place.	N/a	95%	68%
1.7 Labour inspectorates carry out gender sensitive workplace inspection and advisory services.	No. of labour inspectors and labour inspectorate staff trained on gender sensitivity who involve in handling complaint.	0	50	28
	No. of labour inspection toolkit revised for gender.	0	1	0
1.8 Awareness raising conducted, and training provided for factories and stakeholders workers on gender equality.	No. of staff of different stakeholders reached through capacity building activities on gender equality.	0	1 215	1 539
	No. of training manuals developed/ adopted on gender.	0	2	6
	No. of awareness raising activities/ event.	0	2	11
Objective 2: By the end of 2023, the Ethiopian garment sector has increased its productivity through the establishment of responsible and sustainable workplace practices.				
	No. of SMEs benefiting from SCORE productivity training and consultation service.	0	110	175

	No. of SMEs reported increase in productivity.	0	100	82
	No. of institutions that embedded or improved BDS in their SME service portfolio.	0	5	15
	No. of factories that have put sound management systems in place for Human Resource Management and Occupational Health & Safety.	0	70%	71%
Objective Outputs.				
2.1. Garment and textile industry benefited from delivery of demand driven SCORE productivity training.	No. of factories use Standard Operating Procedures (SOP) due to productivity improvement training.	0	81	69
	No. of certified and expert SCORE trainers.	0	25	42
	No. of enterprise staff trained in workshops.	0	3 340	7 076
	Average satisfaction with productivity improvement training.	N/a	95%	90%
2.2. Workers and managers have workplace cooperation skills enhanced through Better Work trainings.	No. of supervisors trained disaggregated by gender.	0	1 005	1 448
	No. of workers trained on soft skills and related topics disaggregated by gender.	0	2 850	3 690
	No. of training sessions.	0	283	265
	No. of factories received BW trainings for management and workers.	0	55	56
2.3. Factories' mainstreamed gender-equality and diversity principles into their policies, procedures and practice.	% of female worker representatives in PICCs and OSH and other committees.	N/a	70%	61%
	% of female management representatives in PICCs and OSH Committee.	N/a	60%	33%
	% of Supervisors training participants that are women.	N/a	80%	56%
	No. of factories that have incorporated gender equality principles in internal company policies and practice.	N/a	40	37
2.4. Tripartite-plus partners capacity is strengthened for the promotion of MNE Declaration.	No. of constituents sensitised to the MNE Declaration, and its principles disaggregated by gender.	0	5	4
	No. of resource-persons trained disaggregated by gender.	0	60	60
2.5. Women in participating factories are trained to increase their career advancement opportunities.	No. of female workers trained to advance their career.	0	300	239
	No. of package of leadership and soft skill training materials.	0	2	2

Objective 3: By the end of 2023, the garment and textile industry benefit from improved and inclusive industrial relations and minimum wage policy.

	% of factories that have a collective bargaining agreement in place with rights & conditions of employment that are more favourable than existing laws and regulations.	59%	15%	12%
	% of factories with policies and procedures in place to address gender-based violence and discrimination at work.	N/a	95%	76%
	% of trade union members in programme supported garment and textile factories.	N/a	35%	16%
	No. of workers reached by legal aid centres/IP call centre/workers' centre.	N/a	400	605

Objective Outputs.

3.1. Workers' and employers' organisations effectively represent their memberships and have the capacity to engage in dialogue and negotiations that generate quality policy outcomes at all levels.	No. of target factories (Better Work and SCORE) that have a registered trade union presence.	0	33	53
	No. of IP, regional or sectoral level framework agreements/guidelines agreed.	0	2	1
	No. of target factories that have established grievance handling procedures that are in line with examination of Grievances Recommendation 130.	N/a	40	37
3.2. Evidence-based studies and research complement capacity building activities and support bipartite and tripartite dialogue at all levels.	No. of studies and research products produced that effectively complemented capacity building and contributed to reach quality policy outcomes at all levels.	0	3	5
	No. of evidence-based policy dialogue sessions conducted.	0	1	2
3.3. MOLSA/BOLSA, Labour Relations Boards, judiciary, zone authorities, and legal aid centres are aware about ILS and have the capacity to prevent and resolve labour disputes.	No. of trainings sessions delivered for key stakeholders on ILS and conciliation and mediation.	0	6	7
	No. industrial zones received capacity building interventions that focus on freedom of association and social dialogue.	0	2	4

	No. of legal aid and call centres supported by the programme.	0	2	2
3.4. The Government, in full consultation with social partners, table, discuss and adopt options for minimum wage setting mechanism covering the garment and textile sector – in line with ILO advice.	No. of tripartite consensus document on minimum wage fixing structure, procedures and criteria.	0	1	0
	No. of capacity building sessions on minimum wages with partners.	0	3	6
3.5. National stakeholders are guided in their efforts to establish gender responsive policies and practices.	No. of stakeholder training sessions on gender mainstreaming policies and practices.	N/a	4	9
	No. of gender assessment conducted.	0	1	2
3.6. Accessibility of compliant procedure improved for women workers.	No. of complaint procedures reviewed, and proposal submitted.	0	1	1
3.7. Capacity and systems of law enforcement units (under the police) enhanced handling gender-based discrimination and harassment cases including outside the factories.	No. of staffs of law enforcement organs trained.	0	100	143
Outcome 4: By the end of 2023, workers in targeted industries benefit from a sustainable prevention, protection and compensation system.				
	No. of targeted factories adopting and implementing sustainable prevention, protection and compensation systems.	0	30	36
Objective Outputs.				
4.1. Mechanisms for accurate recording and notification of occupational injuries and illnesses for effective delivery of EII are strengthened.	No. of factories registered with EII provider.	N/a	35	42
	No. of workplaces with improved recording and notification mechanism.	0	35	40
	No. of representatives of employers and workers and of EII professionals having received capacity building to enhance the recording and notification mechanisms.	0	85	156

4.2. Sound preventive and remedial health services to reduce the number and severity of claims are strengthened.	No. of assessments on social security agencies to enhance their EII system.	0	1	2
	No. of tripartite partners, social security agencies and other relevant stakeholders' experts trained on the disease list and disability assessment guidelines.	0	20	49
	No. of updated occupational disease list.	0	1	1
	No. of newly developed Disability assessment guidelines.	0	1	1
4.3. Intervention models based on drivers and constraints to OSH improvements are proposed to stakeholders and implemented.	No. of factories in which the assessment was carried out.	0	25	48
	No. of intervention models developed.	0	15	28
	No. of OSH directives revised.	0	1	1
4.4. Strategic plan developed to establish occupational safety and health institute.	No. of Strategic plan developed.	0	1	2
4.5. Partnerships built to provide women workers access to childcare and maternal health services.	No. of guideline developed to support childcare centre establishment.	0	1	N/a
	No. of study on the business case of establishing childcare centres.	0	1	1
	No. of experience sharing conducted with already functioning childcare centres (TCP): IPDC, Investors association, BOLSAs, MoWSA.	0	2	2

