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Advancing Decent Work and Inclusive Industrialisation in Ethiopia – ONEILO SIRAYE

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- Outcome 4: Promoting sustainable enterprises
- Outcome 7: Promoting safe work and workplace compliance including in global supply chains

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

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List of Acronyms

ACTEMP:	Bureau for Employers Activities
ACTRAV:	Bureau for Workers Activities
AGOA:	African Growth and Opportunity Act
BW:	Better Work
BoLSA:	Bureau of Labour and Social Affairs
CEEF:	Confederation Ethiopian Employers Federation
CETU:	Confederation of Ethiopian Trade Unions
CTA:	Chief Technical Advisor
DIFD:	Department of International Development
DWCP:	Decent Work Country Programme
EEF:	Ethiopian Employers Federation
EIC:	Ethiopian Investment Commission
EIEC:	Ethiopian Industry Employers' Confederation
EII:	Employment Injury Insurance
FCDO:	Foreign and Commonwealth Development Office
FGD:	Focus Group Discussion
GTPII:	Growth and Transformation Plan Two
ILO:	International Labour Organization
IPDC:	Industrial Parks Development Corporation
INWORK:	Inclusive Labour Market, Labour Relations, and Working Conditions Branch
IPTT:	Indicator Performance Tracking Table
JCC:	Jobs Creation Commission
KII:	Key Informant Interview
LABADMIN/OSH:	Labour Inspection, Labour Administration and Occupational Safety and Health Branch
M&E:	Monitoring and evaluation
MNE:	Multinational Enterprises (Declaration)
MoLSA:	Ministry of Labour and Social Affairs
MoTI:	Ministry of Trade and Industry
MULTI:	Multinational Enterprises and Enterprise Engagement Unit
OPD:	Organization of Persons with Disabilities
OSH:	Occupational Safety and Health
P&B:	Programme and Budget
PICC:	Productivity Improvement Consultative Committee

POESSA:	Private Organizations Employees Social Security Agency
PPE:	Personal Protection Equipment
PRODOC:	Project Document (proposal document)
PSSSA:	Public Servants Social Security Agency
SCORE:	Sustaining Competitive and Responsible Enterprises
SDG:	Sustainable Development Goals
SIWI:	Stockholm International Water Institute
TVET:	Technical and Vocational Education and Training
TWG:	Technical Working Group
UN:	United Nations
USDOL:	United States Department of Labor
UNSDCF:	United Nations Sustainable Development Cooperation Framework
VZF:	Vision Zero Fund

Executive Summary

Background and Context

This document reports on the findings of an independent mid-term cluster evaluation of the International Labour Organization's (ILO) "Advancing Decent Work and Inclusive Industrialisation in Ethiopia" programme, also known as the ONEILO Siraye programme, which is being implemented from January 1st 2019 until December 31st 2023. The evaluation was conducted between July and December 2021 by an International Team Leader and a National Consultant.

ONEILO Siraye is a coordinated programme of different ILO components (i.e. departments, programmes, etc.) and intervention modalities which aims to advance decent work and industrialization in key sectors, and most notably in the garment and textile sector. The programme was designed to be a holistic response to the needs identified within the garment and textile sector and houses various ILO interventions under one programme. The overall 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. To achieve this, it has three development objectives:

- Improved worker wellbeing in terms of rights, income, compensation, safety, equality, voice, and representation
- Higher industry productivity and competitiveness
- Enhanced accountability and transparency in labour administration

ONEILO brings together a number of key ILO departments and global programmes to deliver various elements of the programme. These include Better Work, SCORE, Vision Zero Fund, LABADMIN/OSH, INWORK, MULTI, and GEIP. Support is also provided by ACTRAV, ACTEMP, and PARDEV.

Purpose, Scope and Clients of the Evaluation

The evaluation is an independent, clustered, mid-term evaluation. 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.

ONEILO Siraye is a unique programme within the ILO which brings several interventions which would normally be individual projects into one holistic response. 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.

The programme has been mainly implemented during a period of an unprecedented (for modern times) global health crisis, the COVID-19 pandemic, as well for the past year during political and civil conflict in the north of Ethiopia. The evaluation thus looked at if these twin crises have impacted the programme and its relevance to the key stakeholders and how effectively the programme had adapted to these challenges.

The primary clients of the evaluation are the country programme team, the country office, the technical backstoppers of the global programmes and departments involved in the programme, and national stakeholders including the tripartite constituents, factory owners and workers, other

government departments, other workers and employer representatives, and donors. Secondary clients include other ILO country programmes and departments interested in implementing ONEILO programmes.

Methodology

The clustered evaluation followed a mixed methods approach, relying primarily on qualitative data collection techniques such as focus group discussions (FGDs) and key informant interviews (KIIs), blended with quantitative and qualitative data from the programme's monitoring system and other data from a desk review.

The evaluation followed criteria set out by ILO in the evaluation TOR, modelled on the OECD/DAC criteria. These were relevance, validity, coherence, effectiveness, efficiency, impact, and sustainability. Gender, disability, and environmental impact are cross-cutting themes identified as critical to evaluations in ILO's evaluation guidelines, and as such the evaluation considered each of these. The evaluation was designed using ILO's guidance note on strategic clustered evaluations. As an integrated programme, the design does not exactly match any of the categories of clustered evaluations in the guidelines, but most closely aligns with category ii, wider/crosscutting ILO interventions. The programme is an integrated programme involving many ILO components and global programmes under one theory of change and PRODOC, led by one Chief Technical Advisor (CTA). The evaluation did though consider the interaction between the different components at the country level and the global programmes through backstopping support, analyse the gains and challenges the ONEILO approach has led to, and assessed if the overall result is greater because of the integrated approach.

The evaluation was conducted by an international team leader and a national consultant. KIIs and FGDs were conducted in-person and virtually. The national consultant conducted visits to 8 factories and visited 3 industrial parks, conducting KIIs and FGDs with management and workers. Both domestic and foreign direct investment factories were visited. The national consultant also conducted KIIs with tripartite constituents, ILO staff and consultants and other national stakeholders, both face to face and by phone. The team leader conducted virtual KIIs over Zoom with ILO programme staff, technical backstoppers, donors, and some national stakeholders.

A total of 43 KIIs with 58 stakeholders (20 women, 38 men) and 19 FGDs with 76 stakeholders (49 women, 27 men) were held. A workshop to review the theory of change and logical framework was held with the programme team, and a series of findings debrief workshops were held with the programme team, the technical backstoppers, and the national stakeholders.

Limitations of the evaluation included international travel restrictions and COVID-19 restrictions, the unavailability of some stakeholders, the limited number of factories which the evaluation could include due to time constraints, conducting the evaluation in the context of national elections and an on-going conflict, and gender concerns. The international travel restrictions were the main concern caused by the COVID-19 pandemic. An experience national evaluator worked closely with the remote lead evaluator to mitigate this. Not all planned interviews could be conducted, some of which may have been a result of the ongoing political context, but overall, the evaluation managed to include a significant number of stakeholders and gather a sufficient amount of data. Had more time been available, including more factories would have been ideal, but seven factories were visited overall, which provided a reasonable level of data for the evaluation. Gender power imbalance concerns were addressed by conducting some women only FGDs for factory workers.

Findings

Relevance

The evaluation found ONEILO Siraye to be relevant to the needs of the key stakeholders of the programme and to respond to 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 strong investment in monitoring and evaluation (M&E) and conducting assessments has helped the programme respond to needs, and the assessments have often contributed to more than one component. The adaptive management approach used by ILO for this programme and the flexibility of donors has supported its ability to respond to the needs identified in these assessments and also use a demand driven approach in the services offered to factories and other stakeholders.

ILO was well positioned to respond to the COVID-19 pandemic due to the relationships it holds as a country office overall with the tripartite constituents, and more specifically in this programme because it was focused on a sector which experienced considerable turmoil from COVID-19, particularly in the early stages of the pandemic, and the inclusion of OSH within the programme design.

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 one caveat to this finding is the gender assessment which was planned for 2019 has only just taken place and adjustments to the theory of change will be made in the coming months. Future ONEILO programmes should try to ensure a gender assessment is conducted early in the programme.

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 Disabilities¹ 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.

Ensuring factory managers remain engaged in the programme and agree for workers to participate in training will be critical for the relevance moving forward. Competing priorities for factories mean it will be important to continue to sell the successes of the programmes to factory managers. The removal of Ethiopia from the African Growth and Opportunity Act (AGOA) and its implications for

¹ An Organization of Persons with Disabilities is a representative organization or group of persons with disabilities where persons with disabilities constitute a majority of the overall staff, board, and volunteers in all levels of the organization: <https://disabilityrightsfund.org/faq/what-is-a-dpo/>

the Ethiopian garment and textile sector, and accordingly the relevance of the ONEILO Siraye Programme will have to be monitored.

Validity

The integrated programme has one PRODOC, theory of change and logical framework. The logical framework has been adapted as new funding (notably from the United States Department of Labor (USDOL)) has been obtained. 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.

Although generally valid, some minor changes are proposed for the theory of change. Greater consideration should be given to documenting more clearly how the timings of the different components interact and the feedback loops associated with them. Documenting this would help future ONEILO programmes during design. Similarly, minor adjustments to some of the assumptions are needed and listed in the recommendations, and as the gender assessment has been completed, the programme should bring out gender equality and empowerment more clearly in the theory of change. How the programme connects to other sectors and the spillover effects of the programme should also be considered in the theory of change.

Coherence

The programme has built a strong team, which for most positions was recruited in a timely manner. Having one CTA to oversee the whole programme rather a series of CTAs has contributed to this, as did recruiting a CTA who has experience with the sector in Ethiopia, was involved in design, and came on board at the start of the programme. 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. Examples such as joint assessments, data from one component being used to feed into other work were shared during the evaluation. The combined team also supported the continuation of some activities during the initial stages of the pandemic when team members linked to one component were able to provide support to other components who could not travel. It will be important for the programme team to ensure the strong teamwork is maintained in the second half of the programme, particularly as priorities among different components may alter as implementation moves at different speeds. The main concern over coordination was the lack of a formal global structure for coordination including all departments at HQ level and the country team, which could support continued discussions over the future of the programme, the capitalization of successes for future ONEILO programmes, and ensure departments which have less day-to-day involvement in the programme are kept up to date on progress. ILO would need to assess the utility of such a structure,

which could be jointly led by a focal point in the country programme team and a focal point in one of the global programmes, possibly a programme which has less day-to-day involvement in the programme and thus a greater need of continual information and updating.

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. There is significant alignment at least 5 out of the 8 Programme and Budget (P&B) outcomes and potential for the programme to have contributed to these by the end of its implementation cycle. These are 'strong tripartite constituents and influential and inclusive social dialogue', 'international labour standards and authoritative and effective supervision', 'sustainable enterprises as generators of employment and promoters of innovation and decent work', 'adequate and effective protection at work for all', and 'comprehensive and sustainable social protection for all'. The broad contribution can be seen as a benefit of the integrated ONEILO approach, with input from one than one component in most of the outcomes.

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. As a result, the programme is behind in the number of factories participating which has a knock-on effect in the numbers of workers and managers who are trained. That said, the programme has made significant progress in training labour inspectors and in the factories which are participating in the programme is ahead in targets on productivity and factories which are demonstrating progress in their improvement roadmap.

Progress on objectives 3 and 4 has been slower and focused more on preparatory work. Significant work on preparing the groundwork for policy changes including the minimum wage legislation and

the revision of the OSH directive has been undertaken, and it will be important to ensure continued attention to these by all stakeholders for the remainder of the programme. Work with trade unions in particular has accelerated in 2021 with a partnership with the Textile Association and a greater focus on organizing, although feedback from stakeholders suggested there could have been a greater emphasis placed on organizing in the original COVID-19 response. Progress on uniting the employers' federations had been relatively successful in 2020 but concern exists about the sustainability of this unity at the moment. Ensuring a strong focus on employers and workers representatives is a key element of the theory of change and should be prioritised in the second half of the programme. A no-cost extension for the VZF programme was granted in December 2021 and should cover a number of outputs including the upgrading of the POESSA IT system, the completion of the occupation injuries and diseases list and disability assessment guidelines, and strengthening the system for recording and notification of occupational injuries and diseases. 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. Workers and managers alike had a good impression of the training and the programme in general, although there was some frustration that the programme focused too much on compliance without offering concrete solutions to address non-compliance, and also the limited length of time which SCORE trainers spent in the factories. ILO should ensure all factories are reminded of the opportunities available from the programme as many expressed limited awareness of the SCORE programme despite having been briefed on it.

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. The ONEILO approach can be also be seen as a strength of the programme for reasons mentioned throughout the evaluation report including bringing contributions from a variety of global units which might not be possible in a single project, housing what would normally be a series of projects into one integrated programme overseen by one team, the appeal to stakeholders by offering the response in one package, and the synergies and interaction seen between the different components. Constraints the programme has faced include delays in procurement, resource and enforcement constraints in the labour inspectorate, limited internet connectivity for online training, and the previously mentioned lack of solutions for compliance.

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 considerable 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. For example, during the data collection period, funding for VZF beyond December 2021 needed to be secured. This was granted in December 2021 until the end of 2022, which alleviates the initial concern but does not eliminate it for the entirety of the remainder of the programme. If the components can build on the synergies developed so far and continue to ensure buy in from the national stakeholders, this will help enhance long-term sustainability.

Summary Findings- ONEILO Approach

The ONEILO 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 theory of change, and implemented by a unified country programme team in Ethiopia, it is intended to harness synergies between various global programmes.

The key findings related to the ONEILO Approach are:

- 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.
- Most stakeholders agreed generally with the logic of the combined approach and the need to address multiple issues within the industry.
- The ONEILO approach was initiated by requests by the Government of Ethiopia for a combined programme. Buy-in of the government helped convince different departments and donors of the need to try this approach.
- 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.
- The ONEILO approach meshes well with the adaptive management approach of the programme, allowing progress in certain areas while funding is sought for other activities and adaptations are made based on assessment and demand.
- 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.
- Organizational learning from the ONEILO approach should be capitalized and shared widely through ILO.

Summary Findings- COVID-19

The programme had been implemented for just over a year when the pandemic was first declared by the WHO.

Impact on the programme:

- Movement and social distancing restrictions had a significant impact on the programme in the initial stages of the programme with ILO staff being unable to access factories.
- Many factories closed for a few months during the initial wave.
- The planned expansion of the factories has not happened, and COVID-19 has played a significant role in this.
- The resulting numbers of individuals being trained in factories has also been impacted.

Response by the programme:

- The programme's focus on OSH and the positioning with the factories meant ILO was strongly placed to be involved in the COVID-19 response.
- Immediate relief was targeted through supporting the government's and BMZ's wage subsidy response and the provision of personal protective equipment (PPE).
- The programme also supported the development of various COVID-19 protocols, which significant inputs from a number of the ONEILO global departments.

Summary Findings- Conflict and the Political Context

Civil conflict in the north of Ethiopia began in October 2021 in Tigray, which was one of the areas of intervention for the programme. A general election was held in mid-2021 and a reorganization of government in October 2021.

Impact to Date:

- The major impact to date on the programme was the closure of two factories in Mekelle who were involved in the programme. The industrial park in Mekelle was also closed, thus shutting off options of expansion with other factories there. Work had been conducted with the BoLSA in Tigray, which was also shuttered as a result of the conflict.
- There have been some delays in policy level changes which the programme has worked on. It is hard to identify how much of this is caused by the conflict making it harder to get the government's attention, and how much is caused by other issues such as COVID-19 and the elections.
- Some travel restrictions were imposed at times by the UNDSS which have caused some issues related to visits to factories.

The biggest concern of the conflict for the programme is more linked to potential problems in the future:

- The suspension of Ethiopia from AGOA is a significant blow to the garment industry and may cause factories to either close completely or to feel the work of the programme is not an immediate priority as they navigate the new business environment for them.
- Should the conflict spread, this could mean more factories are forced to shut and travel restrictions reimposed.

1. Background and Project Description

1.1 Background

a. Introduction

In July 2021, the International Labour Organization (ILO) commissioned an independent mid-term cluster evaluation of the project “Advancing Decent Work and Inclusive Industrialisation in Ethiopia-SIRAYE”. This is a final report for the evaluation which presents the background, context, purpose, scope, and methodology of the evaluation, findings, lessons learned, emerging good practices, recommendations, and conclusions.

b. Understanding of the Context

Ethiopia has the second largest population in Africa and has sustained significant GDP growth in recent years, with rates of between 6 percent (2020) and 12.5 percent (2012) in the last decade². It also has made significant improvements in human development indicators and a reduction in poverty from 30 percent in 2011 to 24 percent in 2016³. However, Ethiopia continues to face significant challenges. Its population growth is significant, with an estimated two million people being added every year⁴. 71% of the population is under 30, presenting considerable challenges linked to youth unemployment⁵.

Ethiopia’s economy has been largely agrarian based, although by 2017 the service sector (44%) had overtaken the agricultural sector (35%) as the largest contributor to GDP⁶. The agricultural sector, however, is still estimated to employ approximately 70 percent of the population and will not be able to absorb the projected population growth⁷. To address these challenges, the Government of Ethiopia has set ambitious industrialization goals as part of the Growth and Transformation Plan II 2016-2021 (GTPII). This has the goal of moving Ethiopia to low middle-income status by 2025. GTPII sets out objectives focused on developing domestic manufacturing capacity and enhancing productivity, with a particular focus on the export market. The garment and textile sector has been identified by the Ethiopian Government as a key component of the push to industrialize. GTPII has a goal of manufacturing USD 2.18 billion and earning USD 779 million in export revenue by the end of the period. It was estimated this would create 174,000 jobs.

To facilitate this work, the Ethiopian Government has constructed a series of industrial parks which focus on the production of goods for export. The parks are designed to connect to transport links for exports and the supply chain and connect efficiently to key services such as water and electricity, as well as offering tax incentives and customs facilitation. These are aimed at attracting investment from major brands and companies from Europe, the US, and China. Currently Ethiopia has approximately 200 garment producing factories, of which approximately one quarter are export orientated. The sector employs approximately 62,000 workers, of which it is estimated 75-85

² <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=ET>

³ <https://www.worldbank.org/en/country/ethiopia/publication/ethiopia-poverty-assessment-poverty-rate-declines-despite-challenges>

⁴ <https://ieg.worldbankgroup.org/blog/can-ethiopia-create-2-million-jobs-every-year>

⁵ “Statistical report on the 2013 national labour force survey”. The Federal Republic of Ethiopia Central Statistical Agency; 2014. Retrieved from: <https://www.ilo.org/surveyLib/index.php/catalog/2363/related-materials>

⁶ <https://www.cia.gov/the-world-factbook/countries/ethiopia/#economy>

⁷ Ibid

percent are women⁸. The baseline study which ILO commissioned for this programme found an average of 77% of the total workforce in a factory were women⁹.

