



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

QUICK FACTS

Countries: Ethiopia.

Evaluation date: 05 December 2024

Evaluation type: Clustered

Evaluation timing: Final

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

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

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DC Symbol: ETH/17/01/MUL

Donor(s) & 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

Key Words:

BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

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

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.

Present situation of the project

Currently, the programme is ending (December 2024) but the programme team is developing a proposal for a next Phase.

Purpose, scope and clients 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. It covers all component and activities during the programme lifetime (January 2019 to November 2024). Evaluation clients include ILO, constituents and donors primarily, as well as implementing partners and other stakeholders.

Methodology of evaluation

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

1. **Desk research**
2. **Interviews**
3. **FGDs**
4. **A stakeholder workshop**

MAIN FINDINGS & CONCLUSIONS

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.

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. 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 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. However, coherence between the log frame and ToC was limited.

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 Programme greatly aligned with ILO’s strategic priorities in Ethiopia (DWCP) and its 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.

Effectiveness: The Programme contributed to improvements at the factory, sectoral, and national levels of intervention. At the factory level,



it improved freedom of association, OSH, gender, and productivity. At the sectoral level, it improved grievance redressal, gender equality 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.

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 combined multiple streams of donor funding under the ONEILO model, enabling efficient use of resources. The ONEILO approach to management further reinforced the efficiency of the Programme's implementation. The Programme's M&E was able to collect extensive and verifiable evidence. However, the Programme tended to focus on quantity, and these quantitative indicators sometimes lacked qualitative indicators to verify the extent to which something improved.

Impact: Factory workers highlighted that their wellbeing in terms of income, compensation, safety, rights, equality, voice and representation has improved. Factory managers and owners note that there has been a growth in productivity and competitiveness within the garment sector.

However, 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, such as mentality shifts regarding safety and stakeholder 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.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main 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.

Recommendations:

1. Ensure that the ONEILO approach continues to be implemented during the second phase of implementation.
2. Align the ToC and the log frame to avoid the use of different measurement systems and outcomes.
3. Develop new, and enhance existing, business planning trainings and guidance for sustainability at factory level.
4. Continue advocacy efforts and provide support to government institutions and other relevant stakeholders to approve national level policies.
5. Integrate labour source and host communities in programme design and implementation to ensure that the needs of female beneficiaries are holistically addressed.
6. Maintain and strengthen advocacy and awareness raising among factory management on the benefits of trade unions.
7. Introduce a Programme steering committee to help guide the implementation of the Programme.
8. Standardise the layout of the annual reports to make them more legible and easier to compare.



	<p>9. Ensure that training activities are more mainstreamed at the factory level.</p>
<p>Main lessons learned and good practices</p>	<p>Lessons learned:</p> <ol style="list-style-type: none"> 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. <p>Good practices:</p> <ol style="list-style-type: none"> 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.