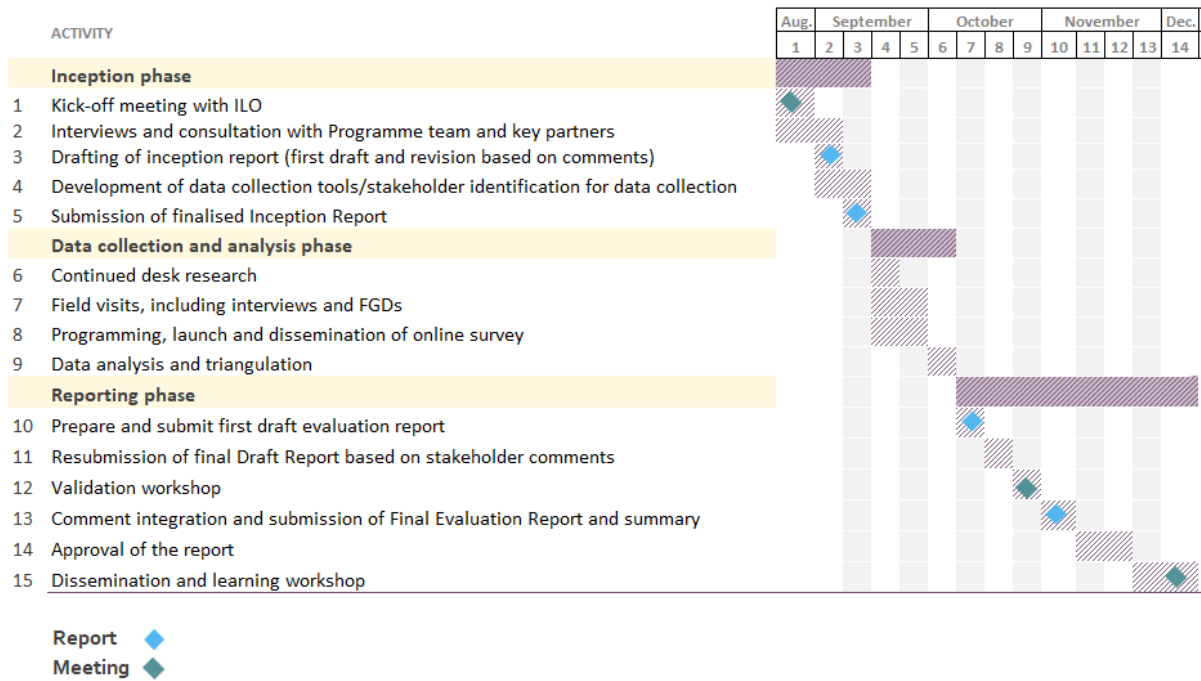
ANNEX 4. List of interviewees

ILO staff and trainers	
1.	Tigist Fisseha
2.	Eden Taddese
3.	Beredu Tessema Goskora
4.	Nuredin Hussien
5.	Melkamu Meseret Wakjira
6.	Weldemhret Aregay Fili
7.	Sophia Kifle Ayele
8.	Addisalem Ambaye Tadesse
9.	Adil Yassin
10.	Zeinu Seid
11.	ACTRAV, Kabu Mban
12.	Ex-CTA, Kidist Chala

Constituents, Implementing Partners, Donors	
1.	CETU Federal, Mr. Diribsa (Vice President) and Mr. (unmarked) (Advisor of CETU President)
2.	CETU Hawassa, Mr. Chane (Head of CETU Hawassa branch) and Ms. Hirut (CETU officer)
3.	MoLS, Ato Getachew (Labour Inspection and OSH Desk Head) and Mr. Berhe (Labour inspection)
4.	Ethiopian Investment Committee, Fikadu (Labour Market Analytics team director)
5.	Ethiopian Kaizen Institute, Bedasa Fanta (consultant)
6.	EWLA, Ms Lensa (Executive Director) and Ms. Heran (focal person)
7.	Hawassa University Legal Aid, Ato Yirgalem (Coordinator Hawassa University Legal Center)
8.	Hawassa University, Ato Behailu (Head of Law Department in Hawassa University)
9.	CETU including textiles federation, Ato Angesom (President of Ethiopian Textile and Garment Employees' Federation)
10.	Ministry of Industry, Eyerusalem (Director of Woman's affairs)
11.	Ministry of Women and Social Affairs, Dr. Zeihun (Advisor)
12.	WISE, Eyerusalem (leader of training Programme)
13.	Austrian Development Agency ,Isheba Tafari
14.	Swedish Embassy Programme Officer, Nicola Fackel

Managers	
1.	Addis Garment, Asrat
2.	AGRI-CEFT, Mulat and Yibeltal
3.	Ashton Apparel, Jayaprasada
4.	Blue Nile PP, Kifle, Tefera, and Taye
5.	Lucy Garment, Kebede
6.	Linde, Hailu, Bekena, Mergia
7.	Rosharana, Nigusse, Mlugeta
8.	Indochine apparel, Anoj
9.	Jay Jay Textiles, Bethelhem
10.	JP, Moa, Muluken
11.	OMEGA garment, Bethelhem
12.	Silver Spark, Krishna, Hamlet, Tomas

ANNEX 5. Schedule of the evaluation



ANNEX 6. Bibliography

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ANNEX 7. Data collection tools

The following questions will be asked to ILO staff at the **national and HQ levels**.