The garment sector has been identified as a key sector for development by the Ethiopian Government. Ethiopia established free trade agreements with the US and the European Union. As a relative newcomer to the garment sector, Ethiopia offers international brands a new destination for sourcing as they look for new markets to diversify from higher production costs in the more established garment producing companies. The high levels of new workers entering the job market each year offers strong potential for additional growth in the sector, and the government have set ambitious goals for the levels of exports to grow each year¹⁰. The garment sector faces a number of challenges if Ethiopia is to meet the goals of GTP II. These include low productivity, lack of functional occupational health and safety (OSH) systems at both the factory and government level, a low level of union density, low capacity of the labour inspection department, a prevalence of environmental hazards, limited industrial culture, high turnover rate of workers, and limited human resource capacity and systems and grievance procedures. The reliance on the agriculture sector means there is limited experience among the workforce of the factory production cycle, and there is a weak linkage between the schools and technical and vocation education and training (TVET) system and the needs of the factories, reinforcing a need to ensure on-the-job training of workers on various critical skills. The newness of the industrial park system, whilst presenting considerable opportunities, also means there is limited experience within Ethiopia in managing the parks effectively. Although women make up 75-85 percent of the workforce, the vast majority of ownership and management positions are occupied by men.

The COVID-19 pandemic has added to pressures of employment and manufacturing in Ethiopia. A rapid survey of the labour market conducted in August 2020 by the Jobs Creation Commission (JCC) and ILO found that unemployment was up and precarious in the informal sector was growing as the formal sector shrunk. Eighty percent of businesses also reported weaker demand¹¹. Ethiopia closed land and air borders on March 23rd, 2020 and reopened them on September 23rd, 2020. ILO carried out a series of measures to support the Government of Ethiopia's response in both this and other projects, including direct money transfers, supplying PPE equipment, and conducting studies on the impact of COVID-19.

Ethiopia has also been experiencing civil conflict which began in the Tigray region in October 2020. For the majority of the year, this has been confined to the northern regional state of Tigray. More recently though there are signs the conflict is spreading. Forces loyal to the Tigray People's

⁸ Oya, C. & Schaefer, F. (2021). The politics of labour relations in global production networks: Collective action, industrial parks, and local conflict in the Ethiopian apparel sector. *World Development* 146 (2021) https://www.researchgate.net/publication/352509336_The_politics_of_labour_relations_in_global_production_networks_Collective_action_industrial_parks_and_local_conflict_in_the_Ethiopian_apparel_sector/link/60d84e79458515d6fbc0c927/download and ILO (2020). Covid 19 and the garment and textile sector in Ethiopia. https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/publication/wcms_751045.pdf

⁹ Abebe, G., Manie, G. & Getahun, T. (2021). A baseline report for the ILO programme

“Advancing Decent Work and Inclusive Industrialization in Ethiopia”. Policy Studies Institute

¹⁰ BSR. (2017). Ethiopia's Emerging Apparel Industry: Options for Better Business and Women's Empowerment in a Frontier Market. https://www.bsr.org/reports/BSR_Ethiopia_Scoping_Study_HERproject.PDF

¹¹ ILO. (2020). The jobs impact of COVID19: Rapid labour force survey.

https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/publication/wcms_759076.pdf

Liberation Front have reportedly advanced southwards towards Addis Ababa. The trajectory of the conflict is unclear but has the potential to cause disruption to the garment sector. For example, after the conflict flared in Tigray last year, the investment park which housed garment factories in Mekelle was forced to close. The expansion of the conflict occurred after data collection for the evaluation was completed.

Linked to the conflict, on November 02, 2021, the White House released a statement to the United States Congress informing them of their decision to terminate the designation of Ethiopia as a beneficiary of the African Growth and Opportunity Act (AGOA)¹². This was enacted from January 1st, 2022. This was related to accusations of gross human rights violations. AGOA provides preferential access to the US market for over 6,000 products including products produced by the garment sector. According to the US Department of Commerce's Office of Textiles and Apparel, Ethiopia exported about \$237 million worth of goods duty-free to the United States under AGOA in 2020, more than 90% of it was textiles and apparel¹³. The announcement of the termination of AGOA occurred after the data collection process for the evaluation and so it was not possible to ask stakeholders their views of the possible impacts on the programme from the suspension. However, the termination has the potential to cause severe impact on the garment industry if suppliers choose to reduce the volume of orders or close factories. Responses from the factories had to date been mixed. The programme was informed that some remain committed to producing in Ethiopia despite the new development but for others, the outlook is not so clear and may impact their presence in the country.

1.2 Programme Description

The ONEILO SIRAYE programme was designed to be a holistic response to the needs identified within the garment and textile sector and houses various traditional ILO interventions under one programme. The overall 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. To achieve this, it has three development objectives:

- Improved worker wellbeing in terms of rights, income, compensation, safety, equality, voice, and representation
- Higher industry productivity and competitiveness
- Enhanced accountability and transparency in labour administration

As such the programme aims to achieve greater wellbeing and decent work conditions for labour while enhancing the productivity of the Ethiopian garment sector and supports the labour administration structure capacities in enforcement and worker protection. The programme works at three levels, the factory level, the sectoral level, and the national policy level.

The ONEILO approach is an innovative approach for ILO and focuses on harnessing skills and expertise within ILO in various sectors and deploying them in one coherent programme which

¹² <https://www.whitehouse.gov/briefing-room/statements-releases/2021/11/02/a-message-to-the-congress-on-the-termination-of-the-designation-of-the-federal-democratic-republic-of-ethiopia-ethiopia-the-republic-of-guinea-guinea-and-the-republic-of-mali-mali-as-beneficia/>

¹³ <https://www.reuters.com/world/africa/ethiopian-textile-industry-risk-if-us-suspends-trade-deal-over-tigray-war-2021-10-28/>

maximises synergies between the different components involved. It is hoped this will increase the effectiveness and value-add of the programme by providing services to target communities and constituents in a comprehensive package rather than a series of separate interventions.

To achieve this, the programme has a series of ILO units and programmes contributing to it and pools funding from various sources. The components/units involved include Better Work, SCORE, INWORK, LABADMIN/OSH notably through the Vision Zero Fund, MULTI, and GEIP.

[Better Work](#) is a partnership between ILO and the International Finance Corporation which works with governments, global brands, factory owners, unions and workers to enhance working conditions and competitiveness in the garment sector.

Better Work offers the following core services as part of its package to factories:

- Guided self-diagnosis to support factories to identify issues and priorities within their factory
- Establishment of a bipartite worker management committee to improve workplace communication and cooperation
- Learning Services – Advisory services, industry seminars and training courses
- Assessment – 1 per cycle, produced by two enterprise advisors and 2 progress reports

[ILO's Sustaining Competitive and Responsible Enterprises \(SCORE\)](#) programme focuses on improving factory level productivity by working with factory owners and workers to address quality management, effective use of resources, and levels of cooperation and trust between workers and managers. The SCORE component in Ethiopia works with service providers, offering them training to strengthen national training capacity which can be marketed to companies in both the garment and other sectors in the future. The service providers include individual private consultants, consulting firms and public/government institutions.

[The Labour Administration, Labour Inspection and Occupational Safety and Health \(LABADMIN/OSH\) Branch](#) of the ILO is responsible for supporting the development and implementation of standards, codes of practice and guidelines, strengthening the institutional capacities of national systems of labour administration, including labour inspection, providing support to national efforts for the improvement of occupational safety and health (OSH) systems, programmes and capacities that foster a preventative safety and health culture. With this perspective, LABADMIN/OSH specialists have been providing support to the implementation of the programme, with a particular focus on improving the capacities of the labour inspectorate to build a more effective labour inspection system. This allows the programme to address a gap in mechanisms for enforcement and ensuring compliance with Ethiopia labour legislation. A training curriculum has been developed for labour inspectors. In the framework of the [Safety + Health for All](#) Flagship programme managed by LABADMIN/OSH, [the Vision Zero Fund \(VZF\)](#) has the goal of preventing work related injury, death and diseases in the global supply chain. In the ONEILO SIRAYE programme, VZF focuses on OSH to create an enabling environment for workers. VZF undertakes an assessment of drivers and constraints for OSH improvements in the target supply chain. Assessment findings are used to inform the design of intervention models that combine national and sectoral regulatory, institutional and factory level activities. Models are discussed, adopted and implemented by relevant stakeholders through a collective action approach.

[INWORK](#) focuses on collective bargaining and industrial relations. This includes strengthening the capacities of workers organizations to organize at the factory level and strengthening the awareness

of all stakeholders on collective bargaining. INWORK also supports the development of training on sexual harassment and grievance procedures in the workplace.

[The Multinational Enterprises and Enterprise Engagement Unit](#) (MULTI) is responsible for the promotion and follow up of the Tripartite Declaration of Principles concerning [Multinational Enterprises and Social Policy](#) (MNE Declaration). The MNE Declaration provides direct guidance to enterprises on social policy and inclusive, responsible and sustainable workplace practices. It is a tripartite declaration which builds on ILO conventions and recommendations to provide guidance to multinational and national enterprises, governments, and employers and workers organizations and facilitates outreach and understanding of the Decent Work agenda.

[The Global Programme on Employment Injury Insurance and Protection](#) (GEIP) works on employment injury insurance to promote a culture of OSH and workforce needs in case of injury.

The programme also receives support from other ILO units including [the Bureau for Workers' Activities](#) (ACTRAV), [the Bureau for Employers' Activities](#) (ACTEMP), and [the Gender, Equality, Diversity and Inclusion](#) (GEDI), as well as guidance on the theory of change and donor reporting from [the Partnering for Development Unit](#) (PARDEV).

The programme has 4 outcomes:

Outcome 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' well-being in the target areas/sectors.

This outcome is mainly linked to LABADMIN/OSH and Better Work, with contributions from the VZF programme and the Gender Specialist. During the initial stages of the COVID-19 restrictions in particular, the SCORE programme also provided support to Better Work.

Outcome 2: By the end of 2023, the Ethiopian garment sector has increased its productivity through the establishment of responsible and sustainable workplace practices

This outcome is mainly linked to Better Work, SCORE, and MULTI with contributions from the Gender Specialist and INWORK. One of the VZF programme team has been appointed as focal point with MULTI, and thus are also involved in this outcome.

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

This outcome is mainly linked to INWORK and Better Work, with contributions from the Gender Specialist. Considerable support from ACTRAV and ACTEMP is given in this outcome.

Outcome 4: By the end of 2023, workers in targeted industries benefit from a sustainable prevention, protection and compensation system

This outcome is mainly linked to GEIP, VZF programme and Better Work.

2. Evaluation background

2.1 Purpose, Scope, and Clients of the Evaluation

Consistent with ILO's Evaluation Policy, the M&E Strategy of the programme planned a mid-term evaluation at the mid-point of the project's lifecycle. The evaluation covered all aspects of design and implementation up to the date of the data collection process in September 2021.

As a mid-term exercise, the purpose of the evaluation focused on lesson learning and identifying necessary course corrections through understanding the relevance of the intervention and the progress made towards achieving targets. The evaluation answered questions within the OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, impact, and sustainability, with an additional criterion of validity added as well.

The evaluation TOR sets out the following objectives:

- To review the Programme's results by assessing progress made so far;
- To situate the Programme's delivery in the context of Covid-19 and the political situation in Ethiopia;
- To examine the appropriateness of strategies and approaches used for the Programme's implementation;
- To evaluate the internal and external coherence, and strategic fit of the Programme with the broader ILO work, the United Nations Cooperation Framework (UNCF) and the Sustainable Development Goals (SDGs);
- To gauge the efficient use of resources (finance, human and assets) used to implement planned activities achieved results - outputs and outcome;
- To assess strengths and possible weaknesses of the ONEILO SIRAYE Programme, in particular also in responding and adjusting to the COVID-19 and ongoing political crises;
- To analyse the effectiveness of the collaboration between the different components of the Programme and provide general recommendations on the entire cluster and specific recommendations on the individual projects that make up the cluster;
- To analyse underlying factors that hindered or facilitated the achievements of the Programme's outputs and outcomes, including factors beyond ILO's control;
- To document lessons learned from the Programme's implementation for the past two years;
- To recommend midterm course corrections to overcome challenges and increase the Programme's impact;
- To analyse the intervention logic – Theory of Change (TOC) and Logframe, with particular attention to the linkages (i.e. complementarities, synergies, etc.) of the various projects involved; and contribution to broader ILO work (e.g. ILO's Decent Work Country Programme), including in the framework of UNCF/ SDG and Ethiopia's policies and strategies of the textile and garment sector;
- To assess potential for sustainability and feasibility of exit strategies;

Due to the integrated nature of the ONEILO SIRAYE Programme, a clustered evaluation approach was employed during the evaluation. ILO's evaluation guidance defines clustered evaluations as being 'an envelope of evaluations of projects combined into a single evaluation based on results or strategic, thematic or geographical area or scope'. This guidance splits the types of clustered evaluations into categories. The category identified as being closest to the ONEILO project approach is category ii; wider/cross cutting ILO interventions. The ONEILO programme does not fit exactly into any of the categories due to its unique nature. It is one programme which brings several interventions which would normally be individual projects into one holistic response. However, it has one results framework and shared theories of change, and thus most closely links with the

wider/cross-cutting ILO interventions category. The evaluation applied methods relevant to clustered evaluations, adapted as relevant to account for the intervention being one programme.

The clients of the evaluation are the programme team and ILO Ethiopia Country Office, the tripartite constituents, factory owners and workers, employer organizations, workers organizations, the relevant ILO departments who participate in the programme, and the programme’s donors. Secondary clients are other ILO Country Offices intending to implement a ONEILO programme.

2.2 Evaluation Criteria and Questions

The evaluation criteria selected by ILO for the evaluation are relevance, validity, coherence, and effectiveness, efficiency, impact, and sustainability. The evaluation TOR proposed a series of evaluation questions which were reviewed by the evaluation team during the inception period. Certain refinements were proposed to consolidate questions, but the themes of the TOR retained. An evaluation matrix listing indicators and lines of enquiry, data sources, and methods was presented in the inception report. A copy of the matrix can be found at annex 2 of this report.

Evaluation Criteria	Key Evaluation Questions
Relevance	<ol style="list-style-type: none"> 1. Has the design of the Programme addressed the stakeholder needs that were identified as priorities including those of the Government, the garment sector and factories, and garment factory workers? Were these needs correctly identified as the priority? 2. What are the current areas of interest of the key stakeholders vis-à-vis the Programme’s original themes? Has the COVID-19 pandemic (and political crisis) changed the stakeholders’ priorities? To what extent has the programme adapted to those changes? 3. What, if any, alternative strategies would have been more relevant in achieving the Programme’s objectives? 4. Is the SIRAYE strategy relevant in the context of achieving the SDGs?
Validity	<ol style="list-style-type: none"> 5. To what extent are the Logical Framework and the Theory of Change logical and coherent and address relevant priorities/need? 6. How well does the team and the different stakeholders understand the theory of change? 7. How realistic were the risks and assumptions upon which the Programme logic was based?
Coherence	<ol style="list-style-type: none"> 8. To what extent has the Programme demonstrated synergy and complementarity among its different components (BW, LABADMIN/OSH and VZF, SCORE and IR) and accordingly intervention logics, as such avoiding duplication of efforts? What is the ‘value-added’ of the comprehensive approach?

Effectiveness

9. Is the Programme aligned with and integrated into global ILO programs – Better Work, SCORE, VZF, Inwork, etc.?
10. How well aligned is the Programme strategy with the Decent Work Country Program (DWCP) and United Nations Sustainable Development Cooperation Framework (UNSDCF)/UNDAF?
11. Does the Programme benefit from and/or contribute to other ILO and non-ILO development cooperation projects and strategic priorities that are being implemented at country level? How?
12. Are the Programme interventions in line with donors’ priorities?
13. Is the Programme making progress towards its planned objectives? Will the program be likely to achieve its planned objectives upon completion? What are the main constraints, problems and areas in need of further attention? What have been the most successful elements of the programme?
14. How have stakeholders at national, sectoral and global level including the private sector been involved in the implementation of the Programme? Has the programme management and implementation been participatory?
15. How do stakeholders perceive the effectiveness of the Programme?
16. How appropriate and useful are the indicators described in the PRODOC in assessing the Programme’s progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate?
17. What have been the strengths and weaknesses of SIRAYE?
18. What are the most valuable contributions of the SIRAYE Programme to address the challenges of Ethiopian textile and garment sector outlined in the program theory of change (TOC)? Which key success factors, mechanisms and circumstances can be identified?
19. Do Programme outputs and outcomes to-date benefit/affect women and men differently? If so, why and in which way?
20. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging

	priorities, including the COVID-19 pandemic? To what extent does the programme design need to evolve to address the changes driven by the COVID-19 crisis?
Efficiency	<p>21. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve the Programme outcomes?</p> <p>22. Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?</p>
Impact	<p>23. To what extent is Programme making progress towards the intended impact on beneficiaries (workers) life? What are the most significant elements to-date that can lead or influence the impact?</p> <p>24. What is the anticipated effect of COVID-19 on the impact of the Programme interventions?</p>
Sustainability	<p>25. To what extent are the net benefits of the Programme likely to be continued?</p> <p>26. How much progress is made to ensure the sustainability of the Programme, based on tangible milestones (e.g. in the capacity of the stakeholders, existence of national institutions, financial commitments, etc.)?</p> <p>27. Does the Programme have an exit strategy to ensure sustainability?</p> <p>28. How effective has the Programme been in creating ownership by relevant stakeholders, enterprises and workers?</p> <p>29. What are potential internal and external risks affecting the sustainability of impact? What measures should be built to increase sustainability of the Programme after completion?</p>

2.3 Methodology

The evaluation TOR required a formative assessment of the programme's progress to date under certain criteria; relevance, validity, coherence, effectiveness, efficiency, impact, and sustainability. The evaluation used a mixed methods approach with a strong focus on qualitative techniques including FGDs, KIIs, and observation. This data was blended with quantitative and qualitative data from the programme's monitoring system and other data from a desk review.

As a clustered evaluation, the evaluation matrix and the approach were designed to understand the effectiveness of the linkages between the different components, identifying drivers of success and programme bottlenecks. Clustered evaluations ideally should place a strong emphasis on understanding the theory of the programme. To this end, analysing how effectively the theory of change has held, including the assumptions and pathways of change, as well as its interaction with

the logical framework formed a key element of the evaluation. The evaluation also sought to understand whether any bottlenecks in the programme are linked to problems with the theory and the pathways of change or the due to implementation breakdowns.

[ILO's guidance note on strategic clustered evaluations](#) provided guidance in the design and implementation of the evaluation. ILO divides clustered evaluations into the following typology: 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. The evaluation TOR identified type ii as being the closest fit to this programme. However, the fit is not completely exact. As acknowledged in the TOR, 'the programme can be considered to be one 'big project' with different components (and not different projects).' It is debatable if the guidelines for clustered evaluation approach address this type of integrated programme, and ILO should review if dedicated guidance for a ONEILO approach is needed. However, the TOR's reference to one goal of a cluster evaluation being to identify 'if the whole is greater than the sum of the parts' was a consideration in the design and implementation of the evaluation. Boxes summarizing findings and key takeaways for the ONEILO approach are included at the end of each criterion in the report.

Methods used included:

1. Desk Review
 - Secondary document and data review

During the inception period, programme documentation such as the PRODOC, progress reports, and programme monitoring data were initially reviewed. The review also included documents pertinent to the individual components, as well as policy and strategy documents of the Government of Ethiopia such as the Growth and Transformation Plan II, the Decent Work Country Programme (DWCP), and the Ten-year Perspective Plan. The documents provided by the programme team along with secondary reading served both as a basis to introduce the evaluation team to the programme and help the design of the evaluation, but also as a data source which were triangulated against findings from KIIs and FGDs. As such the documents were revisited regularly during the data collection period and additional documents were reviewed as necessary.

- Inception period briefings with key ILO staff and the donor

During the inception phase, the evaluation team had briefings with various ILO staff. Interviews were held with the CTA, the M&E Officer, and the component leads from the project, and also with various technical backstoppers from Better Work, SCORE, LABADMIN/OSH including the Vision Zero Fund, INWORK, ENT/MULTI, ACTRAV, ACTEMP, and PARDEV. The purpose of the briefings was to collection initial data for the evaluation, allow the evaluators to understand the programme in more depth, and clarify any emerging points. This supported the design of the evaluation.

- Development of Inception Report

The inception report was developed during this phase of the evaluation to form a basis of understanding between the team leader and ILO on the scope, purpose, and approach of the evaluation. The inception report was presented to ILO prior to the data collection phase beginning. The report was sent to internal and external stakeholders for review and feedback was incorporated into the evaluation planning. The inception report served as a guidance for the rest of the evaluation.

2. Data collection period

The evaluation team consisted of an international team leader and a national evaluator. Due to the COVID-19 pandemic, the team leader was unable to travel to Ethiopia. As such data collection was split between remote data collection by the team leader through a series of virtual interviews, and a series of face-to-face KIIs and FGDs and phone KIIs by the national evaluator.

During the data collection period, the following data collection techniques were employed:

- KIIs

A series of semi-structured individual and group interviews were held with ILO staff, SCORE trainers, tripartite constituents from MoLSA, CETU, and EETF, representatives of other key ministries, factory managers and workers, representatives from BoLSA including labour inspectors, and other key stakeholders. Examples of the interview guides are attached at annex 3.

A total of 22 interviews with 32 ILO staff members (14 women and 18 men) were held. Of these, 14 were with technical backstoppers (8 women, 6 men) and 18 ILO programme or country office staff or consultants. 21 interviews with 26 other stakeholders (6 women, 20 men) were held. This included 6 interviews with 9 factory managers (3 women, 6 men), 9 government representatives (9 men), 1 representative from the employer organizations (1 man), 1 representative from the workers' organizations (1 man), and 3 other stakeholders (1 woman, 2 men).

- FGDs

The evaluation used FGDs to stimulate discussion among larger groups of programme participants and thus ensure more individuals could participate in the evaluation. The FGDs did not cover as many questions as the KIIs but allowed for interaction and discussion between the participants, and supported additional in-depth findings. FGDs were held with factory workers, and labour inspectors. Given the gendered nature of roles allocated in factories, and the general trend of management being dominated by men, a sample of the FGDs were conducted with only women. Five of the FGDs with factory workers were women only groups. This helped mitigate concerns over power dynamics impacting the willingness of women to participate in the FGDs. Sample FGD guides are included in annex 4.

A total of 19 FGDs were held with 76 stakeholders (49 women, 27 men). This included 70 factory workers (49 women and 21 men). There were 7 FGDs with members of OSH Committees (23 women, 11 men), 2 Productivity Improvement Consultative Committee (PICCs) (10 women, 4 men), 5 with soft skill training attendees (13 women, 3 men), and 1 with sexual harassment prevention training attendees (2 women). An additional 2 FGDs were held with 6 Labour Inspectors (6 men). Seven factories were visited.

- Workshop with ILO Programme Team

Towards the end of the data collection period, a workshop was held with the ILO Programme team, including the CTA, M&E Officer, and Component leads. The workshop reviewed the assumptions, theory of change, and logical framework to identify suggestions for any changes needed for the second half of the project. A strengths, weaknesses, opportunities, and threats analysis was also conducted with the team at this point.

- Findings Debriefing Workshops

A series of evaluation findings debriefing workshops were held. A debrief workshop for the ONEILO programme team was held on November 23, 2021. This workshop focused on reviewing comments from the initial draft of the report which had been shared with the programme team prior to the workshop and discussing areas where more evidence could be presented to the evaluation team for analysis. A workshop for ILO's technical backstoppers was held on November 24, 2021. The findings of the evaluation were presented to the audience followed by general discussion and questions. The CTA and M&E Officer participated in this workshop. A third workshop for external stakeholders in Ethiopia was held on December 14, 2021.

Sampling

The evaluation endeavoured to ensure participation by a broad section of stakeholders, including ensuring the voice of those with less power, such as garment factory workers, was heard during the data collection. Sampling was purposive, based on review of programme documents and discussions with ILO staff on key stakeholders. The sample included representatives from workers' and employers' associations and government ministries, enterprise and sector representatives, factory managers and staff, the labour inspectorate and labour inspectors, and institutes trained on SCORE and SCORE trainers, ILO staff, and donors. A full list of evaluation participants is detailed in Annex 4.

2.4 Norms, Standards, and Ethical Safeguards

The evaluation was conducted in line with ILO's Evaluation Policy. The evaluation offers the opportunity for lesson learning for staff, tripartite constituents and other stakeholders, and donors, through providing a formative judgement on the achievement of intended outputs, outcomes and objectives, operation of the programme, and use of resources. The evaluation also supported lesson learning by identifying emergent good practices and lessons learned from the programme. This should benefit not only the current programme but also can be used to support future programme direction in Ethiopia and elsewhere.

The evaluation adhered to the UN Norms and Standards (2016)¹⁴, paying attention to the 10 norms laid out in the guidance. The evaluation was conducted independently with impartiality ensured by recruiting a team not previously involved with the programme. It focused on ensuring both utility and credibility of the findings. Inclusion of the programme stakeholders in approving the TOR, being presented with the initial findings, and reviewing the report contributed to transparency. The use of a democratic evaluation approach supported transparency by ensuring the voices of a broad range of stakeholders, regardless of power, influenced the findings.

Informed consent was obtained from all KII and FGD participants verbally prior to the interviews commencing, with an explanation of the purpose of the evaluation and reason for the interviews. Anonymity of responses was promised to respondents, and ensured during the report development.

2.5 Limitations and Potential Sources of Bias

2.5.1 International travel restrictions preventing the Team Leader travelling to Ethiopia: As a result of the COVID-19 pandemic, the Team Leader did not travel to Ethiopia. Instead, the Team Leader led the evaluation remotely with the support of the National Consultant. However, this did create some limitations to the evaluation. Ensuring understanding of the data collection tools and consistent application by both team members was a potential concern. This was addressed by pre-mission review sessions, and continuous communication

¹⁴ United Nations Evaluation Group (2016). Norms and Standards for Evaluation. New York: UNEG.

during the data collection. The time difference for scheduling remote calls created some challenges, but these were mitigated by ensuring a lengthy data collection period, thus ensuring suitable times could be found.

- 2.5.2 **Unavailability of some stakeholders:** A small number of stakeholders were not available to participate in interviews. Repeated efforts were made by the evaluation team and ILO to identify a mutually acceptable time, but this could not be arranged in every case. This limitation is mitigated by the extensive list of stakeholders who were interviewed. Although individual institutions or departments were not represented as a result of the challenges, each of the main categories of programme stakeholders was represented in the interviews.
- 2.5.3 **COVID-19:** The main impact of COVID-19 was the previously described limitation of the Team Leader not being able to travel to Ethiopia. Data collection in Ethiopia took place when restrictions were limited and cases at a relatively low level. Precautions were taken by the national consultant during face-to-face interviews and FGDs, but COVID-19 did not restrict access to factories or other stakeholders. Where possible the national consultant conducted phone interviews to further reduce risk.
- 2.5.4 **Factory coverage:** The evaluation was able to visit 8 factories during the data collection period. This sample included both domestic and FDI factories. While this provided a broad representation of the programme's interventions in the factories, it is possible that specific successes or challenges for certain types of factories were missed with the evaluation team being unable to visit more factories. The evaluation team did not visit factories outside of the garment sector which the SCORE component works with.
- 2.5.5 **Gender Concerns:** Workers in the garment factories in Ethiopia are mainly women and yet despite this, the majority of managers and owners are men. This is one issue the programme is attempting to address. Given this, gender related power dynamics and societal presenting concerns about the full participation of women in FGDs, where they may not have been willing to raise their voice. The evaluation mitigated this concern by conducting a number of FGDs with women only. The national evaluator was a women, with considerable experience of gender responsive research, and so was also attuned to concerns of participation in the mixed FGDs and encouraged input from all.
- 2.5.6 **Coverage of all components of the integrated programme:** The evaluation used a clustered evaluation approach to assess the programme. The programme includes a large volume of activities implemented by a broad range of different global components and programmes. The ability to cover all implementation effectively is limited as a result. However, the fact the programme is housed with one programme team and implemented mainly in one sector at the moment, helped the evaluation team to cover the various elements of the programme. Technical backstoppers and the in-country team were all interviewed by the evaluation, as well as external stakeholders who had been involved in the different aspects of the programme. The main limitation in this regard was the inability of the evaluation to go into depth into each component, and instead looked at the overall implementation of the integrated programme.
- 2.5.7 **Political Context:** The evaluation was conducted during a period of political and civil change and disruption. The Ethiopian General Election, which had been delayed since 2020 due to the COVID-19 pandemic was held in June and September 2021. A reorganization of government, including the alteration of many ministries, was announced in October 2021. This provided some difficulties in obtaining interviews with government officials. However, the evaluation was able to obtain interviews with all but one government ministry/department and thus mainly mitigated this concern.

2.5.8 **Civil Conflict:** The evaluation was also conducted during the ongoing back-drop of the conflict in the north of Ethiopia, which in November 2021 threatened to spread southwards to Addis Ababa. The conflict did not pose significant challenges for the evaluation. The programme had already stopped working with factories in Mekelle prior to the evaluation and thus this would not have been a field visit location. All other planned visits were able to take place. The evaluation team coordinated with the ILO team who had access to UNSS resources to ensure upcoming security threats were reviewed, but none were identified which impacted visits. A potential concern had been if the attention of various stakeholders were distracted by the conflict and not available for interviews. However, the evaluation team does not believe the reasons for the non-participation of a small number of stakeholders was linked to the conflict. The full participation of stakeholders in the briefing workshop in December 2021, also supports this belief. The main limitation the conflict had on the evaluation itself was the constantly changing dynamics which impacted some of the conclusions and threatened to reduce their relevance. Most notably, the decision of the US Government to remove access to AGOA for Ethiopia challenges some of the findings on sustainability. The lead evaluator maintained communication with the programme team during the drafting of the report, to try to ensure the report remained up to date.

3. Findings

3.1 Relevance

1. Has the design of the Programme addressed the stakeholder needs that were identified as priorities including those of the Government, the garment sector and factories, and garment factory workers? Were these needs correctly identified as the priority?
2. What are the current areas of interest of the key stakeholders vis-à-vis the Programme's original themes? Has the COVID-19 pandemic (and political crisis) changed the stakeholders' priorities? To what extent has the Programme adapted to those changes?
3. What, if any, alternative strategies would have been more relevant in achieving the Programme's objectives?
4. Is the SIRAYE strategy relevant in the context of achieving the SDGs?

Needs of Stakeholders

The programme's main focus is on the garment and textile industry in Ethiopia and focuses on three different levels of intervention; the factory, the sectoral, and the national. This in itself is relevant as all different levels intersect to affect the outcomes the programme is hoping to achieve, specifically improved worker well-being, increased productivity, and enhanced accountability in government institutions.

As a new and emerging market sector within Ethiopia, the garment sector has considerable development challenges if it is to develop fully into a competitive industry offering quality, value for money, and decent work opportunities. The multi-pronged approach to the programme, focusing on productivity, compliance, and OSH, provides a holistic package for factories which is relevant to their needs. The programme is demand driven, thus responding to requests from factories for different elements of the programme, and where need is identified, designing new training and other interventions. As such, not all programmes are implemented in all factories, and one of the challenges the programme can face is factories recognizing a need for a particular element of the

ONEILO programme but not considering it a priority compared to other concerns they have. The programme does work to use experiences of factories who received one element of the programme to sell it to other factories. The ONEILO approach also helps ensure factories are involved in at least some of the elements of the programme which may provide a gateway for additional interventions at a later stage. The programme uses an adaptive management approach which allows it to respond to newly emerging needs as they are identified for both factories and other partners. The adaption to the COVID-19 pandemic is an example of this, as is the development of training and technical support modules on various topics.

Workers

Workers in the garment industry in Ethiopia face a myriad of problems and challenges. Although accurate numbers are difficult to obtain, it was estimated there are approximately 62,000 workers¹⁵ in the garment industry in Ethiopia, of which it is estimated between 75%-85% are women¹⁶. Workers often come from rural locations with limited education or training, and in many cases their language is different to that used in the factory. Low pay, poor working conditions, limited social services, increased inflation reducing the purchasing power of wages, and low quality and distant housing are challenges facing workers. Union coverage is limited in foreign direct investment factories in particular, and collective bargaining in the sector is low.

The design of the programme has considerable elements to address the challenges workers face and the specific gender-based issues which are systematically encountered by women workers. One of the overall desired impacts is to improve workers wellbeing in terms of rights, incomes, compensation, safety, equality, voice, and representation. The theory of change posits this impact can be achieved through various outputs and intermediary outcomes at the factory, sector, and national level. This means the programme is designed to provide both immediately direct outcomes for workers through elements such as soft skills training and OSH Committees, as well as addressing needs at a more institutional level through strengthening entities such as the labour inspectorate or the social security agencies, and the development and implementation of revised or new policies such as a minimum wage. At a sectoral level, the programme aims to address the needs of workers by strengthening the capacities of representative workers' and employers' organizations to improve industrial relations.

Factory workers and their representative organizations who were interviewed for the evaluation identified these challenges as continuing, thus validating the relevance of the goals of the programme. Commonly identified issues included pay levels, being forced to do overtime, lack of understanding of working safely, high turnover of staff, OSH concerns, expatriate workers not passing on expertise to staff, and supervisor attitudes towards workers including verbal abuse.

“Most of the workers are working under tensions and one of the employees stopped working because of this. The supervisors are shouting on the workers and that must stop.” (Factory Worker)

“The employees are not applying the safety mechanism and those who are working in the laundry room are not wearing the safety shoes.” (OSH Committee Member)

¹⁵ SIRAYE PRODOC

¹⁶ Oya, C. & Schaefer, F. (2021). & ILO (2020)

“There is a high turnover of employees- (and as such) the training needs to be provided continuously (i.e. repeated regularly)” (OSH Committee Member)

“Factory workers are disrespected by the supervisor” (Factory Worker)

Some workers were also able to connect the challenges they face in the factories to the need to change national policy, highlighting the relevance of the intervention working at the different levels:

“The management teams are trying to solve the challenges such as low payment but it’s not effective. The government should set minimum wage policy so that appropriate payments can be paid. More work needs to be done.” (OSH Committee Member)

“The OSH criteria requested by auditors are difficult and hence it is difficult to renew the license” (OSH Committee Member)

The programme also includes significant focus on building the capacity of trade unions to represent workers in the factories. Output 3.1 is “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”. The linkages between the factory, sectoral, and national levels of the programme’s theory of change rely heavily on ensuring the trade unions are able to support workers through enhanced industrial relations leading to better communication at the factory level and that they can strengthen their membership base among workers in the factories. The theory of change also postulates that improved capacities in social dialogue supports the meaningful involvement of trade unions in engaging with the government on critical areas such as setting of a minimum wage. The capacities of the trade union and their access to the factories, particularly to the FDI factories in the investment parks is a significant challenge. The Better Work baseline assessment found only 24% of firms interviewed had basic unions in their factory. Most factories with unions are located outside of the industrial parks. Additionally, there is limited women leadership in unions, which is identified as another key element of the theory of change.

“There is not much of a women’s voice in the union leadership... The leadership is predominantly men. The textile sector is also dominated by men despite women being the majority of workers... The issues of women are not prioritised as a result. If there is a leadership of 9 people and only 1 is a woman then there will not be priority given.” (ILO Staff Member)

Thus, the attention paid to trade unions in the programme design is highly relevant. It was however suggested by some stakeholders in the evaluation that a greater emphasis originally on organizing would enhance relevance further. The work with the trade unions was limited in 2019 and 2020, with the capacity constraints of the unions requiring the programme to instead employ a steady focus on capacity building and preparation. The programme organized a labour round table in February 2020 to discuss freedom of association and social dialogue. The programme did begin discussions with the Textile Association to facilitate unionization through a COVID-19 response starting early 2020 but this did not begin until 2021, and stakeholders suggested a strong emphasis on organizing should have been placed on the initial COVID-19 response. The work with the Textile Association and the arrival of an Industrial Relations Expert has supported the acceleration of this part of the programme in 2021. To ensure the programme is relevant in implementation and not just on paper to the needs of the trade unions, ILO needs to ensure the momentum seen this year is continued for the remainder of the programme.

Gender

Despite the high density of women in the workforce, only a small percentage of owners and managers are women. Women face particular challenges, including exposure to sexual and gender-based violence, lack of maternity rights including dismissal in some cases and not absolving them of the requirement to work overtime in the 9th month of the pregnancy, challenges with childcare, and a salary gap with men. A draft of the gender analysis report produced in October 2021 also identifies challenges including verbal abuse and harassment and limited contract provisions as a challenge. Additionally, traditional gender norms lead to job disaggregation with certain jobs being mainly occupied by men and certain mainly occupied by women. The types of jobs occupied by men often pay a higher salary than those occupied by women. These challenges were identified as well in the PRODOC.

The revised PRODOC includes under its development goal:

‘The programme has specific focus on women workers. The gender equality and women’s economic empowerment intervention objective is to enhance the status of women workers in terms of income, leadership, voice and representation in the textile and garment sector. Specifically:

- Leadership skills development and empowerment: advancing women in the workforce by improving access to education and skills training;
- Fair and equal treatment, and non-discrimination: Creating an enabling environment by identifying and reducing barriers that constrain women’s full and free participation in the garment and textile industry.
- Paid work and care: workers’ wellbeing, access to pregnancy-related health care and nutrition, maternity protection, breastfeeding, and child-care;’ (PRODOC, p12)

The PRODOC also states:

‘A gender analysis study will be conducted during the first year of the programme with the objective to highlight the specific challenges faced by female workers in the garment and textile industry. The results of the study will inform the development of a cross cutting Gender Equality Strategy for the industry.’ (PRODOC, p27)

This analysis was delayed and only took place recently, with a draft copy of the analysis being presented to ILO in November 2021. This includes recommendations for amendments to the logical framework to improve the gender responsiveness of the framework. As a result, the development of the strategy has not yet taken place. That said the logical framework does contain a number of outputs specifically linked to gender equality and addressing the specific challenges which women face in the factories. The PRODOC was revised in 2020 and includes both a detailed description of the challenges which women face in the industry and additional activities focused on women’s empowerment. Additionally, funding has been obtained from USDOL which has added further outcomes and outputs to the programme.