Introduction		
Could you briefly introduce yourself and since when you were involved with ONEILO SIRAYE? What was your role in the Programme?		
RELEVANCE AND STRATEGIC FIT		RESPONDENTS
1	What were the main challenges you observed that were faced by workers, especially women, and factory owners? Do you think the ONEILO approach was more suitable to address these issues than a traditional project-based approach?	National- and HQ-level ILO staff
2	What were the main challenges you observed that were faced by constituents and other stakeholders to support factories and their workers? Do you think the ONEILO approach was more suitable to address these issues than a traditional project-based approach?	National- and HQ-level ILO staff
3	Did the Programme design and planning stage consult beneficiaries and stakeholders to help adjust the Programme's and its components to stated needs? Did this occur only at the level of each component (e.g. Better Work) or also for the ONEILO design?	National-level ILO staff
4	Were there any unforeseen circumstances during the Programme's implementation? What steps were taken to ensure that the Programme continues responding to beneficiary and stakeholder needs? Did changes made in one component also require adjustments in the other components?	National-level ILO staff
COHERENCE		RESPONDENTS
1	How did you coordinate your work with the work under the other components of ONEILO? How does this coordination differ compared to your interactions with projects outside the ONEILO scope?	National-level ILO staff
2	Did you and your colleagues take any measures to ensure the complementarity and reinforcement between the different ONEILO components? Can you describe how that took place?	National- and HQ-level ILO staff
3	Do you think that cross-cutting efforts (ILS, gender equality and non-discrimination, social dialogue) were sufficiently integrated into the ONE ILO programme as whole? Were any efforts undertaken to reinforce their implementation if needed?	National- and HQ-level ILO staff
EFFECTIVENESS		RESPONDENTS
1	Have you seen any progress made towards improved compliance with national laws, ILS, that would protect the well-being of workers, including specific examples of such cases? Did all ONEILO components contribute to the achievements?	National-level ILO staff
2	Have you observed increased productivity within the garment sector? How is progress in this regard visible and what do you think enabled it? Did all ONEILO components contribute to the achievements?	National-level ILO staff
3	Have you seen any progress made towards improvements in industrial relations and minimum wage policy? What factors enabled progress in this regard? Did all ONEILO components contribute to the achievements?	National-level ILO staff
4	Are workers benefiting from better prevention, protection, and compensation systems and would you be able to highlight examples of what these systems look like? Why do you think this was possible to achieve? Did all ONEILO components contribute to the achievements?	National-level ILO staff
5	Have you noticed increased participation of women in leadership positions (in factories, TUs and EOs), social dialogue, improved ILS implementation? Would you like to highlight particular examples of how you are able to observe this?	National-level ILO staff

6	Were there any factors that supported or undermined the achievement of Programme objectives? Did these factors differ between components? Did challenges in one component affect the achievements of other components?	National- and HQ-level ILO staff
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EFFICIENCY		RESPONDENTS
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1	Do you think the ONEILO approach contributed to savings in terms of financial, HR, and time resources in comparison to implementing separate projects? Can you provide examples?	National- and HQ-level ILO staff
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2	To what extent were management arrangements capable of supporting coordination between Programme components, ILO offices and stakeholders, addressing implementation issues, and facilitating the flow of lessons learned? Did you receive necessary technical and managerial support from ILO HQ on how to coordinate the components?	National- and HQ-level ILO staff
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3	Were the monitoring and evaluation mechanisms able to sufficiently track the Programme's achievements and support Programme implementation, including progress across the different components?	National- and HQ-level ILO staff
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IMPACT		RESPONDENTS
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1	What improvements have you noticed in worker wellbeing, economic and social development?	National- and HQ-level ILO staff
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2	Have factories become safer and are able to comply with regulations after the activities implemented?	National- and HQ-level ILO staff
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3	Do you think the use of the ONEILO approach enhance the progress towards impact? How?	National- and HQ-level ILO staff
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4	Have you observed any unintended positive or negative impacts after the implementation of the Programme? Which ones and why do you think they occurred?	National- and HQ-level ILO staff
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Sustainability		RESPONDENTS
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1	To what extent do you think factory-level stakeholders and constituents can continue to sustain the achievements of the Programme? Do they have sufficient ownership, capacity and resources to do so? Does this differ by component? Has the ONEILO approach enhanced capacities and resources more than separate projects could? Why?	National level ILO staff
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2	Does the programme have an Exit strategy? Were stakeholders involved in its design? Do you think the key stakeholders sufficiently understand the Programme's exit strategy and if it envisions sufficient support to address any existing gaps?	National- and HQ-level ILO staff
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3	Which factors do you think will support or undermine the sustainability of the Programme? Are any of the components more vulnerable to challenges regarding sustainability? Are components able to reinforce each other's sustainability?	National- and HQ-level ILO staff
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The following interview templates were used to interview the **constituents of ILO**.

Before starting an interview with a constituent, make sure you introduce who you are and the organisation (PPMI) on behalf of which you are collecting data. It is important to highlight that you are not employed or in any other way affiliated with the ILO. You are here just to conduct an interview, which is anonymous, and the interviewees name will not be used anywhere in the report.

Before recording the interview make sure that the interviewee is informed about being recorded and make sure to get explicit permission from them to record the interview. Also remind them that at any point, if they so wish so, you can stop recording if the respondent feels uncomfortable. Highlight that what is said in the interview will be known only to the evaluation team based in the European Union, working on the evaluation and no interview notes will be shared with anyone else including the ILO.

Before asking the interviewee to introduce themselves, remind them of the what the ONEILO approach is and its different components. The respondents might have forgotten that they worked with the ILO, so a quick reminder could be useful to get them to remember what the Programme is and already get them thinking about the interview.

What is SIRAYE? The ONEILO SIRAYE approach is a unique approach to supporting change in Ethiopia related to improving compliance, productivity, industrial relations and OSH in the garment sector.

Introduction		
Could you briefly introduce yourself and since when you were involved with ONEILO SIRAYE? What was your role in the Programme?		
RELEVANCE AND STRATEGIC FIT		RESPONDENTS
1	What were the main challenges you observed that were faced by factories and their workers, especially women? Do you think using a ONEILO approach was more suitable than implementing an individual project-based approach to address these challenges?	Constituents
2	What were the main challenges that your organization/institution faced in supporting factories and workers? Do you think a ONEILO approach was more suitable than an individual project-based approach to address these challenges?	Constituents
3	Were you or your organization/institution consulted during ONEILO's design and planning stage to adjust the Programme and its individual components to suit your needs?	Constituents
4	Did your organization/institution experience any unforeseen circumstances during the Programme's implementation? Did the ILO take steps to ensure that the ONEILO and its components continued responding to your needs?	Constituents
COHERENCE		RESPONDENTS
1	Do you think the Programme paid enough attention to gender equality, non-discrimination, social dialogue, and ILS? Do you think ONEILO or its components needed to emphasize these concerns more?	Constituents
2	Was the ONEILO approach and the functioning of its components clear to you? Were the links between components sufficiently explained?	Constituents
3	Do the overall objectives of the programme align with your policies and priorities?	Ministries
EFFECTIVENESS		RESPONDENTS
1	Did the ONEILO components you were part of, contribute to progress towards improved compliance with national labour laws and ILS? How do you observe this? Would you say your organization/institution able to contribute to these changes and, if so, how?	Constituents
2	Did the ONEILO components you were part of, contribute towards increased productivity in the garment and textile sector? How do you observe this? Would you say your organization/institution able to contribute to these changes and, if so, how?	Constituents