Factory workers interviewed for the evaluation highlighted gender specific concerns such as sexual harassment, discrepancies in hiring practices for men and women, balancing work and home commitments, difficulties in having their voice heard, and concerns related to pregnancy and maternity leave as being challenges they face in their jobs. These correspond to the challenges identified in the theory of change. The programme to date has focused on a number of challenges which were highlighted in the PRODOC and by the workers. A module on sexual harassment

prevention was developed by INWORK and added into the training given in the factories under the respectful workplace training, implementing a women's leadership development programme, and soft skill training has been given to factory workers. The programme is working to address other challenges which it has identified but were not included in the PRODOC. For example, the LABADMIN/OSH component of the programme is assessing the difficulties in hiring and retaining of women labour inspectors and plans to design an intervention accordingly.

Thus overall, the programme is relevant to the needs of women workers in the factories. There are however two small caveats to this. One is the gender analysis has only just taken place. Based on an initial review of the findings, the gender related challenges identified in the PRODOC align with those of the gender analysis, and given the programme has worked on many gender related outputs, this does not particularly challenge the relevance of the programme. However, for future programmes, it would be advisable to ensure a gender analysis is conducted very early in the programme to remove any risk of the programme focusing on the wrong issues.

Secondly, many gender related indicators were added during a revision in late 2020 and the work strengthened by additional funding from USDOL. Ideally again, these activities should have been included from the start of the programme to maximise the length of time the programme was working on these. The programme has also only recently added a gender specialist to the team. It is acknowledged in strong mitigation that the programme did include a number of elements originally in the PRODOC, including a focus on empowering women workers and enhancing representation in workplace committees and has conducted significant work on gender empowerment. However, as with the gender analysis, future programmes should try to build in these elements from the start where possible.

Employers

The training on a broad range of topics is focused not just on workers but supervisors and managers and includes workplace cooperation, grievance handling, soft skills training, women leadership training, supervisory skills, sexual harassment, and OSH awareness and management systems. Additionally, the development and / or capacity development of worker/ manager committees such as OSH and PIC Committees are built into the programme which aim to improve workplace cooperation and improve communication between workers and managers. This identifies the response to the needs in the industry require addressing attitudes and knowledge at all levels of the factory. For example, workplace cooperation will only improve if managers, supervisors and workers are committed to addressing the underlying issues which cause it.

During the evaluation, factory managers identified a number of gaps and needs which the programme is designed to address. In general supervisors and managers also supported the relevance of the programme. Not all the challenges supervisors and managers identified matched those of the workers. For example, work ethic of workers was raised regularly by supervisors and managers, as was the importance of compliance to international buyers, which were not raised by workers. Indeed, some of the factories which participated in the evaluation specifically identified the importance to their customers of the factory being part of the Better Work as a key motivator for involvement in the project.

“In order to compete and involve in the international business the factory needed to join the project” (Factory Manager)

The importance of the work on compliance was recognized by one of the donors:

“One of the big things the project has enabled is creating awareness among investors and government that there is a standardization in compliance which needs to be addressed. Helps a brand to address these issues early on. BW working in all the factories which is very helpful. Disney has approved Ethiopia which is an impact of the project.” (Donor)

A particular focus was also on increasing productivity, with stakeholders mentioning a number of different areas where improvements were needed. OSH was also mentioned as a specific concern, which aligns with many of the comments from workers, and in many cases, managers linking productivity to OSH. Less attention was made to employee welfare, although managers did acknowledge that training such as sexual harassment awareness training had been well received in the factories. However, the design of the programme allows access to ILO to address multiple issues. This strongly supports the relevance of the programme as it provides entry points which may not exist otherwise. For example, a factory may not be willing to allow training on sexual harassment as a stand-alone intervention, but as within this programme it is packaged within the Better Work training package, acceptance of the need for it is more readily agreed.

Factory management were also able to identify the connections between the different levels of intervention and how the design of the programme to work on all three was beneficial. For example, the factories recognized for them to be compliant with particular areas, such as boiler safety, technical capacity within the labour inspectorate was needed to conduct inspections which allows for the renewal of safety certificates. Additionally, many factories identified the OSH Directive as needing to be updated to address modern-day OSH issues and the development of the industrial parks. These are areas the programme has been designed to address and thus increases the relevance of the programme for factories. To respond to this need, the programme has, through VZF, conducted two rounds of stakeholder workshops on OSH to address the issues identified in the Better Work assessments. The relevance of the clustered approach to the programme can also be seen through the high level of OSH compliance issues identified through Better Work assessments. By the end of 2020, 442 non-compliance issues had been identified in the factories, of which approximately 75% (329) were OSH related. This demonstrates the relevance of the ONEILO approach and the synergies between the on-the-ground work in the factories of Better Work and SCORE and the inclusion of the OSH related work through VZF at both the national level and through support to factory training, and the training of Labour Inspectors on OSH compliance issues through LABADMIN/OSH's involvement in the programme.

One potential challenge to relevance at the factory level is ensuring the commitment of senior management in the factories to different interventions within the programme. Within the FDI factories, there has been reported resistance to implementing the productivity and quality improvement interventions. Nine factories have participated in both the Better Work and SCORE programmes. Of these SCORE was piloted in two FDI factories. The programme has reviewed the results of this pilot and identified positive results. The evaluation also found factories who participated in both programmes were happy with the intervention, in fact there is anecdotal evidence which needs further investigation, that participating in both programmes may enhance ownership of the activities in the factories. However, the programme has found it challenging to find interest in SCORE in other FDI factories. Some factories interviewed for the evaluation reported they were not aware of the SCORE programme, although it is understood that the SCORE programme has been presented to every Better Work factory. Reviewing approaches to advocating to factories for this part of the programme, including sharing successes from the factories which have participated may help expand uptake and thus relevance of this part of the programme.

It is important also to ensure the factory managers are engaged in supporting the training offered to the factories, both options for training the senior managers and ensuring their workers are supported to participate. Although the factory managers interviewed for the evaluation did not raise this as a concern, which may be partly explained by their willingness to participate in the evaluation, ILO staff did identify an issue as to whether the interventions appealed to the more senior managers and a review of how to present a business case for the importance of some of the topics should be undertaken to bolster the relevance of the programme to them and ultimately their ownership and thus sustainability of the intervention in the long-term.

The PRODOC identifies the limited dialogue between the two national employers' federations and the sectoral federation as being one challenge facing the industry in Ethiopia. The programme's theory of change includes the concept of increasing capacity of the employers' organizations to represent their existing the potential members as a critical pathway for change to achieving the overall goal of the programme. The need to strengthen the capacity of the employers' organizations was recognized by stakeholders:

“Internal capacity building of the association needs to be supported as per the three-year strategic plan of the association.” (Employers Representative)

The fragmented nature of the employers' organizations in Ethiopia has led to the programme needing to first address the need around coherence and coordination ahead of the more in-depth needs concerning the capacity to support their members. The programme has adapted to focus on that need in the first half of the programme as a result.

Government Priorities

The programme aligns with several government priorities outlined in policy documents. The project was designed during the final stages of Ethiopia's Growth and Transformation Plan II (2015-2019) (GTP II). This included the major objective of 'serving as a spring board towards realizing the national vision of becoming a low middle-income country by 2025, through sustaining the rapid, broad based and inclusive economic growth'.¹⁷ Within this plan, a sub-objective was to 'develop the domestic engineering and fabrication capacity and improve productivity, quality, and competitiveness of the domestic productive sectors (agriculture and manufacturing industries) to speed up structural transformation'. The plan was built on various strategic pillars which included increasing productivity and promoting women empowerment.

GTP II has been succeeded by the Home-grown Economic Reform (HGER) and Programme Ethiopia 2030: The Pathway to Prosperity: Ten Years Development Plan (2021-2030). The aim of HGER is to facilitate the creation of decent jobs and spark economic growth through macro-economic, structural, and sectoral reforms. Pathway to Prosperity is based on several human-centred objectives including the development of physical, human and institutional capital for income generation. Of particular relevance to this programme are the strategic pillars of improving competitiveness and productivity, and equitable participation of women. Manufacturing is one of the focus areas for a productive sector, with the textile industry being a key focus of this sector.

Accelerating the transformation of the Ethiopian economy from a mainly agrarian based economy to an industrialized economy has been a priority of the Ethiopian Government in recent years. There has been significant investment in industrial parks throughout the country with the goal of providing

¹⁷ <https://ethiopia.un.org/sites/default/files/2019-08/GTPII%20%20English%20Translation%20%20Final%20%20June%2021%202016.pdf>

modern, well-connected sites to attract foreign investment in manufacturing. The investment parks aim to provide a one-stop-shop opportunity for companies through integrating customs, banking, electricity, telecom, water and other services in order to avoid additional and unnecessary costs. The development of these sites coincided with a push from international garment brands to identify manufacturing hubs outside of the traditional Asian and Middle East countries where there is significant industry presence.

Other Government policy documents such as the Plan of Action for Job Creation 2020-2025, developed by the Jobs Creation Commission, note the challenges of low productivity and include as a strategy for addressing this, the need to ensure decent working conditions by: 'by encouraging and incentivizing industrial parks and large firms to provide integrated services, including housing, childcare, catering, etc., and encouraging companies to adopt performance-based managerial practices.'¹⁸

The overall goals of the project are thus relevant to the published policy priorities of the Ethiopian Government. The evaluation also found the project is supporting more specific regulatory reform goals of the government and other stakeholders. Specifically, it was acknowledged the National OSH Directives were designed prior to the significant introduction of the garment industry to Ethiopia and the modernization of industrial processes and need to be updated to ensure they are fit for purpose. Various government stakeholders recognised the importance of setting a national minimum wage, a key element of Objective 3 of the PRODOC's logical framework.

"It has created some impact on the policy when it comes to minimum wage area. As part of decent living wage- that element has been reflected in the law which has promulgated in August 2020. There has to be more regulatory work on the minimum wage to be developed. In the law it is stated it needs to be done. In terms of moving forward it requires institutional work such as the minimum wage board establishment which ILO is working on."
(Government Stakeholder)

Interviews with various stakeholders acknowledged relevance of the ONEILO approach to the challenges facing the government and the garment sector in Ethiopia. Although memories of the initial push for an integrated programme vary (naturally given the length of time since the programme's development), various ILO staff acknowledge the priority given to the need for an integrated programme by MoLSA. This was driven both by an acknowledgement of the inter-linking nature of many of the issues facing the garment factory and the manufacturing industry as a whole, such as OSH, productivity, and compliance, and a desire to reduce the administrative burden on stakeholders which had previously come from interacting with multiple projects.

"The different components of the projects are well integrated in the way it can present a bigger picture. When you look at the OSH component of it and productivity for example, each one fits the serious gap we have. It wouldn't have been the same if this had been treated separately, so it brings it all together. This is going to have serious outcomes. It is far better to have this as an integrated one project. We have other donors and projects working on one particular element and we don't see such impact in terms of changing the decent work." (Government Stakeholder)

"The challenges of the sector are known, and the project is designed to contribute to minimizing the challenges" (Government Stakeholder)

¹⁸ Job Creation Commission. (2020). The National Plan of Action for Job Creation 2020-2025. (p.33)

Labour Inspectorate

The capacity of the labour inspectorate to enforce widespread compliance with health and safety laws across all economic sectors of the country including the garment sector has been identified as being a significant challenge for enhancing productivity and ensuring decent work in the country. Labour Inspectors and BoLSA offices emphasised the importance of the programme to them. The Labour Inspectorate experiences a series of challenges including lack of awareness of labour law and the OSH directive, turn-over of staff, limited resources for transport and communication, lack of centralized data system, limited awareness and technical skills on gender related issues, a workforce dominated by men, and difficulties in accessing industrial investment parks. A recent memo submitted in response to a request for information from the World Bank identified:

‘As things stand the public labour administration service is not fit for purpose. Despite a number of initiatives designed to improve the situation, the labour inspection and occupational safety & health services within regional and local Bureaux of Labour and Social Affairs remain understaffed, under-resourced and lacking capacity.’ (SIRAYE ONEILO Programme memo to the World Bank, 24th August, 2021)

It would be beyond the scope of the programme to fully address all of these. The programme is designed primarily to address the knowledge challenges within the Labour Inspectorate, focusing on strategic compliance planning, the design and use of a labour inspection action management system, and continued education system for the Labour Inspectorate. The labour inspection information management system is planned to create a system which centralizes the labour inspection system and creates transparency and accountability. While important initial work such as the mapping of workflows and the wireframe has been agreed with the Government, the completion of the labour inspection information management system has slowed due to delays in ensuring validation by the necessary government departments. This has had a knock-on impact on the budget as the system was originally supposed to be funded through DfID’s (now FCDO) financing which has now ended. To ensure continued relevance of the programme for the labour inspectorate, it is important to ensure funding is identified and this work is finished with enough time to launch, train on use, and monitor progress.

For areas which go beyond the scope of the ONEILO programme such as the budgeting and resource management of the labour inspectorate, the programme has taken a targeted approach in providing support in order to try to demonstrate the impact of proper resourcing and encourage the Ministry to allocate funds accordingly. The programme recently [donated 8 motorcycles to the regional BoLSAs](#) and organized a workshop to discuss resource constraints with key stakeholders. Taking this to scale through is beyond the scope of the programme and will require continual advocacy with government departments to identify ways to resolve these constraints.

The integrated nature of the programme allows a focus on the labour inspectorate which may not be included in a stand-alone programme. Better Work supports an assessment process but in the long-term enhancing the capacity of the Labour Inspectorate through LABADMIN/OSH is crucial for the sustainable institutionalization of compliance within the country. Institutionalizing these changes will take a number of years, and this programme is only the first step in a process which requires considerable budgetary input and institutional commitment from the government. Implementing the initial stages of this work alongside of the other elements of the programme allows for the use of informational loops to target priorities for the labour inspectorate. On this subject, the limited resources of the Labour Inspectorate identified above provides a constraint to the ability to further enhance relevance by more closely linking the activities of the Labour Inspectorate with the those of

the Better Work and SCORE programmes. Most Better Work and SCORE factories were included in the Strategic Compliance Plan but ensuring the follow through for inspections can be challenging due to the limited human and financial resources. Additionally, it was reported by labour inspectors that one of the challenges with this is access to the factories in the investment parks as there is not a BoLSA office within the investment parks and labour inspectors can struggle to be allowed access. The memo to the World Bank identified certain challenges with regard to mandates for labour inspection:

‘Lack of clarity between MOLSA and EIC mandate in IPs: some stakeholders have interpreted MOLSA’s formal delegation of work permit registration function to the EIC as a delegation of all of MOLSA’s functions, including labour inspection and compliance enforcement. There are MOLSA structures and EIC structures within the IPs having similar titles. Overlapping and potentially conflicting mandates between Labour Unit and BOLSA, particularly with regards to collective bargaining and collective dispute resolution

- Lack of clarity about the mandate of BOLSA inspectors within the labour unit and about the structures of management and accountability within which they will operate

- The role of Labour Relation Boards, in relation to IPs is overlooked’ (SIRAYE ONEILO Programme memo to the World Bank, 24th August, 2021)

It was reported by programme stakeholders that improvements in access for labour inspectors have been obtained recently. The programme has focused on raising awareness of the importance of labour inspection with IPDC, EIC, and other stakeholders and facilitating coordination between BoLSA and the IPDC. Labour inspectors shared that this had improved access but that surprise visits were still not possible.

“The BOLSA office was not allowed to conduct supervision in the industry park. After the project, the office conducted training to IPDC office, workers counsels, and company managers to inform the mandates of the office then the office became one of the services providers...The resistance of factories in the industry park is now less, but the BOLSA office still can not conduct surprise visits as factories are informed of the visit by IPDC to arrange things” (Labour Inspector)

A factory manager in Bole Leme Industrial park also shared appreciation for recent interaction with the Labour Inspectorate:

“The BOLSA office appreciates the work of the OSH committee. The factory has good communication with the sub-city BOLSA office; they usually come for inspection and the factory appreciates the advice of labour inspectors. The BOLSA office works closely on COVID-19” (Factory Manager)

The programme has planned other actions to strengthen the frequency of labour inspections. As noted, motorcycles have been donated and additionally discussions have been held on trying to organize joint Better Work inspections with the labour inspectors. It will be important for the programme to continue to support access to the investment parks for labour inspectors, ensuring this is institutionalized and accepted within the IPDC and EIC rather than being reliant on ILO’s intervention. Advocating for a BoLSA office to be located in the IPDC would be a significant step towards ensuring this institutionalization, and there is the potential to integrate this approach with other elements of the programme such aligning with strengthening the capacities of BoLSA, the employers’ federations and the newly established unions at the factory level. Ensuring joint

inspections between Better Work and the labour inspectors are able to go ahead would further enhance the relevance of the programme.

Identifying Needs

During the early phases, the programme conducted significant work on baseline studies and needs assessments. An impact evaluation has been set up to try to identify progress towards development objectives and to support this a baseline study of garment factories was conducted between January and April 2019. Regular collection of data from a sample of workers in a longitudinal study is ongoing. Other assessments include an assessment of the drivers and constraints for OSH was conducted between May 2019 and February 2020, a mapping of the workflow of Labour Inspection Processes and an Assessment of the IT and Operational Processes of POESSA and PSSSA. These studies have been conducted by Better Work and LABADMIN/OSH through VZF and GEIP respectively. Both SCORE and Better Work as programmes are also set up for individualized assessments of the factories they work in at the start of their intervention. The programme has also conducted a phone survey for factory managers and two rounds of a survey for workers to understand emerging needs during the early stages of the COVID-19 pandemic. As such the programme has collected a lot of data on the needs of the various stakeholders of the programme, both at the factory, sectoral, and the national level.

The ONEILO approach has supported this approach. It is unlikely a single project operating on its own would be able to conduct the volume of assessments that the programme has supported. Many of the studies, which were developed under a particular department, were supported by other aspects of the programme. For example, the assessment of the drivers and constraints of OSH was able to use the Better Work programme to leverage access to the factories. It is also not just a case of the programme producing a number of stand-alone studies to be used within an individual programme silo, in many cases, the studies have contributed to knowledge across the ONEILO programme, building synergies as a result. For example, the Better Work baseline assessment and the VZF drivers and constraints assessment both provide data on factories which can be used by the other components at all levels of the programme. Similarly, feedback from the SCORE intervention is used update the national technical working groups on a periodic basis.

Workers with Disabilities

The very limited number of persons with disabilities working in the factories challenges the relevance of the programme for disability inclusion. The Better Work programme undertakes unannounced 2-day inspection visits to factories as part of the Better Work cycle. The assessment includes addressing questions on the number of persons with disabilities employed in the factory and ensuring non-discrimination in hiring and firing decisions, as well as whether accommodations required by law have been made and attempts made to retain a worker who becomes disabled on the job. However, a major bottleneck occurs with the recruitment of persons with disabilities. Very few workers with disabilities are recruited to work in the factories:

“There are very few workers with disabilities. As a policy, factories have recruitment policies which they have inclusive system. But recruitments are not done by factories, but by the industrial parks- but if you look across the system you won’t see them- people won’t outright say they are discriminating but if you look at the numbers you can see people aren’t being recruited. I haven’t come across any discussion on the topic.” (Donor Representative)

‘When it comes to number of workers with disabilities, majority of the factories have only very few (often less than ten) workers. The workers’ disabilities are mostly physical (on their

legs), and hence related to mobility challenges. Factories state that they are interested to hire workers with disabilities and have 'disability friendly' workplaces, they do not get enough applicants because all of them are taking shortlisted and screened workers from the IPDC recruitment center. They are not clear whether it is because such persons are not applying for these jobs or because they do not pass the screening.' (SIRAYE ONEILO Programme memo to the World Bank, 24th August, 2021)

Unless the challenges of recruitment can be addressed the relevance of the programme to persons with disabilities will remain low by nature of the fact that few persons with disabilities will benefit from the programme if they are not employed. ILO has previously implemented a programme with the Ethiopian Centre for Disability and Development (ECDD) working on increasing recruitment in the industrial parks and the programme reached out to ECDD more recently to identify if there were ways they could work together but have not received a response. The fact the factories are willing to recruit more persons with disabilities and the factories in the modern industrial parks are mainly accessible presents opportunities for the future.

Although working on the recruitment of persons with disabilities may be beyond the direct scope of the programme, it may be possible for the programme to facilitate a discussion between the factories, workers' organizations, and organizations for persons with disabilities (OPDs) such as ECDD to try to identify a solution. In addition to addressing disability through non-discrimination in the Better Work checklists, supporting the factories to ensure they are disability confident through additional training and awareness by an OPD would ensure that they are more ready to provide an enabling environment for persons with disabilities which may in itself help the recruitment of persons with disabilities.

The other aspect of the programme linked to disability is the work VZF is looking at updating the occupational injury and disability list. This is linked to ensuring an effective insurance scheme for employment related injuries. Factories the evaluation team spoke all said they had not had a worker who acquired a disability on the job, which possibly speaks to some of the challenges linked to the reporting and assessment of injuries the programme is seeking to work on. ILO may have an opportunity to strengthen awareness of disability through the work it does on injury assessment in the second half of the programme, as well as strengthening knowledge on the principles of reasonable accommodation for persons with disabilities, both applicants who have a disability and workers who acquire a disability, for which the ILO globally has considerable resources on. This would support ensuring aspects of the Better Work checklist are understood and adhered to by the factories.

Environmental Impacts

The PRODOC lists environmental issues as one of the cross-cutting issues built into all the outcomes. However, the programme does not have specific environment mitigation outcomes built into the logical framework or theory of change. The Better Work assessment process does include issues related to environmental concerns such as the safe storage and disposal of chemicals as well as detailing violations made by the factory which negatively impact the environment. The VZF's OSH work also supports this, given the safe handling and disposal of chemicals from a worker safety perspective also contributes to improved environmental impacts. SCORE also has certain positive environmental impacts by supporting factories to reduce waste. The PRODOC also suggests the programme provides the opportunity to facilitate discussion at the national and sectoral levels on dealing with the environmental issues caused by the garment industry and engaging the Stockholm International Water Institute (SIWI) to support environmental management in the factories. This

activity has not taken place to date as discussions with SIWI were ongoing. As of writing of the report, the TOR and contractual arrangements with SIWI have been finalized. SIWI will conduct an assessment in 15 textile and leather factories in Addis Ababa, Amhara, Oromia, and Sidama and will produce a report detailing findings of the assessment and making recommendations for required interventions. It should be noted the TOR requires the assessment to look at women's rights, health, and overall well-being at the factory level, thus ensuring this aspect of the programme has a focus on women's specific issues.

COVID-19

The impacts of COVID-19 have been felt widely across the globe and Ethiopia is no exception. The garment industry in particular was affected by the initial collapse in demand for garments at the start of the pandemic and disruptions to the global supply chain, including the ability of the factories to source raw materials. Some of the factories within the programme were closed temporarily for up to three months. Various financial relief initiatives were introduced by the government to provide relief to businesses and workers, and several containment measures related to OSH were also introduced. Many factories repositioned themselves to produce PPE equipment which was in high demand. The demand for garments has since rebounded but problems in the supply chain remain.

The pandemic has naturally affected the ONEILO programme in various ways. Access to the factories has been more challenging, and for some months was not possible, particularly for ILO staff who are operating under strict UN rules concerning working at home and limiting travel. Meetings and trainings have had to be moved online, something which can be a serious challenge given the limited internet connection in some locations in Ethiopia. The programme team also held meetings to adjust workplans and targets to take account of the new realities of work in the pandemic.

The goals of stakeholders have changed to an extent as the response to the pandemic has become a priority. It appears the priorities are focused on short-term relief and have not yet moved to consider the longer-term structural changes COVID-19 may lead to or to prepare for future pandemics or other shocks. ILO and the ONEILO programme were however well positioned to respond to the immediate crisis, both as a result of their tripartism and because of the programme's positioning and reputation among factories and government. As a result, the programme has been able to adapt to provide support on the response and remained relevant as a result. The programme obtained funding from BMZ to provide bridging salaries for workers in the factories to help reduce the threat of layoffs or reduced salaries. The programme also continued to provide technical support online to factories and when allowed used the presence of the SCORE trainers to support the other elements of the programme in the factories. Additionally, ILO was able to provide support to the government in developing work-safety related measures to limit the spread of the virus:

'According to all regional labour authorities' response, the directions provided by national labour authority, ILO and MOH were the main drivers for the regional labour authorities to develop measures and guide workplaces in ensuring the workers' health and safety.'
Research on COVID-19 and OSH in the Textile/Garment Global Supply Chain (GSCs) in Ethiopia- May 2020

COVID-19 has presented opportunities as well as challenges for the programme. In particular, there is a greater recognition of the importance of health and safety in the workplace, thus meaning the focus the programme places on OSH left it well positioned to drive this conversation forward at a national and factory level.

“COVID-19 gave them (stakeholders) a clear indication of the needs to maintain workplaces on OSH. This gave us a key entry point to discuss keeping workplaces safe.” (ILO Staff Member)

It was though suggested by evaluation stakeholders that a stronger emphasis on supporting organizing of workers could have been included in the initial COVID-19 response and, instead of providing PPE to factories, focused on building the capacity of workers to advocate for employers to provide greater protection. This may speak to the tension in many COVID-19 responses of efforts of responding to immediate needs in the crisis against addressing longer-term structural issues highlighted by the pandemic.

Political Challenges

Ethiopia has also gone through a period of political turmoil with a civil conflict erupting in the Tigray Province in November 2020. The most direct impact this has had on the programme is the factories in Tigray are no longer operational, and work in the regional BoLSA has had to cease. Nationally the impact has been more limited as the goals of the Ethiopian Government for the industry remain the same. However, when combined with the COVID-19 pandemic, there has been the knock-on effect of the most immediate attention and priorities of the Government being on these crises, thus increasing the time for policy changes to be approved by the various stages of Government. At the time of submission of the first draft of this report, the conflict had just escalated significantly. It is unclear on the trajectory of the conflict but if it escalates significantly it has the potential to severely impact the ability of ILO to implement the programme.

A challenge for the relevance of the programme moving forward is the anticipated removal of Ethiopia from AGOA from January 2022. This will have significant impact on the garment section in Ethiopia and the continued involvement of many international brands in the industry cannot be assured. Should this decision not be reversed, there is the potential for this decision to significantly impact the relevance of the programme to the garment factories who are participating. The ONEILO element of the programme can help mitigate some of this challenge to an extent. Domestic producing garment factories may be less affected by this decision, the SCORE programme already works with 33 factories which are not in the garment and textile industry, the revision of the OSH directive which VZF is working on will be applicable to other factories, and LABADMIN/OSH’s work with the labour inspectors reaches well beyond just garment factories. However, the challenge this decision by the US Government poses to the programme should not be underestimated and will require considerable realignment of the programme by ILO.

Continued Relevance

The challenge for ILO for the remainder of the programme and moving forward is to try to ensure the stakeholders, and in particular the government continue to consider the programme’s goals are a priority. Even if the conflict ends quickly, the recent rearrangement of government ministries may require the programme team to take time to orientate the programme to key new individuals to ensure buy-in and ownership. The engagement of government institutions beyond MoLSA, such as the Ministry of Industry and Trade, the Ethiopia Investment Commission and the social security agencies, has diversified the agencies involved and thus should support any awareness raising needed as a result of the reorganization. Focusing on finalizing institutional change through policy revisions, laws and ratification of ILO conventions will be critical to ensuring longer term relevance. The institutional framework at the national level is a key component of the theory of change, and priority must be given ensuring the finalization of minimum wage legislation, approval of the revised

OSH Directive, implementing the MNE Declaration Roadmap, and ensuring meaningful changes to the Employment Injury Insurance system are made.

SDGs

The programme is designed to align with the DWCP and the UNDAFs and Cooperation Framework, which are guided by Ethiopia's contributions to achieving Vision 2030 and the SDGs. The programme specifically contributes to SGD 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. Within this goal the programme's focus on productivity for enterprises means it is relevant to achieving indicator 8.3: 'promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.' Additionally, the focus on ensuring decent work and the promotion of labour rights also means the programme supports indicator 8.8, 'protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment'.

With the commitments to gender equality and women's economic empowerment which are included in the logical framework, the programme also is linked to SDG 5: 'Achieve gender equality and empower all women and girls', and in particular, indicator 5.5, 'Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life'. As the UNSDCF notes one of the major barriers to achieving the SDGs is the gender gap which exists in Ethiopia, 'Despite recent efforts by the Government to address this gap, the status of women remains a major obstacle to progress on the SDGs. Ethiopia scores 0.846 on the Gender Development Index, one of the lowest in the world, and stands at 117 of 129 countries in the SDG Gender Index.'¹⁹ The programme includes aspects of women empowerment throughout each outcome in the logical framework, and has added additional outcomes through the USDOL funding, thus the design of the programme is extremely relevant in this context.

ONEILO- Relevance

The key takeaways from the ONEILO approach in the relevance criterion are:

- The ONEILO approach enhances relevance for factories by offering a broad range of products which can be implemented on a demand driven basis. This allows factories to identify key needs and opt into certain training options and programmes. Individual projects would find this more challenging.
- The ONEILO approach was driven by Government requests to have a unified programme. This provided strong momentum for the Country Office and some of the global programmes to push this idea to donors and the other global programmes. Ensuring government buy-in and leadership to the ONEILO idea in other countries, is a potential enabling factor for getting a ONEILO programme initiated.
- Relevance to the needs of the stakeholders in Ethiopia is enhanced by the wide range of needs assessments and studies which have been conducted. These often cover more than one component of the programme, thus providing benefits which multiply beyond the inputs of just one programme.

¹⁹ https://ethiopia.un.org/sites/default/files/2020-10/ETHIOPIA%20UNSDCF%202020%202025%20SIGNED_1.pdf

3.2 Validity

5. To what extent are the Logframe and the Theory of Change logical and coherent and address relevant priorities/need?
6. How well does the team and the different stakeholders understand the theory of change?
7. How realistic were the risks and assumptions upon which the Programme logic was based?

Logic and Coherence of the Logical Framework and Theory of Change

The current logical framework and theory of change were finalized in November 2019 after the programme had started, following the recruitment of the M&E Officer. This exercise was conducted following comments from Sida on a previous version of the PRODOC, theory of change, logical framework, and indicators. The programme team were supported by PARDEV and Better Work, who facilitated a workshop on identifying challenges and designed impacts and building the theory behind the intervention through inputs and two levels of intermediary outcomes. The purpose of this work was to ensure a comprehensive document which could be used to develop monitoring tools, measure performance, and presented to donors.

The updated PRODOC has a logical framework and a visual theory of change diagram with an accompanying narrative description. Both of these are very comprehensive and cover the objectives of the programme.

The programme has produced four theories of changes, an overall theory of change showing the interlinkages between the three different levels of the project and a theory of change for each of the three levels; factory, sectoral, and national. The overall theory of change lists a series of challenges which link to the needs of stakeholders addressed in the relevant section of this report.

Overall Coverage, Missing Elements and Needed Updates

The theory of change's narrative provides an explanatory link between the theory of change and the more linear logical framework. Review of the documents suggest the majority of the different elements of the logical framework are included in the theory of change. Every intermediary outcome in the three theories of change for the levels of the programme can be linked to an output of the logical framework. The evaluation found these links to be logical and in alignment with the needs described in relevance. There are however some areas where the programme would be advised to review and consider amendments or additions for the theory of change. The report will focus on these elements, while acknowledging that much of the theory of change remains valid.

Challenges

The theory of change diagrams lists the challenges identified by the programme. These are 'low labour productivity, low private sector competitiveness, low wages, soft skills and productive labour force, limited institutional capacities, limited institutional framework for wages and working conditions, low unionization and collective bargaining density, low social protection coverage and OSH support mechanisms, and lack of grievance handling and dispute prevention and resolution procedures' (p13 PRODOC). These challenges match those identified by programme stakeholders during the evaluation and remain valid today. The main outstanding challenge which should be added into the theory of change is the disruptions caused to the sector by the COVID-19 pandemic. Although many of the challenges connected to COVID-19 are already listed, and the pandemic is enhancing them, the large impact the pandemic has had on the industry and the fact that many of the impacts will continue to be felt for a number of years to come, suggest COVID-19 should be

added as a challenge on its own. The consequences of it on the industry need to be unpacked in more detail and considered when reviewing the connections and assumptions. The other recommendation from one ILO staff member was to revise the wording on low unionization and collective bargaining density to 'low union density and negligible collective bargaining coverage'.

Key Causal Assumptions:

The theory of change has key causal assumptions and a series of linkages between the different levels of the interventions. The linkages contained within the theory of change are also a list of assumptions which need to hold true for the programme to achieve the change it hopes to support. The evaluation found that most of the causal assumptions held true. The causal assumptions were also discussed in a workshop with the programme team at the end of the data collection period which agreed with this assessment. The main areas for review are:

'Assumption a: Compliance is a priority objective for Government as a means of creating decent employment, mitigating inequalities, generating economic growth and contributing to poverty reduction.' The programme also assumes that compliance is a priority area for other stakeholders, particularly factories, and this should be explicitly added into the assumption.

'Assumption c: Strengthened organisational and institutional capacity ensure the necessary knowledge and institutional base to support policies and legal framework formulations, implementation and monitoring.' There is evidence that strengthened organization and institutional capacity does help improve the knowledge base. The second half of the programme will be important to demonstrate the improvements in the knowledge base can strengthen the development of and implementation of policy at all levels of the programme. The strengthened capacity also requires the will and commitment of stakeholders to push for genuine change.

'Assumption d: Socio political environment allows for freedom of association of the sector.' There has been progress in this area in 2021 which suggests the assumption is valid. This conclusion would not have been reached in the initial stages of the programme, but the significant work on supporting trade unions at the factory level, including 8 in the FDI factories marks a significant improvement. Progress remains incremental, and this could be added into the assumption. For this assumption to remain valid though, considerable advocacy to continue this work and ensure the trade unions have meaningful and free opportunities in the factories will be necessary.

Assumptions linked to the continued ability of government ministries and factories to participate in the programme given COVID-19 and political upheaval are also needed. To date neither the COVID-19 pandemic or the civil conflict in the north of Ethiopia has created a terminal break in the theory of the programme. The political upheaval has probably slowed down progress towards endorsements of policy changes. Given the recent escalation of the conflict and the removal of Ethiopia from access to AGOA from January 2022, reviewing how the assumptions might change are important. The impact of the COVID-19 is clearer. Access to the factories was stopped for a period of time, activities needed to focus on immediate wage relief and COVID protection awareness, and policy makers' attention was focused on the response. These though are short-term impacts. The programme team needs to consider if longer term assumptions related to COVID-19 and linked to the challenges listed above need to be built into the theory of change, which could acknowledge the potential economic threat to the factories but also include the opportunity provided by a greater awareness of the importance of occupational health.

One of the purposes of the gender analysis was to allow the programme team to review and make changes to the theory of change and the logical framework to ensure the programme is adequately

using a gender lens at all stages of the programme cycle. Challenges and assumptions on gender should also be added into the theory of change. The gender analysis should provide a richer analysis, but potential assumptions could include:

- Creating safe, respectful and sustainable jobs for young women as laid out in various policy and strategy documents remains a priority for the government of Ethiopia in the textile and garment sector.
- Building the gender capacities of stakeholders at different levels will contribute to the overall compliance of the legal provisions and ensure stability of workers, improves productivity and competitiveness, supports sustainable and socially inclusive investments.
- Empowering and enhancing skill capacities of women in factories leads to improvements in employment and promotion opportunities, awareness and compliance with women's maternity and health rights, and enhances respectful communication.
- Factories continue to allow access to programme staff to provide soft skill and other training focused on strengthening gender equality and women's economic empowerment.

Risks: Risks are laid out in a risk matrix in annex 10 of the PRODOC. Any assessment of the risks and assumptions made when the programme was designed must start with the acknowledgement that the biggest context change during the life of the programme, the COVID-19 pandemic, was not foreseen by anyone, and it would be unreasonable to assign any judgement to ILO on this risk. At this point of the programme with the context changes which have occurred, ILO should thoroughly review the risk matrix and consider mitigation strategies in certain areas. These include:

- International buyers continue to source from Ethiopia and require social and labour compliance from enterprise they are sourcing.

This risk is threatened by the recent suspension of Ethiopia from AGOA from January 2022 by the US Government. If this is continued there may be a significant number of factory closures for the factories who rely primarily on US buyers.

- General economic growth and performance of the sector will be conducive for improved labour relations and higher productivity.
- Political decision making is slow and cumbersome, national partners and stakeholders change constantly and in case of government changes following elections, there is a risk that implementation may be delayed

Economic growth and the speed of decision making has already been affected by the pandemic and the conflict in the north. Should the conflict continue to escalate, these risks will become much more significant.

- Management of participating enterprises are willing to cooperate with the project and ready to implement the necessary improvement plans.

ILO staff did identify it was important to strengthen the engagement of the management of some participating enterprises in the training aspect of the programme and identifying training which is attractive for this level of management should be a priority in the second half of the programme to help strengthen ownership at this level.