3	Did the ONEILO components you were part of, contribute towards improvements in industrial relations and minimum wage policy? How do you observe this? Would you say your organization/institution able to contribute to these changes and, if so, how?	Constituents
4	Would you say that following ONEILO's implementation, garment and textile workers are working in safer and healthier environments? How do you observe this? Would you say your organization/institution able to contribute to these changes and, if so, how?	Constituents
5	Have you noticed increased participation of women in leadership positions (in factories, TUs and EOs), social dialogue, improved ILS implementation? Would you like to highlight examples of how you are able to observe this?	Constituents
6	To what extent would say harassment of employees and gender based violence has decreased? Is there a better understanding of what constitutes harassment and gender based violence against employees?	Constituents
7	Were there any activities or components you think were less effective? What factors hindered the achievement of progress?	Constituents

EFFICIENCY		RESPONDENTS
1	To what extent was ILO's communication with your organisation/institution sufficient to support your participation in ONEILO and its components? Were you updated about changes and was the information sufficient?	Constituents
2	To what extent did you receive sufficient technical support, knowledge products and resources to support the implementation of ONEILO and its components?	Constituents
3	Do you think there was sufficient coordination between the different components of ONEILO to help your organisation/institution achieve the desired outcomes?	Constituents

IMPACT		RESPONDENTS
1	Have you noticed improvements in worker wellbeing, economic and social development? Can you provide examples?	Constituents
2	What supporting factors or barriers towards achieving impact were present? Which ones do you think were the most important?	Constituents
3	Have you observed any unintended positive or negative impacts after the implementation of the Programme? Which ones and why do you think they occurred?	Constituents

Sustainability		RESPONDENTS
1	Do you think your organisation/institution can continue to work towards maintaining the achievements of the Programme? Do you have sufficient ownership, capacity and resources to do so? Has ILO enhanced your capacities and resources more than individual projects and why?	Constituents
2	Are you aware of the Programme's exit strategy? Do you think it provides your organisation/institution sufficient support to address any existing gaps?	Constituents
3	Which factors do you think will support or undermine your organisation's/institution's capacity to continue maintaining what has already been achieved? Do these factors differ between the components you participated in?	Constituents

The following interview template was used to interview **factory managers**.

Before starting an interview with a factory manager, make sure you introduce who you are and the organisation (PPMI) on behalf of which you are collecting data. It is important to highlight that you are not employed or in any other way affiliated with the ILO. You are here just to conduct an anonymous interview, and the interviewee's name will not be used anywhere in the report.

Before recording the interview, make sure that the interviewee is informed about being recorded and make sure to get explicit permission from them to record the interview. Also, remind them that at any point, if they so wish, you can stop recording if the respondent feels uncomfortable. Highlight that what is said in the interview will be known only to the evaluation team based in the European Union working on the evaluation. No interview notes will be shared with anyone else, including the ILO or their employees and employers.

Before asking the interviewee to introduce themselves, remind them of the what the ONEILO approach and its different components. Ask them which components they participated in. It might be the case that they don't know. In this case, ask them if they know about the ILO and if they participated in activities related to ONEILO's components (e.g., did you have training on worker safety, better working conditions, etc.). In some cases, it might be that they don't remember ILO; if this happens, proceed with asking about the types of activities they participated in.

What is Better Work? BW is an ILO programme focused on helping enterprises improve practices based on ILO labour standards and national labour laws. It does this with a strong emphasis on improving worker-management cooperation, working conditions and social dialogue.

What is SCORE? SCORE is an ILO pro-gramme that promotes productivity, competitiveness and decent work in emerging economies. In Ethiopia, SCORE will provide productivity trainings with a focus on improving resource (both human and material) productivity and efficiency of workers and key processes in the production system

Introduction	
Could you briefly introduce yourself and since when you were involved with ONEILO SIRAYE? What was your role in the Programme? (Make sure to ask which components they participated in. If they don't know, ask them if they can explain the activities.)	
RELEVANCE AND STRATEGIC FIT	RESPONDENTS
1	What were the main challenges you faced in the factory before working with ILO? Do you think the activities implemented in your factory helped address them?
	Factory managers
2	Before ILO provided support in your factory, did anyone ask you about what the main issues you encountered in terms of your working conditions, productivity, occupational health and safety, etc.?
	Factory managers
3	In recent years, did your factory face any new issues e.g., COVID-19 or others? Were you able to voice these new needs to ILO and did you see efforts to respond to them?
	Factory managers
COHERENCE	RESPONDENTS
1	Did the work with ILO you participate in teach you about how to treat all employees equally and to ensure their rights were respected? Particularly women and persons with disabilities?
	Factory managers

2	Did your work with ILO teach you how to be more environmentally friendly (e.g., saving water, reducing electricity usage)?	Factory managers
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EFFECTIVENESS		RESPONDENTS
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1	Based on what you learned working with ILO, were you able to make any improvements to working conditions in the factory you manage? What were these improvements?	Factory managers
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2	Based on what you learned working with ILO, do you feel that you learned more about how to improve productivity in your factory? What methods have you used to achieve that?	Factory managers
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3	Based on what you learned working with ILO, do you feel that you are more capable of mediating between the needs of your workers and the needs of your employer? What has enabled you to do so?	Factory managers
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4	Has your work with ILO expanded your knowledge about occupational health and safety? In which ways have you applied what you learned in practice?	Factory managers
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5	What types of activities have led to the biggest improvements in your professional life as manager?	Factory managers
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6	Have you observed more women working in management positions in your factory or the organisation which represents you? How do you feel about encouraging women to become managers?	Factory managers
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7	To what extent would say harassment of employees and gender-based violence has decreased? Is there a better understanding of what constitutes harassment and gender-based violence against employees?	Factory managers
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IMPACT		RESPONDENTS
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1	What impact has the project had on your health, your income and your life satisfaction?	Factory managers
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2	What other benefits did you experience while working with ILO?	Factory managers
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3	Were there any other factors which needed to be taken in account to ensure that your capacity to ensure safety, productivity and balancing between your workers and your employer's needs was improved?	Factory managers
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Sustainability		RESPONDENTS
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1	Do you think that you will continue applying what you learned in the Project you participated in? What factors do you think enable or prevent this?	Factory managers
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The following interview templates were used to interview international **brands and donors**.

Before starting an interview with a constituent, make sure you introduce who you are and the organisation (PPMI) on behalf of which you are collecting data. It is important to highlight that you are not employed or in any other way affiliated with the ILO. You are here just to conduct an anonymous interview, and the interviewee's name will not be used anywhere in the report.

Before recording the interview, make sure that the interviewee is informed about being recorded and make sure to get explicit permission from them to record the interview. Also, remind them that at any point, if they so wish, you can stop recording if the respondent feels uncomfortable. Highlight that what is said in the interview will be known only to the evaluation team based in the European Union working on the evaluation, and no interview notes will be shared with anyone else, including the ILO.

Introduction	
Could you briefly introduce yourself and since when you were involved with ONEILO SIRAYE? What was your role in the Programme?	

RELEVANCE AND STRATEGIC FIT		RESPONDENTS
1	Do you feel that your needs were taken into account during the planning, design and implementation of the Programme? Were these needs integrated across the different ONEILO components?	International brands, donors
2	Did your needs change as the Programme was being implemented? Did the Programme adjust to the changes in your needs? Were any ONEILO components more or less important than others?	International brands, donors

COHERENCE		RESPONDENTS
1	In your perspective, to what extent was the ONE ILO approach rather than individual projects aligned with your strategies in Ethiopia?	International brands, donors

EFFECTIVENESS		RESPONDENTS
1	Have you seen any progress made towards improved compliance with national laws, ILS? Would you say that some components of ONEILO were more or less important than others to achieving this? Do you have any particular examples?	International brands, donors
2	Have you observed increased productivity within the garment sector? Could you provide some examples? Would you say that some components of ONEILO were more or less important than others to achieving this? Do you have any examples?	International brands, donors
3	Have you seen any progress made towards improvements in industrial relations and minimum wage policy? Would you say that some components of ONEILO were more or less important than others to achieving this? Do any examples come to mind?	International brands, donors
4	Are workers benefiting from better prevention, protection, and compensation systems? Would you say that some components of ONEILO were more or less important than others to achieving this? Would you be able to highlight examples of what these systems look like?	International brands, donors
5	Have you noticed increased participation of women in leadership positions (in factories, TUs and EOs), social dialogue, improved ILS implementation? Would you say that some components of ONEILO were more or less important than others to achieving this? Would you like to highlight particular examples of what you have observed?	International brands, donors

EFFICIENCY		RESPONDENTS
1	Do you think that the financial, human and time resources of the Programme were used efficiently? Do you think that the ONEILO approach used was able to contribute to this? If so, how?	International brands, donors
2	Do you find that the information you received during the Programme's implementation was sufficient to keep you informed about the Programme's progress and the role its components played?	International brands, donors
3	From your perspective, do you think that the ILO was able to successfully ensure coordination and respond to roadblocks as they appeared?	International brands, donors

IMPACT		RESPONDENTS
1	What improvements have you noticed in worker wellbeing, economic and social development?	International brands, donors

Sustainability		RESPONDENTS
1	To what extent do you think factory-level stakeholders and constituents can continue to sustain the achievements of the Programme? Do you believe they have sufficient ownership, capacity and resources to do so?	International brands, donors
2	Do you feel that the established exit strategy is clear to you? Do you think there is sufficient funding and expertise available to ensure that achievements across components are consolidated?	International brands, donors
3	What factors you think can support or undermine the sustainability of the Programme and its components?	International brands, donors

The following template questionnaire was used **for FGDs with workers**.

Before starting the FGD with workers, make sure you introduce who you are and the organisation (PPMI) on behalf of which you are collecting data. It is important to highlight that you are not employed or in any other way affiliated with the ILO. You are here to conduct an anonymous interview, and the interviewee's name will not be used anywhere in the report.

Before recording the interview, make sure that those present in the room are informed about being recorded and make sure to get explicit permission from them to record the interview. Also, remind them that at any point, if they so wish, you can stop recording if any of the respondents feel uncomfortable. Highlight that what is said in the interview will be known only to the evaluation team, and no interview notes will be shared with anyone else, including their managers or the ILO.

Before asking the interviewee to introduce themselves, remind them of the what the Better Work and SCORE projects are and their different components. The respondents might have forgotten about benefiting from ILO trainings.

What is Better Work? BW is an ILO programme focused on helping enterprises improve practices based on ILO labour standards and national labour laws. It does this with a strong emphasis on improving worker-management cooperation, working conditions and social dialogue.

What is SCORE? SCORE is an ILO pro-gramme that promotes productivity, competitiveness and decent work in emerging economies. In Ethiopia, SCORE will provide productivity trainings with a focus on improving resource (both human and material) productivity and efficiency of workers and key processes in the production system

During the interview make sure to monitor all respondents, establish a rapport through eye-contact and encouraging them to speak no matter their background. Make sure to keep the language simple so that those involved all understand the topic of the discussion and feel comfortable answering the questions.

The following questions designed by the evaluation team and implemented by the national team will be asked to the factory workers of different backgrounds to assess the impact the Programme has had on different aspects of their professional lives.

- How long have you worked at this factory? How did you experience the working conditions? Was your manager responsive to your needs? Did you feel safe working at the factory?
- Did you know a Programme implemented by the ILO was implemented in your factory that sought to improve worker wellbeing, representation, protection, and skills? Did you participate in any activities that sought to improve these aspects of your professional life?
- If you participated in these activities, would you happen to remember under which project they were (Better Work, SCORE)? Have you heard of these names?
- Were these activities aligned with the needs that you had? Did you encounter any other difficulties which you wish you could have brought up?
- *(For factories where both SCORE and Better Work activities took place)* Was it helpful to have different types of support, both to help productivity and to improve working conditions? How did benefitting from both trainings help you as employee?
- Have you noticed any improvements in safety conditions in the factory? For example, have you started receiving training before carrying dangerous tasks, did you get protective equipment if you had to handle hazardous chemicals? Do you know what to do if you don't get these supplies to ensure you are protected?
- Have you been able to bring up issues that you have encountered in the factory to a representative? Do you know how to voice concerns if you had them?
- In recent years, has your compensation improved? Why do you think this was the case?
- Do you feel that you have gained skills that helped you improve your skill at work or made you more productive?
- Will you keep applying the skills you learned during the Programme? Do you think your factory's leadership will continue to implement the good practices that were implemented during the Programme?
- Have you observed more female managers? Would you encourage your female colleague to become a manager?
- Have you learned how to identify cases of harassment? Do you think this has led to less instances of harassment at work? Has this affected how the management acts towards the employees, e.g., yelling less or doing other practices that are not tolerable at work?
- Is there anything else you would like to mention?

Survey

The following template, which was also translated into Amharic was used for conducting surveys factory managers and factory owners.

Dear X,

I am X and I represent PPMI, a research institute based in Vilnius, Lithuania. ILO requested us to evaluate the ONEILO SIRAYE programme which sought to improve working conditions and improve productivity in factories in Ethiopia. We learned from the ILO that you participated in Better Work and/or SCORE, which were part of this Programme.

To conduct a thorough evaluation, we would like you to share your input of your experience with the trainings and consultations provided by Better Work and SCORE, by completing the following survey. It will not take longer than 10-15 minutes to complete and would be a great help for us!