- Project stakeholders will have manageable levels of staff turnover and be able to sustain effective working groups

- Participating enterprises will have manageable levels of staff turnover and be able to sustain learning

These are both identified as low risk. The programme might want to consider if this should be moved to a medium risk. One of the challenges factories shared with the evaluation on the sustainability of the intervention was the turn-over of staff who participate in the OSH and PIC Committees and who receive the training. The majority of factories shared they had been able to address the turn-over in the PIC and OSH Committees by replacing and training new staff:

“When someone leaves, we assign a new member and then we give them training and they will join the OSH committee.” (OSH Committee)

“Our OSH committee members work for years, for example we stayed for long years but if someone leaves, we will select and train one of the employees and add him/her to the groups.” (OSH Committee)

However, some challenges were noted by factory managers:

“Turnover is one of the factors to retain skilled or trained workers.” (Factory Manager)

“The SCORE activities are inactive because a few of the team members left the factory and the management is working on building a new team” (Factory Manager)

“Given the high turnover, it takes time to equip new members of the OSH committee and PICC. This slows down the progress made.” (Factory Manager)

Labour inspectors also noted the turn-over of staff as a key challenge:

“Training and specialization courses are provided by Gondar University with an aim to minimize the skill gap but after graduates join, they immediately leave because of low pay” (Labour Inspector)

Sequencing and Timing of the Outputs and Outcomes

The programme requires multiple elements being worked on simultaneously to achieve the overall desired impact. However, not all elements of the programme can or should move at the same pace. Better Work and SCORE activities are better suited to more immediate movement than activities which focus on delivering policy level change or institutional capacity building. Progress has been made in many areas of implementation, but some aspects will take longer to implement. It would therefore be expected the programme may have to go through various rounds of implementation of Better Work and SCORE activities as well as others which involve training at the factory level, while more incremental progress is made on policy level areas such as minimum wage setting and institutional capacity building, such as strengthening the labour inspectorates and the capacities of workers’ and employers’ organizations to support improved social dialogue. Social dialogue improvements with the contributions of employers’ and workers’ organizations should reinforce and strengthen further the productivity gains. This though requires the strengthening of the capacities of the workers’ and employers’ organizations which requires a longer timeframe than the immediate gains from Better Work and SCORE and thus like the work of LABADMIN/OSH and its VZF programme, feeds into the changes later in the programme.

The logical framework for the ONEILO programme builds these cycles to an extent, with each year of implementation expecting to see the amount of factories using Better Work and SCORE services and the numbers of workers and managers involved in training and worker-manager committees

increasing. This sits alongside the work on minimum wage, the development of an EII system and increased social dialogue. However, the feedback loops of data from the factory level interventions to impact policy and institutional change at the national and sectoral level could be more clearly laid out in the of the theory of change. This would include considering how data from the factories can be used to impact areas such as the strengthening of the labour inspection system and the updating of policies such as the OSH Directive. Additionally, given the institutional strengthening of government ministries and agencies, employer federations, and social partners is likely to take significant time and investment, clarifying within the theory of change, how this process works and impacts the other outcomes of the programme would be beneficial.

The theory of change relies on significant input from different levels of government, both in revising and passing policy change and in ensuring capacity and accountability in the government institutions which are responsible for implementing government policy on a day-to-day basis. The policy change process is slow moving. The evaluation identified there is an awareness among stakeholders of the importance of addressing the significant challenges identified in the theory of change, including the capacity of the labour inspectorate, the need for a minimum wage, and the strengthening of the employment injury insurance system. What is not yet clear is if the political will and capacity exists to ensure the necessary changes are the programme is focusing on are institutionalized following both the re-structuring of government offices which took place in September 2021 and the disruptions and potentially changing priorities caused by the civil conflict.

Emphasis on the role of the trade unions and employer federations

ILO identified a series of linkages during the development of the overall theory of change. These provides the links for how the work conducted at the factory, sectoral, and national level combine together to produce the necessary change. The linkages are split into 4 areas; enabling environment, Ethiopia desired sourcing destination, participatory minimum was setting mechanism in place, and sustainable OSH prevention, protection and compensation system in place. In all 4 areas there is a significant reliance on workers' and employers organizations to use enhanced capacity to support communication, support their members, and engage in meaningful social dialogue.

As noted previously, the limited capacities of both the workers' and employers' organizations in Ethiopia is one of the challenges affecting the sector. Many of the impacts at the individual factory level through SCORE and Better Work can be achieved directly with the factories. Similarly, institutional capacity building of government entities and through policy development through LABADMIN/OSH and its VZF programme, INWORK and SCORE training are also possible, although harder, without the employers' and workers' organizations. However, for the long-term success of the programme, the employers and workers need to be actively involved particularly given the importance of industrial relations, workplace cooperation, and collective bargaining to the overall programme. This requires support from their representative organizations. As noted in the assumptions section above, institutional capacity building of the employers' and workers' organizations has accelerated in 2021. Following a lengthy contracting period, the programme is working with the Textile Association to strengthen unions at the factory floor level, and to date has managed to contribute to establishing 8 unions in FDI factories, a notable achievement if this can be sustained given the previously mentioned low level of union access in the investment parks.

It was noted in the PRODOC that there are two umbrella employer federations, the Ethiopian Employers Federation (EEF) and the Ethiopian Industry Employers' Confederation (EIEC). There are also textile and garment sectoral groups. The PRODOC noted that 'the limited work relationship between EEC and EIEC and the textile federation is affecting sectoral level dialogue'. Considerable

work on addressing this challenge was conducted in 2019 and 2020, leading to a merging of the EEF and EIEC, which paved the way for accelerated work on capacity building. However, it is reported that internal tensions are impacting the work again. It is still too early to assess both the impact and sustainability of this work. The programme has worked through a bottom-up approach with trade unions at the factory level and with the Investors Association on the employers' side, while working on advocacy with the national representatives. As the programme moves forward, it needs to both consider how to deepen the engagement of the national representatives in activities and identify if there are more nuanced linkages within the theory of change which recognizes the contributions of different institutions at different levels of the programme.

Willingness of Factories to Participate

The design of the programme relies on a large enough number of factories being willing to participate in the programme so that data can be fed back into the rest of the work of the programme. The level of factory involvement has not expanded at the targets which were set at the start of the programme, which is probably mainly due to the stagnation rather than expansion of the industry as a result of the pandemic and potentially the conflict but may also reflect a reluctance to participate in the programme anyway regardless of COVID-19. However, the current factory participation is significant enough to provide the necessary impetus for the other aspects of the programmes. The ONEILO nature of the programme enhances this as factories are able to participate in different services offered. Where the programme could push more is for the factories and labour inspectors to be more integrated.

COVID 19

Although as noted above the pandemic has created challenges for the garment sector, it has not made significant long-term impacts on the types of needs which existed within the industry. What it has done is enhanced them. The issues of worker well-being, productivity and competitiveness, and enhanced accountability in government institutions remain today. The tensions between some of the elements of the programme have been brought into more immediate focus though. Factories have faced an increase squeeze on finances as many of them were initially forced to shutter for 2-3 months and supply chain issues remain today. Institutional labour law reforms and higher wages through the setting of a minimum wage can create tension with productivity and profitability targets. At the same time, the pandemic has reinforced the importance of worker health and safety. From the point of view of the theory of change, COVID-19 has the biggest impact on the assumptions and risks, and the sequencing of the programme's theory. Work on compliance and productivity within the factories has been able to recover from some initial delays but policy changes which will impact the factories will take longer.

Understanding of the theory of change

The interlinking nature of the programme was understood by most stakeholders. Factory workers and managers identified the interlinkage between productivity and working conditions. Managers in particular stressed the importance of linking their internal compliance issues with the capacities of the local labour inspectorate and the national level policies.

“Both OSH and SCORE are very important and complement each other. Without safety of the worker, there is no production and if the focus is only on production the factory will lose employees” Factory Manager

Tripartite constituents also recognized the impacts of working on the different aspects of the programme including strengthening compliance at the factory level and the capacity of government actors to both support and enforce compliance issues. There has also been an increased awareness of the importance of collective bargaining and involving both the workers' and employers' organizations.

“It does really help in terms of really creating the decent job creation in the country- it helps companies to have better compliance systems. It helps workers to have skill productivity improvement- within the SIRAYE project, there is a range of other projects which are well integrated. This is one of the key areas for moving the decent job creation.” (Employers' Representative)

“The different components fit well together. For example, SCORE helps to increase productivity, and the work in relation to labour inspection supports companies to keep and employees exercise rights. This fits together in raising productivity and companies to be able to share gain with employees.” (Government Representative)

ONEILO-Validity

The key takeaways from the ONEILO approach in the validity criterion are

- The interlinking nature of the programme was fairly well understood by stakeholders which helps strengthen ownership of the collective intervention.
- There is one theory of change and logical framework which helps demonstrate the overall goal of the programme, and probably contributes to stronger coherence of response. However, for a ONEILO programme, attention does need to be paid to demonstrating in the theory of change, how the different timescales of the components fit together, and showing both how feedback loops from one component of the programme fits into other areas, and how the programme contributes to sectors beyond the target sector.

3.3 Coherence

8. To what extent has the Programme demonstrated synergy and complementarity among its different components (BW, LABADMIN/OSH and VZF, SCORE and IR) and accordingly intervention logics, as such avoiding duplication of efforts? What is the 'value-added' of the comprehensive approach?
9. Is the Programme aligned with and integrated into global ILO programs – Better Work, SCORE, VZF, INWORK, etc.?
10. How well aligned is the Programme strategy with the Decent Work Country Program (DWCP) and United Nations Sustainable Development Cooperation Framework (UNSDCF)/UNDAF?
11. Does the Programme benefit from and/or contribute to other ILO and non-ILO development cooperation projects and strategic priorities that are being implemented at country level? How?
12. Are the Programme interventions in line with donors' priorities?

A main driver behind the ONEILO programme was to harness the synergies of different ILO global programmes and reduce inefficiency and duplication of efforts and resource. Overall, the programme appears to have taken advantage of this opportunity, with the caveat the different teams took a short while to work fully cohesively together and coordination at the global level could be enhanced.

- Initial cohesion

A common theme from interviews with the Ethiopia team, which was backed up by interviews with the technical backstoppers was that the programme team in Ethiopia works cohesively as one unit but there were initial teething problems in the first stages of the programme. This is not surprising given this was the first type of this multi-projects programme implemented by ILO. A small number of staff members commented that they weren't fully aware when initially recruited that their programme was part of a broader more holistic programme, although this is reportedly clear in the job descriptions. It was also noted that more detailed briefings from the technical backstoppers from the other parts of the programme would have been useful initially. It was reported the recruitment of the M&E Officer and subsequent development of the integrated theory of change and work plan considerably helped in building a cohesive team. The sequencing of the review of the theory of change and development of work plan was intentionally spaced to ensure it took place after team members were on-board. A participatory approach to developing a new version of the theory of change was supported through a workshop with PARDEV and Better Work which included the involvement of all team members.

The programme's team members were keen to stress these were initial concerns which were rapidly addressed and subsequently team cohesion has been strong. Despite the work from home order which has been in effect for over a year now, the team has managed to continue to work collaboratively on the programme. In fact, some of the team argue the work from home approach has improved team cohesion as the regularly scheduled and ad hoc virtual calls ensures interaction between the team, a dynamic which may not be present in an office setting, despite the close proximity of the team to each other.

"I think the group is stronger now because of COVID, we have weekly meetings and also have individual component meetings, so have more focused communication." (ILO Team Member)

The cohesion of the team demonstrates a strength of this particular ONEILO approach, namely that of housing the team with one PRODOC, M&E plan, and workplan, which is overseen by one CTA. This design strengthens the collective action of the programme. Regular planning and coordination meetings of the team have helped to reinforce the cohesion of the team. This may have proved more difficult with different teams having different reporting lines and separate work plans.

Synergies and avoidance of duplication of effort

There is evidence the combined nature of the programme reduced the duplication of effort as ILO leveraged synergies between the programme in its implementation. This can be identified in the implementation of the programmes at the factory level, the connections between the factory and the national level, and also through the administration of meetings and workshops.

Complementarity in the implementation of the programme can be seen in the combining of activities and ongoing support provided within the individual programmes to date. For example, Better Work has supported in SCORE factories once the initial three-month intensive support is complete. The Enterprise Advisors in these factories remain and should be able to provide follow-up support. The programme has attempted to enhance this by assigning Enterprise Advisors with an engineering background to factories where SCORE is implemented. Similarly, the Better Work and VZF programmes both conduct assessments at the factory level. Joint assessments were conducted to both minimise the time impact on the factories and enhance cooperation with the programmes.

Another example of the synergies of the programme is the combined work of Better Work and SCORE in developing and implementing the women leadership development programme through coordination from the inception of the intervention to the implementation of the pilot phase at Bole Lemi and Hawassa Industrial Parks. Experience sharing workshops is being arranged and a second phase is due to begin from the end of November 2021.

However, some ILO team members did share concerns that the level of coordination had dropped more recently. It was reported that Enterprise Advisors and SCORE Trainers coordinated less as it was harder to sync schedules as the programme had progressed. It is possible that some of this perception is due to a misunderstanding of the dynamics of certain programmes. For example, some team members, when asked to share examples of reduced collaboration, noted that joint visits between Better Work and VZF field staff had not taken place since February 2020. However, the VZF approach is to undertake an assessment of the drivers and constraints for OSH improvements in the target supply chain and as such participated in the Better Work assessments at the factory level early in the programme as part of this process. This allows VZF to inform the design of intervention models that combine national and sectoral regulatory, institutional and factory level activities, and can be implemented in collaboration with other ILO programmes and external stakeholders. Thus, no joint visits would be expected. It was reported that there have been attempts to identify ways to reinvigorate ways for the Enterprise Advisors to follow up the work of the SCORE intervention, and as noted SCORE and Better Work are collaborating on the women's leadership training. Overall, the level of coordination between the components was identified as strong. This concern over a slight reduction in the level of coordination was reported by some ILO staff though and thus it is important to ensure that team members are clear on where coordination would be expected and that efforts to maintain a strong of collaboration are maintained.

The Better Work and SCORE programmes are most directly involved in the factory level aspects of the programme. LABADMIN/OSH and INWORK have a more direct impact on the sectoral level with the training of labour inspectors, and the VZF programme, GEIP, and MULTI are more immediately involved at the national level. Many of these programmes do though have impact across the levels. INWORK for example has developed the sexual harassment training module for implementation in the factories. The work at the factory level can both provide data and information to support the work at the sectoral and national level and also drive it through sharing particular challenges which need advocacy. For example, one of the challenges facing factories stems from not being able to be compliant in certain areas of the Better Work checklist assessment because the regional or national authorities have not provided the necessary certification, which are issues beyond the factories' control. An example of this is the safety inspections which allow the certification of boilers in factories. One programme, in this case Better Work, is able to identify issues such as these and pass them onto another programme or technical unit, such as work with VZF or LABADMIN/OSH for attention in its work with regional and national authorities. Most of the stakeholder platforms the programme has organized bring together multiple stakeholders and allows for challenges to be discussed and solutions considered. The ONEILO programme provides efficiencies here as well, as issues from different components can be raised at these platforms, rather than each component needing to organize a separate platform.

The integrated nature of the programme supports a reduced administrative burden for the key stakeholders in the country. Instead of there being 3-4 steering committees for different projects, which would probably be comprised of mainly the same individuals, the programme is able to combine this into one steering committee. This approach is not unique to the ONEILO approach as there are many examples of various ILO projects operating under the same steering committee in

other countries. However, regardless, it is a positive benefit for this programme. Indeed, this was one of the drivers of the Government's desire for a combined programme during the design phase. This benefit is also felt by factories and other stakeholders, who do not have to work with different projects operating on different cycles. A significant driver of this is the assignment of one CTA to oversee the programme. This helps the streamlining of coordination with external stakeholders.

The programme is also able to support a comprehensive M&E system with one theory of change, logical framework, workplan, and monitoring system. Without the ONEILO approach the programme would be multiple individual projects with separate PRODOCs and the various M&E tools. The integrated nature of the programme supports a M&E Officer to oversee this, a position which is often not resourced in individual projects and helps strengthen the project management of the programme.

Complementarity enhanced during COVID-19

The challenges of access and implementation during the COVID-19 pandemic have helped enhanced the complementarity of implementation and provided additional value add to the programme. The COVID-19 impact assessment targeting workers and managers were conducted with the involvement of VZF programme, Better Work, and SCORE. COVID-19 provided specific access challenges for various reasons including the closure of offices and the strict no-travel restrictions imposed by the UNDSS on UN staff. This meant Enterprise Advisors were not able to access the factories to conduct assessments. As SCORE trainers worked for different institutions and were abiding by the safety protocols of those institutes, the SCORE trainers were able to access factories more quickly than the Enterprise Advisors. ILO was able to use this opportunity for the SCORE trainers to facilitate some of the Better Work assessment visits on behalf of the Better Work Enterprise Advisors, which involved SCORE trainers facilitating from the factory and Enterprise Advisors providing remote online support. This approach did require effort in sensitizing the SCORE trainers to the Better Work model, and SCORE is not implemented in all of factories Better Work is present in, but the multi-layered nature of the programme, allowed the adaptation to the new context and ensure the continuation of activities during the initial stages of the pandemic.

Other synergies included developing the COVID-19 SME checklist and then upgrading SCORE's module 5 by the SCORE programme to turn it into the ILO OSH and SMEs module with SCORE and Better Work's input. This was a request from Ethiopia, and was developed at HQ with input from SCORE and VZF country programme team members. The recruitment of local trainers was conducted by LABADMIN/OSH country programme staff and following piloting, support for revisions given from HQ.

The pandemic has heightened awareness of the importance of OSH and enhanced the prominence of the VZF aspects of the programme. VZF was well placed to lead in various of the COVID-19 responses, particularly in supporting the development of COVID related OSH protocols at a national level and rolling them out at the factory level. The programme was able to leverage its position within the factories through the Better Work programme, the data which had been collected and the relationship it had with the tripartite constituents to ensure the VZF team could lead on the COVID response on behalf of the programme.

Given the programme has been able to effectively respond to the COVID-19 pandemic, ILO should analyse whether the lessons learned from the sharing of responsibilities during the initial stages of the pandemic can be capitalized for future projects or where future activities are impacted by significant global shocks. ILO is commissioning a global evaluation of the BMZ funded support to

garment factory workers, and the programme may be able to share lessons learned and good practices from their experience in this exercise.

Alignment with global programmes

The programme aligns with the global programmes of the ILO. ILO staff who participated in the evaluation highlighted how the programme's goals address some of their key priorities. Country office staff reported their satisfaction with the high level of support from the technical backstoppers in their respective global programmes. There is also evidence of significant ownership of the programme from the main global programmes involved in it, particularly those which have a project manager on the ground in Ethiopia where there is regular communication. It should be noted that units which do not have project managers specifically assigned to their programmes commented they had less day-to-day involvement in the programme than others, with some believing this had contributed to some delays in either communication or implementation of activities.

Areas for improvement in coordination

Although stakeholders were of the opinion that coordination between the different programmes in ONEILO was generally good during the implementation of activities, the evaluation did still identify areas for improvement. One of these is the combined coordination between the global programmes and the country team as a joint process. There was an initial coordination structure set up at the Geneva level at the start of the programme, but this has not continued. Instead, the global programmes coordinate bilaterally with their counterparts in Ethiopia but not jointly together with all programmes at Geneva and the country programme leadership. This gap was reported to create two main issues. It was reported by some stakeholders for global programmes which do not have a project manager or focal point in Ethiopia that the information flow about the programme was at times a challenge. This was reported by some backstoppers to have contributed to delays in certain aspects of programme implementation. The evaluation is unable to take a judgement as to whether this did contribute to delays or was more linked to a lack of information about why delays had occurred.

“There isn't a particular unit which it (our work) falls under in Ethiopia and it is difficult to understand who to influence it in Ethiopia... It doesn't really fit into anyone's remit.” (ILO Staff)

“Getting attention from the team in Ethiopia has been hard at certain times. Would be good to know if some system could be put in place to help units who don't have people in place on the ground.” (ILO Staff)

“I think in Geneva we are not necessarily talking as often as we should.” (ILO Staff)

The other purpose for a coordination structure would be to support the ongoing planning for the programme and address at an early-stage upcoming challenges linked to funding and how to integrate future activities together. Funding for programmes runs out at different times. The VZF programme funding was due to end at the end of 2021, but a no-cost extension was granted in December 2021 for an extra year. However, this still ends before the planned end date of the programme. In interviews, ILO staff shared their belief that a coordination system would help address this. This is discussed further in the sustainability section.

The majority of the technical backstoppers interviewed for the evaluation suggested that if starting the programme again they would advise this type of coordination system to be adopted, and for the

remaining part of the programme this should be set up, although during the findings workshop there was less enthusiasm for this structure.

“I think one thing which might be useful would be to meet more together as a HQ team- I interact with Better Work a lot but don't hear too much about the other sectors. In Ethiopia they usually sit in the same office, although they cannot do this at the moment due to COVID ... This is not happening at the HQ level.” (ILO Staff Member)

The position of the evaluation is that such a structure would support increased awareness of progress and challenges in the programme and help provide solutions when needed and enhance planning for future interventions and funding. Ideally responsibility of leading on the coordination would be shared by a focal point in the country programme and a focal point in HQ. It may be effective to have the focal point from one of the global programmes which has less day-to-day involvement in the programme, to enhance ownership of the programme with these departments. However, ILO needs to decide if there is a utility to this type of regular meeting, and continue the discussions during the workshop. ILO should thus discuss internally whether this type of mechanism would be useful, and what form it would take, such as a quarterly coordination meeting or a six-monthly update presentation from the programme team.

Alignment with the P&B, DWCP and UNSDCF/UNDAF

Ethiopia has recently agreed its latest DWCP which was launched in May 2021. The last DWCP expired in 2015 and was extended until 2017. Work on developing the new DWCP was ongoing since 2017. The programme aligns with many priorities of the DWCP. The DWCP has three priority areas, People, Prosperity, and Industrial Relations, Social Dialogue and Tripartism. These are linked to four Country Programme Outcomes. The project is aligned to all outcomes; CPO 1: 'All people in Ethiopia enjoy the rights and capabilities to realize their potential in equality and with dignity', CPO 2: 'All people in Ethiopia benefit from an inclusive, resilient and sustainable economy', CPO 3: 'All tripartite partners in Ethiopia and their constituents have increased engagement in industrial relations, social dialogue and tripartism', and CPO 4: 'All workers, employers and their representative organizations in Ethiopia advance the enjoyment of fundamental principles and rights at work.'

The link to CPO 1 comes from the programme's focus on gender equality and empowerment of women workers, and thus aligns with output 1.2: 'Policies, legislation, regulations and institutions are strengthened to promote gender equity and non-discrimination in all spheres of work.'

The programme aligns to CPO 2 through the focus on increasing productivity, improving working conditions and the revision of the OSH Directive, the implementation of a national minimum wage, and the building of the capacity of government institutions and factories to implement social protection schemes such as the EII scheme. This includes output 2.4, 'Social protection programmes and systems are strengthened to enhance the resilience of the most vulnerable', output 2.6 'Policies, regulations and institutions are strengthened to ensure occupational safety and health in workplaces and strengthen the labour inspection system for increased productivity and improved working conditions', and output 2.7 'Policies, regulations and institutions are in place to set and implement an evidence-based minimum wage in Ethiopia.'

The programme aligns to CPO 3 through the attention paid to improving social dialogue among all tripartite partners. Specifically, this includes output 3.1 'The Government's capacity is increased at national and subnational level to improve the performance of institutions of social dialogue and promote tripartism and output' 3.2, 'Policies, regulations and institutions are strengthened to

promote and ensure compliance with fundamental principles and rights at work in the interests of industrial harmony, enhanced organizational productivity and competitiveness.’

CPO 4 focuses on the ability of the social partners to advance the enjoyment of fundamental principles and rights at work, and thus the programme’s focus on enhancing the capacity of the workers’ and employers’ representatives aligns with this outcome. In particular, the programme supports the achievement of output 4.2, ‘The institutional capabilities of EMBOs and workers’ organizations to influence policymaking and engage in inclusive social dialogue are increased.’

The PRODOC cover page refers to the programme aligning to P&B outcomes for 2018 and 2019, namely 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’. The 2020-21 P&B outcomes are different, but the design of the programme can be seen to align with various of the outcomes. The 2022-23 outcomes are the same as the 2020-21 outcomes.

Outcome 1, ‘Strong tripartite constituents and influential and inclusive social dialogue’ links to the work in objective 3 of the logical framework, and particularly output 3.1 ‘Workers’ and employers’ organisations effectively represent their memberships & have the capacity to engage in dialogue and negotiations that generate quality policy out-comes at all levels.’ As noted in other sections of the report, this work has initially focused on relationship development and arranging platforms for dialogue and wouldn’t yet have contributed to the outputs 1.1 ‘Increased institutional capacity of employers and business members’ and 1.2 ‘Increased institutional capacity of organizations workers’ organizations’ but has the potential to contribute by the end of the programme. The P&B document also recognizes the importance of an effective labour administration system, and thus the work conducted in objective 1 of the ONEILO programme, particularly outputs 1.2, 1.3, 1.4, and 1.5 which all focus on increasing the capacity of the labour inspectorate and thus align with output 1.3 of the P&B, ‘Increased institutional capacity and resilience of labour administrations’.

The ONEILO Siraye programme aligns with P&B outcome 2, ‘International labour standards and authoritative and effective supervision’ through the work on the M&E Declaration which aligns with P&B output 2.2 ‘Increased capacity of Member States to apply international labour standards’ and the work done by LABADMIN/OSH and its VZF programme on supporting the development of new OSH guidelines.

The SCORE component of the programme aligns with P&B outcome 4, ‘Sustainable enterprises as generators of employment and promoters of innovation and decent work’ and the focus on improved productivity in output 4.2, ‘Strengthened capacity of enterprises and their support systems to enhance productivity and sustainability’.

Outcome 7 of the P&B is ‘Adequate and effective protection at work for all’. The programme’s focus on OSH, freedom of association, the minimum wage, and compliance with labour standards all align with this outcome.

Objective 4 of the programme aligns with outcome 8 of the P&B, ‘Comprehensive and sustainable social protection for all’. The work to strengthen the capacities of POESSA and PSSSA and the attempts to strength social protection at the factory level contribute to this objective.

The programme may also in future contribute to outcome 6 on gender equality, although this would depend on whether the learning from the programme’s focus on sectoral and factory level

improvements in gender equality can be translated into policy level changes and enhanced capacity of the member state.

The broad contribution of the programme to the 2020-21 and 2022-23 P&B outcomes is demonstrated by the fact there is direct connection to at least 5 out of the 8 P&B outcomes, and the contributions to the outcomes come from all the components and global programmes involved in the ONEILO programme. As noted in other sections of the report, the different programmes have in many cases enhanced each other's effectiveness by working together, thus suggesting the ONEILO approach can play a significant role in enhancing national contributions to the P&B outcomes.

The DWCP was developed to align with the UNSDCF and as such given the programme aligns with the DWCP, it can be inferred it also agrees to the UNSDCF. In particular, the programme aligns with the third pillar of the theory of change of the UNSDCF, 'All people in Ethiopia benefit from an inclusive, resilient and sustainable economy.' The intended impact of the programme aligns with some of the challenges in the UNSDCF including a 'lack of transparency and accountability in governance systems', 'low productivity and weak market integration' and a 'limited social protection system.'²⁰. The programme aligns specifically with outputs 3.1.3, 3.3.1, 3.3.3, and 3.4.

Contribution of other ILO cooperation projects

There is some but limited evidence of contribution to other ILO cooperation projects. The involvement of the PROSPECT and PROAGRO projects in the MNE Declaration workshop is the main example of coordination between ILO projects. Other examples were not shared with the evaluation team.

Cooperation with non-ILO development projects was not built into the initial design of the project, but the COVID-19 response has provided an opportunity for ILO to coordinate with other agencies. ILO contributed to the [ONEUN Assessment of the Socio-Economic Impact of COVID-19 in Ethiopia, published in May 2020](#). ILO has also been well positioned to work closely with MoLSA and other stakeholders in developing and raising awareness of OSH COVID-19 protocols and wage subsidies for workers.

ILO has also been involved in the development of a working group under the job sector within the UN Cooperation Framework focused on the garment industry. This should help support collaboration with UNIDO, UNDP and UNWOMEN who all work in this sector. ILO has been proposed as the chair of this working group.

Alignment with Donor Priorities

Donors who were interviewed during the evaluation were positive in their opinion of the ONEILO approach. The donors stressed they are keen to see ILO replicate the holistic approach of the programme and interested to see how successful the implementation of this programme is.

"We are very much supportive of it. In an ideal world there would be one ILO Country Programme which everything goes into. The programme is excellent in terms of how it works." (Donor representative)

Donors also stressed how the programme aligned with their goals. Different donors have particular interest in different aspects of the programme but those who participated in the evaluation indicated they were happy with the programme's broad nature and accepting other priorities are

²⁰ https://ethiopia.un.org/sites/default/files/2020-10/ETHIOPIA%20UNSDCF%202020%202025%20SIGNED_1.pdf

also addressed. The interrelated challenges facing the industry in Ethiopia are acknowledged by the donors.

ONEILO- Coherence

The key takeaways from the ONEILO approach in the coherence criterion are:

- Coherence in the programme has been enhanced by strong teamwork. Some initial challenges presented themselves, but the relatively quick set-up of the programme team contributed to ensuring these challenges were addressed.
- There are examples of reductions in the duplication of effort from different components being able to work together, share resources, and feed data from one activity in other activities.
- It will be important to constantly assess teamwork and cooperation between components to ensure coherence is maintained. The approach of an integrated programme under one CTA can support this. If there were individual projects with many CTAs and different logical frameworks it would probably be harder to maintain cooperation and synergies. In this approach, it is easier to maintain oversight of priorities and implementation status, including how delays in one component may impact another.
- The programme is aligned to a wide number of P&B outputs and other frameworks. Assessing the full contribution to the P&B will be important in the final evaluation and it may be difficult to fully assess whether individual projects would have matched this potential contribution but the broad range of areas the ONEILO programmes is significant.
- There have been inputs from many components of the programme which has strengthened the COVID-19 response. The example given in the text demonstrates how different components worked together to enhance the response.

3.4 Effectiveness

13. Is the Programme making progress towards its planned objectives? Will the Programme be likely to achieve its planned objectives upon completion? What are the main constraints, problems and areas in need of further attention? What have been the most successful elements of the Programme?
14. How have stakeholders at national, sectoral and global level including the private sector been involved in the implementation of the Programme? Has the programme management and implementation been participatory?
15. How do stakeholders perceive the effectiveness of the Programme?
16. How appropriate and useful are the indicators described in the PRODOC in assessing the Programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate?
17. What have been the strengths and weaknesses of SIRAYE?
18. What are the most valuable contributions of the SIRAYE Programme to address the challenges of Ethiopian textile and garment sector outlined in the programme theory of change (TOC)? Which key success factors, mechanisms and circumstances can be identified?
19. Do programme outputs and outcomes to-date benefit/affect women and men differently? If so, why and in which way?
20. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic? To what extent does the Programme design need to evolve to address the changes driven by the COVID-19 crisis?

Progress of the programme

Overall, the programme has been steady progress towards meeting many of its planned objectives but is behind in some of the activities and outputs which may make it challenging to achieve all objectives. This concern is mitigated to an extent by the adaptive management approach of the programme. The programme has been affected by the COVID-19 pandemic and the outbreak of civil conflict. The former has impacted the ability of ILO to conduct activities throughout the country, with the later leading to the closure of factories in Mekele which were involved in the programme. The current trajectory of the conflict potentially threatens other investment parks as well.

ILO monitors progress of the programme through an Indicator Performance Tracking Table (IPTT). This tracks performance on each outcome and output indicator against annual benchmarks and the cumulative target for the programme. The programme completed an update from January 2019 to June 2021, representing the first half of the programme. A review of the document shows:

- The programme is ahead of its scheduled 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.
- The programme has not yet updated its new gender outputs and should undertake this as a matter of priority.

Objective 1

Objective 1 focuses on compliance with national labour law and international standards. It has two main foci, increasing the planning, information management, and knowledge capacity of the labour inspectorate through LABADMIN/OSH, and implementing factory level assessment and remediation plan through implementing Better Work. For the overall objective, the programme has met the mid-programme milestone of 50,000 workers benefitting from the PICCs but is behind on the percentage of factories with no non-compliance zero tolerance issues. For output level indicators, the programme is behind target on the overall number of factories receiving Better Work services but is performing above target indicators of those factories who are receiving Better Work services and implementing the factory roadmap. The PICCs and OSH Committees also have a higher ratio of female to male workers than the logical framework target.

For the remainder of the programme, the ILO team needs to assess how to expand interest in Better Work and SCORE to identify whether the planned expansion to more factories can continue. Highlighting the successes of factories who have joined the programme should be undertaken, including sharing details of additional brands and orders they are received as a consequence and other successes linked to improvements in compliance.

The programme is also meeting or over-achieving on output targets related to the Labour Inspectorate. The programme conducted an analysis of the workflows of the different regions and developed strategic compliance plans for all regions. The success ILO had had in reaching consensus among the different regional BoLSAs was highlighted by one interviewee's description of the work done in developing the workflow plans:

"We debated a lot which strategic labour inspection we should use, the federal level or one of the BoLSA ones. Then we agreed which flow system was achievable." (Labour Inspector)

The programme has also achieved its targets in training labour inspectors despite the pandemic. A core group of 28 Labour Inspectors were initially trained on OSH and working conditions in the sectors prioritised in the strategic compliance plan. To disseminate the training further, the programme worked with ILO Turin to develop an offline training which can be distributed using a USB stick. This approach has generally been well-received by Labour Inspectors and helped ILO reach a higher number of trainees. However, concerns were expressed on certain aspects of the training. There is still a need to access the internet to take the certification courses and receive the certificate, which can be challenging in the more rural locations. Even accessing a computer to undertake the off-line training was highlighted as a challenge for some labour inspectors. One recommendation shared during the evaluation was to develop an app to hold the training material which could be downloaded on Android devices. This could potentially ease access to the training materials as phones are more readily available than computers.

A further challenge which links closely with the work with Better Work is the long-term capacity of the Labour Inspectorate to continue this work. Challenges were identified in four main areas, technical skills, access, resources, and data.

- **Technical skills:** A key concern raised by both Labour Inspectors and factories during the evaluation was the lack of technical skills or expertise among the Labour Inspectors in certain areas of compliance. For example, boilers need to be inspected by the Labour Inspectors but there is limited engineering knowledge of these within the Labour Inspectorate which reduces the opportunities the factories have to obtain inspection certificates and thus be compliant with the Better Work assessment checklist.
- **Financial resources:** Labour Inspectors who participate in the evaluation also raised concerns over the resources they have to conduct their duties. Transportation and fuel allowances are low, resources such as laptops and other equipment limited, and low salaries means a high turn-over of inspectors. The limited number of labour inspectors in an office was also cited as a challenge.
- **Jurisdiction:** Jurisdiction over access to the industrial parks was also identified as a barrier for labour inspectors. Labour inspectors complained access to the industrial parks is controlled by the IPDC and access to both Labour Inspectors and Unions has been denied. Access for Labour Inspectors was reported to have improved as a result of the project, but surprise visits were still not possible.
- **Information Management System:** The Labour Inspectorate lacks an information management system which can be accessed by Inspectors. One of the activities of the programme has been to develop an information management system where inspection reports can be uploaded, and a database of results stored. This process has been delayed and should have been completed under the DfID funding stream. ILO plans to prioritizing identifying funding to complete the development of the system in the second half of the programme.

A concern for achieving the longer-term objectives of outcome 1 is whether the work with the Labour Inspectorate can be completed at the same speed as the Better Work activities. Of the challenges above, developing the information management system and identifying ways to strengthen further the access to the training are within the control of the programme. ILO can also use its leverage to continue to advocate for more continued access to the parks. However, the challenges of technical skill capacity and funding for the Labour Inspectorate is a long-term challenge that may take a number of years to achieve. At the moment assessments of compliance are generally provided through the Better Work team.

Objective 2

Objective 2 focuses on improving productivity and competitiveness through strengthening responsible workplace practices. This is implemented through productivity improvement training under the SCORE programme and Better Work worker-manager training, as well promoting gender inclusive policies in the workplace, and promoting the uptake of the principles of the MNE Declaration in Ethiopia.

The programme has made progress on achieving outcome indicators focused on the improvement in productivity. It is though behind in most of the numbers for the output indicators for this objective, including quite significantly in some of the outputs. That is to say the programme is conducting the outputs in the logical framework but not at a volume originally anticipated. Much of this is linked to challenges in expanding the programme to include more factories and conducting training during the pandemic. The programme has achieved 50% of PICC members being women but is behind the target of 70%. It is also significantly behind the milestone indicator for women manager representatives in the PICCs, which is currently 14% with a target of 50%. ILO may want to reflect if this particular target is simply too high given the documented low number of women in management positions in the factories. It may be better to revise this target to a certain percentage of the women who are managers participating rather than an overall percentage of women to men ratio.

One of the reasons for managing to make progress towards the outcome indicators while being behind target on the outputs is that the objective indicator is based on the percentage change within the factories which participate in the programme, whereas many of the output indicators are calculated based on the target number of factories in the project. As such the programme is going to underachieve on outputs if the number of intended factories is not at the anticipated level. For example, this is the case for one of the indicators for output 2.1, 'number of factories developing standard operating procedures due to productivity improvement training'. This suggests the SCORE programme is effective in the factories it operates in, but efforts need to be made to increase the number of factories participating in the programme. It should be noted this is specifically linked to the garment factories as SCORE is on target in attracting factories in other sectors to the programme. This initial data suggesting productivity improvement certainly matches the responses from the factories visited during the evaluation:

"Because of the project the factory is now able to be efficient, minimize work overload, increase quality, the relation with workers and management has improved." (PICC member)

The same issue can be identified in the Better Work manager-worker training. The programme has ambitious training numbers. By the end of the programme the goal is to deliver soft skills training to 15,850 workers and 3,010 supervisors on a wide variety of subjects. By the mid-point of the project, the targets were 4,600 and 885, but to date only 1,169 and 349 workers and supervisors have been trained. An additional 316 workers and 487 supervisors have been trained on sexual harassment prevention. However, this is under a separate indicator, the percentage of factories whose management have completed respectful workplace training. This is a direct impact of the COVID-19 pandemic as access to the factories was severely reduced. The reduction has been more significant for workers than managers because it has been possible to conduct some online training for managers but not for workers. That said, those who have received training were appreciative of it and the factories did report impacts as a result, particularly in awareness of sexual harassment and to an extent a change in behaviour and in improvements in the interactions between workers and managers.