Please access the survey here:

The survey responses are completely anonymous and will not be shared with the ILO or anyone else outside of the evaluation team. For further information on how your data from this survey is processed, please refer to PPMI's data privacy policy [here](#). If you have any questions about the evaluation or the anonymity of the survey, please contact loes@ppmi.lt

Thank you in advance for your support!

Best wishes,

ው.ድ.ጸ

እኔ X ነኝ እና PPMIን እወክላለሁ፣ በቪልኒየስ፣ ሊቱዌኒያ የሚገኘውን የምርመራ ተቋም። ILO የስራ ሁኔታን ለማሻሻል እና በኢትዮጵያ የፋብሪካዎች ምርታማነትን ለማሻሻል የሚፈልገውን የአንድዮሎ ሲራይን ፕሮግራም እንደንገመገም ጠይቆናል። እርስዎ የዚህ ፕሮግራም አካል በሆኑት በተሻለ ስራ እና/ወይም SCORE ላይ እንደተሳተፉ ከ ILO ተምረናል።

ጥልቅ ግምገማ ለማካሄድ፣ በ Better Work እና SCORE በሚሰጧቸው ስልጠናዎች እና ምክክሮች የተሞከረዎትን አስተያየት የሚከተለውን ዳሰሳ በማጠናቀቅ እንዲያካፍሉ እንፈልጋለን። ለማጠናቀቅ ከ 10-15 ደቂቃዎች በላይ አይፈጅም እና ለእኛ ትልቅ ረዳት ይሆናል!

እባክዎ የዳሰሳ ጥናቱን እዚህ ያግኙ፡

የዳሰሳ ጥናቱ ምላሾች ሙሉ በሙሉ ስም-አልባ ናቸው እና ለ ILO ወይም ከግምገማ ቡድኑ ውጪ ለሌላ ሰው አይጋራም። ከዚህ ዳሰሳ የተገኘ መረጃህ እንዴት እንደሚካሄድ ለበለጠ መረጃ፣ እባክህ የ PPMIን ውሂብ ግላዊነት ፖሊሲ እዚህ ተመልከት። ስለ ግምገማው ወይም የዳሰሳ ጥናቱ ስም-አልባ ማንኛቸውም ጥያቄዎች ካሉዎት፣ እባክዎን loes@ppmi.lt ያግኙ።

ለድጋፍዎ በቅድሚያ እናመሰግናለን!

መልካም ምሽቶች ፣

Introductory questions/ የመግቢያ ጥያቄዎች:-:

1. What is your position? [Factory Owner/Factory manager/Both] / (የጸረስዎ አቋም ምንድን ነው)?
[የፋብሪካው ባለቤት/የፋብሪካ ሥራ አስኪያጅ]
2. What is your gender? [Female/Male/Other/Prefer not to say] / ፆታህ ምንድን ነው?
[ሴት/ወንድ/ሌላ/መናገር አልፏልግም]
3. In which of the two projects did you participate (or both)? / [Better Work/SCORE/I don't know]
ከሁለቱ ፕሮጀክቶች ውስጥ በየትኛው (ወይንም ሁለቱንም) ተሳትፏል? [Better Work/SCORE/አላውቅም]

Relevance / (አግባብነት)

- 4. To what extent do you agree or disagree with the following statements about your factory BEFORE you received support from ILO? / (ከILO ድጋፍ ከማግኘትዎ በፊት ስለ ፋብሪካዎ በሚከተሉት መግለጫዎች ምን ያህል ይስማማሉ ወይም አይስማሙም)?**

Question	Question in Amharic	Strongly Agree / በጣም ተስማማ	Agree / ተስማማ	Neither agree nor disagree / አልስማማም አልስማማምም	Disagree / አልስማማም	Strongly disagree / በጣም አልስማማም	I don't know / አላውቅም
I was aware of my factory's responsibilities for health and safety	ለጤና እና ለደህንነት የፋብሪካዬን ሀላፊነቶች አውቄ ነበር።						
I was aware of the rights of my workers to establish worker's committees	ሰራተኞቼ የሰራተኛ ኮሚቴዎችን የማቋቋም መብት እንዳላቸው አውቄ ነበር።						
I was aware of the rights of my workers to join a trade union	የሰራተኞቼን የሰራተኛ ማህበር የመቀላቀል መብታቸውን አውቄ ነበር።						
I was aware of the specific needs of female workers in my factory	በፋብሪካዬ ውስጥ የሴት ሠራተኞችን ልዩ ፍላጎት አውቄ ነበር።						
I was aware of the legal minimum wage	ህጋዊ የሆነውን ዝቅተኛ የደመወዝ ክፍያ አውቄ ነበር።						
I was aware of practices to be more environmentally sustainable (e.g. waste reduction, energy saving)	የበለጠ ለአካባቢ ጥበቃ ዘላቂነት ያላቸውን ልምዶች አውቄ ነበር (ለምሳሌ ቆሻሻን መቀነስ፣ ሃይል ቆጣቢ)						
I had ideas how to make the factory more productive	ፋብሪካውን የበለጠ ውጤታማ ለማድረግ እንዴት እንደሚቻል ሀሳቦች ነበሩኝ						

I already knew about the benefits of increased well-being of workers on my factory's productivity	በፋብሪካዬ ምርታማነት ላይ የሰራተኞች ደህንነት መጨመር ስለሚያስገኘው ጥቅም አስቀድሜ አውቄ ነበር።						
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5. Have you participated in any other trainings or support programmes related to workers' wellbeing and productivity, not provided by ILO? / ከሰራተኞች ደህንነት እና ምርታማነት ጋር በተያያዙ ስልጠናዎች ወይም የድጋፍ ፕሮግራሞች ላይ ተሳትፏል? በ ILO ያልተሰጡ?

- Yes, and the training/support covered the same topics / አዎ፣ እና ስልጠናው/ድጋፉ ተመሳሳይ ርዕሶችን አካቷል።
- Yes, but the training/support covered different topics / አዎ፣ ግን ስልጠናው/ድጋፉ የተለያዩ ርዕሶችን አካቷል።
- No, I did not receive any other training/support / የለም፣ ሌላ ምንም ዓይነት ስልጠና/ድጋፍ አላገኘሁም።

6. To what extent do you agree or disagree with the following statements on the training/consultations you received from ILO? The project's training/consultations... / (ከ ILO በተቀበሉት ስልጠና/ምክክር ላይ በሚከተሉት መግለጫዎች ምን ያህል ይስማማሉ ወይም አይስማሙም? የፕሮጀክቱ ስልጠና/ምክክር...

Question	Question in Amharic	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	I don't know
... were easy to follow	...ለመከተል ቀላል ነበሩ።						
... were interesting	... አስደሳች ነበሩ።						
... were relevant for my work	... ለስራዬ ጠቃሚ ነበሩ።						
... focused on the most important issues for me	... ለእኔ በጣም አስፈላጊ በሆኑ ጉዳዮች ላይ አተኮርኩ።						
... addressed gender-specific topics	... በፆታ-ተኮር ርዕሰ ጉዳዮች ላይ ተወያይቷል።						
... included topics on environmental sustainability	... ስለ አካባቢ ዘላቂነት ያሉ ርዕሶችን አካቷል።						
... were overall satisfactory for me	... በአጠቃላይ ለእኔ አጥጋቢ ነበሩ።						

7. To what extent do you agree or disagree with the following statements about yourself, after the training/consultation? / (ከስልጠናው/ምክክር በኋላ ስለራስዎ በሚሰጡት መግለጫዎች ምን ያህል ይስማማሉ ወይም አይስማሙም?)

Question	Question in Amharic	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	I don't know
I got new knowledge about the national laws on minimum working conditions (e.g. minimum	በአነስተኛ የሥራ ሁኔታዎች (ለምሳሌ ዝቅተኛ ደመወዝ፣ የሥራ ሰዓት፣ በዓላት) ስለ ብሔራዊ ሕጎች አዲስ እውቀት አግኝቻለሁ።						

wage, working hours, holidays)							
I got new knowledge about the national laws on occupational health and safety requirements	ስለ ሙያዊ ጤና እና ደህንነት መስፈርቶች ስለ ብሔራዊ ህጎች አዲስ እውቀት አግኝቻለሁ						
I got new knowledge about the national laws on workers' rights to join trade unions / committees	የሠራተኛ ማኅበራትን/ኮሚቴዎችን የመቀላቀል መብትን በተመለከተ ስለ ብሔራዊ ህጎች አዲስ እውቀት አግኝቻለሁ						
I got new skills on how to better communicate with my workers	ከሰራተኞች ጋር እንዴት በተሻለ ሁኔታ መግባባት እንደምችል አዳዲስ ክህሎቶችን አግኝቻለሁ						
I got new skills on how to better organise discussions between workers and management	በሠራተኞች እና በአስተዳደር መካከል ውይይቶችን እንዴት በተሻለ መንገድ ማደራጀት እንደምችል አዳዲስ ክህሎቶችን አግኝቻለሁ						
I got new ideas on how to improve productivity of the factory	የፋብሪካውን ምርታማነት እንዴት ማሻሻል እንዳለብኝ አዳዲስ ሀሳቦችን አግኝቻለሁ						

8. To what extent do you agree or disagree with the following statements about you and your factory's actions since the training/consultations? / (ስለ እርስዎ እና ስለ ፋብሪካዎ ተግባራት ከስልጠናው/ ምክክሮች ጀምሮ በሚከተሉት መግለጫዎች ምን ያህል ይስማማሉ ወይም አይስማሙም?)

Question	Question in Amharic	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	I don't know
My company implemented new approaches to ensure health and safety at work, to align with national laws	ኩባንያዬ በሥራ ላይ ጤናን እና ደህንነትን ለማረጋገጥ ከብሔራዊ ህጎች ጋር ለማጣጣም አዳዲስ አቀራረቦችን ተግባራዊ አድርጓል						
My company changed its working conditions to align with national laws	ድርጅቴ የስራ ሁኔታውን ከሀገራዊ ህጎች ጋር ለማስማማት ለውጧል						
My company provided more space for workers to form committees	ኩባንያዬ ለሠራተኞች ኮሚቴ ለማቋቋም ተጨማሪ ቦታ ሰጥቷል						
My company provided more space for workers to join trade unions	የእኔ ኩባንያ ሠራተኞች ወደ ንግድ ማኅበራት እንዲቀላቀሉ ተጨማሪ ቦታ ሰጥቷል						
My company introduced (more) frequent dialogue between	የእኔ ኩባንያ በአስተዳደር እና በሠራተኞች መካከል (የበለጠ) ተደጋጋሚ ውይይት አስተዋውቋል						

management and workers							
My company implemented new measures to improve productivity	ኩባንያዬ ምርታማነትን ለማሻሻል አዳዲስ እርምጃዎችን ተግባራዊ አድርጓል						
My company implemented new measures to improve efficiency	ኩባንያዬ ውጤታማነትን ለማሻሻል አዳዲስ እርምጃዎችን ተግባራዊ አድርጓል						

9. To what extent do you agree or disagree with the following statements on the impact of the project on your factory? / (ፕሮጀክቱ በፋብሪካዎ ላይ ስላለው ተጽእኖ በሚከተሉት መግለጫዎች ምን ያህል ይስማማሉ ወይም አይስማሙም?)

Question	Question in Amharic	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	I don't know
The factory has become safer as a place of work	ፋብሪካው እንደ የሥራ ቦታ አስተማማኝ ሆኗል						
My workers are less often sick as a result of their work	ሰራተኞቼ በስራቸው የተነሳ ብዙ ጊዜ ይታመማሉ						
The factory has increased its competitiveness	ፋብሪካው ተወዳዳሪነቱን ጨምሯል።						
My workers are more efficient in their work	ሰራተኞቼ በስራቸው የበለጠ ቀልጣፋ ናቸው።						
More female workers are able to grow to leadership positions	ብዙ ሴት ሠራተኞች ወደ አመራር ቦታ ማደግ ይችላሉ።						
I feel that my workers are more satisfied with their working conditions	ሰራተኞቼ በስራ ሁኔታቸው የበለጠ እንደሚረኩ ይሰማኛል።						
My factory increased its compliance with national laws.	የእኔ ፋብሪካ ከብሔራዊ ህጎች ጋር መጣጣሙን ጨምሯል።						

ANNEX 8. Lessons learned

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

LESSON LEARNED ELEMENT	Policy development takes a long time, and programming should include sufficient time buffers for activities aiming to achieve policy change.
Brief description of lessons learned (link to specific action or task)	Ethiopia has witnessed many difficulties during the Programme's implementation including governmental restructuring and turnover of government officials. As these difficulties are likely to reoccur, the Programme needs to take this into account and ensure that efforts involving policy change take the need for more time into account.
Context and any related preconditions	<p>The Programme had a holistic approach to respond to the issues encountered in the garment and textile sector which was prioritised by the government. However, during the implementation the country saw conflict, COVID-19, delisting from AGOA leading to a loss of privileged access to the important US market, while also dealing with restructuring of ministries and turnover of key government officials, which affected institutional memory.</p> <p>As a result, this means that the Programme design should have taken into account how this would influence the priorities of the government and adjusted the implementation timelines to factor in the multiple emerging priorities of the government.</p>
Targeted users / Beneficiaries	Government and ministry officials involve in the design and implementation of policy.
Challenges /negative lessons - Causal factors	Multiple emerging priorities and government turnover means that additional time will be needed for government officials to support the implementation of policy changes.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	The Programme implementation should have taken into account how emerging issues would influence government priorities and adjusted its timeline accordingly.

LESSON LEARNED ELEMENT	Pooled funding can only enhance efficiency if the ILO system actually aligns with the donor requirements and if donors are sufficiently flexible.
Brief description of lessons learned (link to specific action or task)	The Programme had a pooled funding mechanism. However, the efficiency of the pooled funding mechanism was limited due to Programme staff needing to look at each budget line to inform the donors of how their money was spent.
Context and any related preconditions	Usually, a pooled fund would not allow for tracking of individual funding streams as all funding is brought together and used for the programme as a whole. However, many donors still require

	information on how their funding was spent (for their own reporting). Therefore, the ILO could not truly utilise the funding as pooled fund.
Targeted users / Beneficiaries	Donors
Challenges /negative lessons - Causal factors	Lack of efficiency and holistic M&E and reporting, as requirements for different donors need to be taken into consideration
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	The design of the pooled fund was not efficient as it still required the identification of specific funding streams and reporting to donors.

LESSON LEARNED ELEMENT	The promotion of unionisation may in parallel cause a decreased interest of factory managers in allowing unionisation.
Brief description of lessons learned (link to specific action or task)	The Programme worked to empower trade unions which were not present previously in industrial parks. Moreover, worker representation typically stemmed from management appointed workers representatives. During the Programme's implementation the representation of workers through trade unions saw a notable increase. As a result, this led to some factory managers being increasingly less approving of unions.
Context and any related preconditions	While unionisation has clear benefits to factories the presence of trade unions, especially IPs, was overwhelmingly limited in Ethiopia. Therefore, some factory managers might have had limited understanding of how unions work and their role in representing the interests of workers towards more conducive factory relations. Therefore, as workers unionised more, employers might have seen that as a challenge to factory management rather than an opportunity to develop the factory.
Targeted users / Beneficiaries	Factory managers
Challenges /negative lessons - Causal factors	Some factory managers lack information about the principle aims of unions and the potential benefits unions can have to improved workers productivity and engagement in their work.
Success / Positive Issues - Causal factors	N/A

ILO Administrative Issues (staff, resources, design, implementation)	To respond to the managers concerns the ILO should emphasize the benefits that unions can have for conducive factory relations and the potential benefits for factory productivity.
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LESSON LEARNED ELEMENT	The turnover of employees can undermine the progress towards generating change at the factory level.
Brief description of lessons learned (link to specific action or task)	Factory managers noted that due to the turnover faced in the garment and textile sector, the gains achieved under the Programme tend to dissipate when the workers leave. This presents an issue for sustainability of factory level results.
Context and any related preconditions	The garment and textile factories in Ethiopia face difficulties in employee retention due to low wages and difficult working conditions. Therefore, having gained new skills or looking for better employment opportunities factory workers switch employers.
Targeted users / Beneficiaries	Factory workers
Challenges /negative lessons - Causal factors	High factory employee turnover leads to the loss of knowledge gained during the implementation of the Programme.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	To respond to factory turnover, the Programme team needs to ensure more mainstreamed engagement at factory level of training activities.

ANNEX 9. Good practices

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

GOOD PRACTICE ELEMENT	ToT and the creation of online trainings can reduce the workload of ILO staff.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The Programme's implementation involved online trainings during COVID-19 to reduce the travel of the Programme team. Moreover, the Programme also provided ToT so that stakeholders could train other employees, without the presence of ILO staff. This helped save time and reduce the workload of ILO staff.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Some types of training might require at least the initial in-person presence of ILO staff. In some case, the turnover of employees might lead to the need of ILO training staff to return.
Establish a clear cause-effect relationship	By the reduced need to be physically present or having to conduct less training activities, the ILO staff responsible for this would see a reduction in workload due to decreased travel times and/or need to participate in training activities. This means that their workloads could be better balanced reducing stress or made to suit emerging needs.
Indicate measurable impact and targeted beneficiaries	ILO staff – improved efficiency of HR.
Potential for replication and by whom	Programme team and other country teams implementing projects that align with the Programme components where relevant.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A

GOOD PRACTICE ELEMENT	Factory -> Regional -> National knowledge sharing is crucial to bring evidence to the policy level.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Lessons brought up from the factory/sectoral levels to the national/regional levels can help facilitate positive change and bring around needed reforms inside the country and across the wider region.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Various challenges to policy implementation can exist in factory level, without the knowledge of policy-makers. By introducing feedback mechanisms from factory to policy, the policies and laws can be improved.
Establish a clear cause-effect relationship	An example was found in factories demonstrating misalignment between existing policies. Without identified this at factory level and discussing it on a regional platform, it would not have been brought to the attention of the relevant ministries.
Indicate measurable impact and targeted beneficiaries	Improvement of policy-making as well as improved implementation if the national-level progress is discussed in regional formats and brought to the factories.
Potential for replication and by whom	Other countries and projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A

GOOD PRACTICE ELEMENT	Regular programme meetings ensure that good practices and lessons learned from specific factories or stakeholders can be brought to the attention of the whole team.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The Programme team had regular and ad-hoc information exchange sessions which helped keep staff updated and tailor envisioned interventions at factory level.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In case of a multi-component project, with diverse staff with different specialisations and activities, the regular meetings facilitate the exchange of lessons learned and good practices, allowing components to learn from each other, build on each other's work, find synergies and truly benefit from the expertise of the ONEILO programme as a whole.
Establish a clear cause-effect relationship	Due to the implementation of weekly meetings, more information and expertise was exchanged
Indicate measurable impact and targeted beneficiaries	Programme staff
Potential for replication and by whom	Other ILO programmes and projects, especially with multiple components.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A

GOOD PRACTICE ELEMENT	The Programme's well-developed M&E mechanism enabled the holistic tracking of the implementation and its impact.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ONEILO SIRAYE relied on mechanisms typically implemented by the ILO to track a programme's progress such as annual technical reports, a mid-term and final evaluation. However, it also implemented a baseline and endline impact report to measure the Programme's capacity to enact change and relied on adaptive management and regular data collection to have the latest data about the progress towards indicators.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Programme benefited from the M&E mechanism being outlined in the ProDoc and a sufficient dedicated budget. The M&E framework was supported by extensive baseline and endline surveys and research studies.
Establish a clear cause-effect relationship	Outlining a clear M&E mechanism and the ways in which data is provided allows for holistic data collection.
Indicate measurable impact and targeted beneficiaries	Programme staff
Potential for replication and by whom	Other ILO programmes and projects, especially with multiple components.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A