“The turnover and absenteeism have become minimized. There is a change in the awareness of middle managers towards treating and handling the employees. some of them have become solution makers. From the project we found things that we couldn’t find normally in terms of communication and skills...There is better relations with the labour union” (Factory Manager)

Interviewees did note though that more training is needed to comprehensively address these issues:

“It covered the correct topics, but sexual harassment is not completely solved by a two day training. There is improvement but it needs to improve a lot more. There should be continuous refreshment trainings” (Factory Worker)

Workers in one factory who were aware of the sexual harassment training but had not received it requested they be given this training, anecdotally suggesting there is a positive word of mouth about the training.

It should be noted that the programme follows a demand driven approach to training. Training needs are analyzed during the assessment and gaps presented to factories. Factories make requests for training based on their priorities. Particularly since the pandemic started, there has been considerable demand on OSH training, especially related to hygiene. The programme has adapted its overall workplan accordingly.

The programme has also been delayed in sensitizing constituents to the MNE declaration and promote the uptake of its principles. This work was included in the output targets of the programme, but not budgeted. An initial multi-stakeholder’ workshop was held in September 2021 and a roadmap for the promotion and application of the MNE Declaration in Ethiopia was developed. Attention should be paid to ensuring this work moves forward in the second half of the project.

The programme has also done significant work on strengthening the institutional capacity of institutions within Ethiopia to provide technical expertise on productivity. This is not included in the outputs or outcomes of the logical framework but is significant nonetheless. The programme has developed a partnership with the Kaizen Institute in Ethiopia which is under the responsibility of the Ministry of Industry, and through this has introduced the SCORE module into their programming. SCORE has also trained independent consultants to provide SCORE services as well. Although the number of trainers trained to date is limited, eight trainers, of which five are still operational, the achievements in building ownership of the activities from the Kaizen Institute is positive for future expansion of the work. The Institute was initially reluctant to engage in the programme but are now significant supporters.

“This project has achieved great results compared to many projects that the institute has. The way it is organized and led contributes to better achievement... When we see the SCORE approach, it helps us to view our consulting approach. Our service provides long training sessions which affect the motivation of our consultants as well as the companies we work with. But the SCORE approach is organized, focused and result oriented. There are elements in the SCORE approach that the Institute lacks and the elements were important.” (Kaizen Institute Staff Member)

This institution building, which is a critical link in achieving outcomes on productivity and in particular long-term goals is not included in the logical framework but is an important activity in allowing the programme to move towards achieving its objectives in this objective.

Objective 3

Outcome 3 provides a strong link between the different levels of the programme by working to enhance the capacities of employers' and workers' representatives, strengthen the capacity of government institutions to resolve labour disputes, and develop a minimum wage policy. Progress towards the indicators measuring this objective is mixed. The indicator on satisfaction of workers on available grievance handling procedures will be measured by the impact evaluation and so there is currently not a data point for this. The minimum wage policy has not yet been finalized by the relevant Government departments and thus it is not possible to measure how many factories are complying with it. The union density rate, at 32%, is above the current milestone target of 15%. Much of the progress on this indicator appears to have been in recent months, based on the expansion of unions in the FDI factories, although the programme was not calculating this figure in IPTT updates prior to 2021.

The capacity of workers representatives is a challenge in Ethiopia. Unions have struggled to gain traction in the industry and are often denied access to workplaces within the industrial parks. Involvement of the unions was quite limited until recently in the programme. However, there has been considerable effort made in 2021 on this topic. The COVID-19 response allowed an impetus to address this component. As such funding was given to the Textile Association to on the one hand raise awareness of COVID-19 and PPE and on the other to try to set up unions where they did not exist and capacity those which did exist.

“Unionization has been a huge challenge, there has been a lot of resistance. The programme has done a lot of work at union level, but the progress of the whole conversation was not as expected. The openness of the government and the investors was limited. In the last couple of months there have been a lot of movement on union work and dialogue- hard to completely attribute this to the project.” (Donor Representative)

This theory of this objective also relies on the strengthening of the employer federations to support factories in dialogue and negotiations. Much of the work to date on this objective has focused on arranging platforms for cooperation between the sectoral and national level employer federations to harmonize approaches between them. As with the work with trade unions therefore the outputs at this stage of the programme are limited, with the focus being on working to create an enabling environment for capacity building to be conducted in the second part of the programme.

Objective 4

Objective 4 aims to address two legs of the three-legged stool of worker well-being identified in the PRODOC's theory of change: 'Worker health and wellbeing rests on the three-legged stool of sound occupational safety and health systems, effective labour inspectorates, and the extension of national employment injury insurance schemes as a contribution to the implementation of a national basic social protection floor.' The labour inspectorate leg is addressed in objective 1 and effective OSH systems and a national employment injury insurance scheme in this objective. Progress towards meeting objective 4's indicators has been steady but delayed and affected by changing approaches to address the employment injury insurance scheme.

Objective 4 is 'By the end of 2023, workers in targeted industries benefit from a sustainable prevention, protection and compensation system'. The indicator for the objective is 'Number of targeted factories adopting and implementing sustainable prevention, protection and compensation systems'. The target for the mid-point of the programme was 55 factories. Currently 24 are identified to be meeting this target.

The objective includes following the VZF approach of conducting an assessment of the drivers and constraints to OSH and proposing remedies. The programme has achieved this output (although with less factories included in the assessment than initially planned). The value add of the ONEILO approach can be seen in this output. The VZF was able to work closely with the Better Work team to conduct joint assessments and use findings from the Better Work factories in its assessment, and then work with Better Work and SCORE to ensure action at the factory level. The assessment is also though focused on the sectoral and national level drivers and thus can represent the programme at these levels. This has supported the revision of the National OSH Directive, noted by many stakeholders as being outdated. If the programme can focus on ensuring these are adopted by the government in the coming months, this will further strengthen the links between the programmes, as awareness of the new guidelines can be built into factory level work. It is noted however that the link between the assessment of the drivers and constraints and the work at the factory level with managers and workers could be more explicitly identified in the theory of change and in indicators within the logical framework.

Work on outputs 4.1 and 4.2 have been more disjointed and clear direction for the remainder of the programme would be advisable. Various activities have been considered or proposed. An assessment of the capacities of the IT systems of POESSA and PSSSA and a proposal to upgrade these systems developed. Work on updating the occupational injury and diseases list and developing disability assessment guidelines has also started. Additionally, a proposal to implement a trial employment injury insurance system and one-stop shop approach in the industrial parks was developed with support from the GEIP unit in Geneva but was not taken forward. This would have provided significant data which could have fed into the central IT systems. It appears that differing priorities of stakeholders may have led to both delays in implementation and a change in approach.

The programme needs to address the next stages in the process if they are to be successful in meeting this objective. The reorganization of the Ethiopian ministries has potentially complicated progress as well as it led to POESSA and PSSSA being placed under the Central Bank instead of MoLSA. Working closely with relevant stakeholders to develop the next steps in the action plan for this objective should be undertaken immediately.

Work on disability assessment guidelines is probably timely. Factory management who participated in the evaluation all stated that they had not had a worker acquire a disability on the job. Although the evaluation could not analyze this issue in depth, this response does suggest either a lack of reporting of injuries or lack of understanding of disability. Through Better Work, the programme does consider non-discrimination in the factories, in the second half of the programme, ILO along with discussing with stakeholders how to increase the recruitment of persons with disabilities previously mentioned, could consider if there are opportunities to further strengthen awareness among factories on disability identification and the principles of reasonable accommodation. In particular, this can focus raising awareness of how individuals who acquire a disability during their employment (either through a workplace injury or via another means such as an external accident or an illness) can through adjustments in the workplace retain their position in the workforce. ILO has significant resources on reasonable accommodation. ILO is also the host of the Global Business and Disability Network, of which there is an Ethiopian chapter and has worked closely with the Ethiopian Centre for Disability and Development (ECDD) on other projects. At least two of the factories involved in this programme are members of the Ethiopian Business and Disability Network, and one reported they had conducted training on disability for their workers through ECDD. The programme has approach ECDD to try to identify if there are opportunities to work together but has not yet had a response. It is recommended for the programme to continue to approach ECDD or other

organizations of persons with disabilities and leverage the resources ILO has both globally and nationally on disability, as well as engaging the factories in this programme which have experience of employing persons with disabilities to share their experience with other factories in the sector.

Impact Indicators

It should be noted when assessing progress that not all indicators have data available at the moment. The programme conducted a baseline survey in 2019 which will form the basis for measuring many of the impact indicators listed in the logical framework. Additionally, other indicators in the framework will be obtained during the endline survey. This includes indicators on worker satisfaction and well-being. The evaluation was able to gather a snapshot of the current situation, which suggested progress towards the impact indicators, particularly on empowerment to voice concerns and the rate of correction of economic units was being made but the full data on this will only be available at the end of the programme.

Implementation of Gender Equality work

The programme has undertaken a number of activities linked to gender equality. The programme has focused on the training of women factory workers through the soft skills training and the women's leadership development programme. A sexual harassment module has been developed by INWORK and implemented in the factories. The programme has also made progress on improving the representation of women on the PICCs and OSH Committees but is still behind the targets included in the IPTT.

The gender assessment which was initially planned for 2019 has only just taken place and the programme has recently recruited a gender specialist. Ideally, the gender assessment should have taken place at the start of the programme but hopefully the assessment will allow the programme to set a gender strategy which will last beyond the timeline of this programme.

The programme received additional funding for gender equality activities in 2021. Additional outcomes were identified to be reported on. These were:

Outcome 1 (LTO1): More women workers advance in their jobs with higher positions and/or salary

Outcome 2 (LTO2): Workplaces provide a safer and less discriminatory environment for women

Outcome 3 (LTO3): Women workers' representation is augmented on labour issues in the workplace

It is hard to assess progress on these outcomes and their corresponding outputs, as well as additional outputs which were added during the 2020 PRODOC update because ILO is yet to finalize indicators for aspect of the programme, and thus has not tracked progress in this area. Finalizing this, ensuring integration with the overall logical framework, and updating the IPTT should be considered a priority for the programme.

Participation of Stakeholders

In general stakeholders who participated in the evaluation were pleased with the interaction with ILO, including the services and activities which have been supported and the communication with the programme team.

- National Level:

The programme is overseen by a technical working group which is comprised of members from MoLSA, EIC, CETU, FILGWTU, EIEC, BoLSA and ILO. This has been active in overseeing the

programme, although has not met since August 2020. There has also been considerable involvement of national stakeholders in workshops and roundtables which have been facilitated by the programme. For example, the recent workshop on the MNE declaration involved participants from the above plus the IPDC, the JCC, POESSA, PSSSA, the Hawassa Industrial Park Investors Association, and the IPDC. An area of concern raised by some stakeholders in the evaluation was the length of time it can take to obtain approval from Government departments for their staff to participate in such events. This had caused some minor delays as a result.

- Sectoral Level:

Active participation of the national employers' and workers' organizations had until recently been limited. This was noted to have expanded more in the past year, although it was not possible to arrange interviews with representatives of the national organizations for the evaluation and so this reflection comes mainly from ILO staff. At the sectoral level, there has been greater involvement through the Textile Association (workers) and the Garment Manufacturers Association (employers), although in the case of the workers this seems to have only taken off as a result of the COVID-19 response. Strengthening the connections between the national and sectoral worker and employer representative bodies should be a priority for the second half of the programme.

There has been enthusiastic appreciation for the work done at the regional level by the labour inspectorate and BoLSA. Different regions participated had worked together during an assessment of constraints and workflows and labour inspectors were generally very supportive of the training given. The small caveat here is participation could have been strengthened had there been stronger support for the Labour Inspectors to conduct inspections in the garment factories, particularly the FDI factories.

- Factory Level:

The participation of stakeholders at the factory level has been positive with the caveats that the total numbers of factories participating is not at the level originally envisaged and there were some concerns among ILO staff that senior managers needed to be more successfully engaged with training opportunities. The evaluation did find the PIC and OSH Committees were embraced by workers who identified this as an opportunity to be included in initiatives to improve productivity and working conditions, and thus the overall success of the factory for the first time. The formation of the committees is different. PICCs are usually formed through management nominating staff to participate, whereas most OSH Committees are established through the election of worker representatives. Feedback from the workers in the evaluation suggests that often the management pick staff who are members of the OSH Committees to also be on the PICCs. Staff who had participated in training was also enthusiastic about receiving more training. One concern though which was raised was about the selection workers for training. Selection was reported to be mainly done by the managers who picked staff to attend rather than truly demand driven from the workers.

“Most of the time the training being provided is selected by the management not the workers.” (ILO Staff Member)

Perception of Effectiveness of the Programme by Stakeholders

The evaluation identified a generally high level of satisfaction with the effectiveness of the programme with the caveat this is not fully universal and there is some frustration the programme is not able to offer more in certain areas.

There was a particularly high level of appreciation among the Labour Inspectors for the support they have received through the programme. There was a noticeable level of motivation, particularly in Hawassa for trying to utilize knowledge gains from the programme in their work. There was a belief the programme had led to a mindset change within BoLSA in the approach to their work. One Labour Inspector referred to how ILO is the only organization supporting them and this may be a reflection in the appreciation for the work:

“The only support we have is from ILO. For other sectors such as health, they have many other international support...I recommend that ILO mobilizes some organizations to help support the decent work agenda, especially WHO, who can help on reproductive or HIV and OSH at the workplace.” (Labour Inspector)

At the same time, Labour Inspectors expressed concerns about the capacities of the Labour Inspectorate to adequately fulfil the work plans they have developed both from a technical point of view and from a budgetary point of view. The belief was if the training could be cascaded further, a number of changes could be achieved, but how to ensure this happens will be a challenge for ILO and BoLSA in the future.

“The training on labour inspection if it cascades on the ground well the progress of labour inspection would have achieved a lot of changes. One of the challenges of cascading the training is the limitation of budget.” (BoLSA Representative)

Many factory managers had an appreciation of the work done by ILO, including the focus on productivity, compliance, and OSH, as well as the training:

“The order is good, firstly the problems on social compliance were identified then advisory support is given to improve on some of the company gaps then the productivity intervention helped to improve quality and production...If the training and support of the project were not available it would have been impossible for the factory to be where it is now” (Factory Manager)

“It helps in a lot of aspects for example in training and development program. They (ILO) have standards and trainers. They are dedicated in each and every department and their training is very useful.” (Factory Manager)

It was noticeable that the factories which participated in both SCORE and Better Work expressed the highest level of satisfaction with the programme. These factories were able to identify noticeable changes in productivity and health and safety from the work of the OSH and PIC Committees. One of the challenges the programme faces is that many of the FDI factories do not see the value of participating in the SCORE programme, believing they are fully aware of productivity issues already, indeed many of the evaluation participants in FDI factories were not aware of the SCORE programme at all. Domestic production factories were more likely to engage in the SCORE programme. However, some FDI factories who have participated in SCORE have been particularly appreciative by the end of the SCORE intervention and requested longer term assistance. These factories were able to identify the importance of the integrated nature of the ONEILO programme in improving productivity in the factories. As one factory manager shared with the evaluation:

“The OSH committee is strong, the OSH team assess risk and tour the factory every week. Occupational related accidents have now decreased”

“Both OSH and Score are very important and complement each other. Without safety of the worker, there is no production and if the focus is only on production the factory will lose employees”

“The order is good, firstly the problems on social compliance were identified then advisory support is given to improve on some of the company gaps then the productivity intervention helped to improve quality and production”

“The rejection rate is now at its minimum; it used to be high before the project involvement. Quality has improved and awareness of workers to focus on quality has improved” (Factory Manager)

Workers also indicated an enthusiasm to participate in the process of improving the factory’s productivity, something which they had not been part of before.

“Because of the project, the factory is now able to be efficient, minimize work overload, increase quality, the relation with workers and management has improved.” (PICC Members)

Factories participating in Better Work expressed a satisfaction in the compliance certification support offered

“After the company involvement with Better Work we are getting only minor comments from the customer audits. We have improved our compliance score” (Factory Manager)

However, some wanted the Enterprise Advisors to do more in providing solutions to the compliance issues they identified.

“There are areas where the project can only help us on the requirements but not how, the ways to meet the compliance. The factory have many compliance to go through but the Better Work shouldn’t just be another audit it should support factories advising them how to meet these standards...(the programme) is not providing our factories solutions challenges on how to meet standards” (Factory Manager)

One example given was that the Better Work compliance check had noted concerns with the fire escape but had not provided a solution on how to fix these issues. It was also acknowledged by the factories that many of the compliance issues are linked to the outdated nature of the OSH Directive or the lack of government capacity to provide support in resolving certain issues.

There was also a concern from factories over the limited length of time the SCORE programme worked with a factory. Many believed they needed longer support than three months and wanted the Better Work Enterprise Advisors to provide support once the SCORE consultant had finished the intensive training. There were mixed findings as to how factories implement SCORE after this period. One factory visited had disbanded the PICC, whereas another had expanded the PICCs to all their other production lines and was actively continuing to implement the processes.

Satisfaction from both management and workers with training was high. Supervisors who had received training noticeably believed it have been effective and were keen to apply the approaches they had learned in their day-to-day work. There was also considerable satisfaction from both managers and workers on the sexual harassment training. There were many requests for more training. For example, one manager reported positively on training given to workers but commented the management should also receive this training. The demand for extra training can be taken as a

positive sign in satisfaction with the quality and the content of the training, if not yet the quantity offered. The main constraints identified with training were whether it was in-depth enough and how to cover more individuals in the factories. Attendance during times of high demands on orders was also a concern for a few evaluation participants, although many also indicated the factories allowed them time to attend the training. This suggests this issue is specific to certain factories and needs to be addressed by ILO on a factory-to-factory basis.

Appropriateness of Indicators

The indicators listed in the logical framework in the PRODOC are monitored as part of the programme's monitoring and evaluation strategy. The programme developed a monitoring and evaluation framework which provides a definition for all indicators, the targets and the means of verification. This is transposed into an Indicator Performance Tracking Table (IPTT) which is updated every six months by the Monitoring and Evaluation Officer in collaboration with the component leads.

- Some outputs do not have a corresponding outcome indicator

Although most of the outputs and their indicators link to corresponding outcomes which align with the theory of change, not all do. One example is the work on strengthening the capacity of the labour inspectorate which does not have an outcome indicator. Objective 1 is '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'. Outputs 1.2, 1.3, 1.4, and 1.7 specifically focus on the Labour Inspectorate, but the outcome indicators for this objective do not include a reference to the Labour Inspectorate, instead focus on the number of production workers in employed in factories benefitting from PICCs and the percentage of factories with no non-compliance issues. Adding an outcome indicator to the objective which focuses on the strengthened capacity of labour inspectors to ensure compliance would strengthen this objective.

In objective 2, the logical framework only sets targets related to productivity and not workplace relations or increased capacities of workers and managers. There is therefore a leap in assumption in the logical framework. It is assumed that improvements in worker-manager communications, training on soft skills for workers, and the mainstreaming of gender equality practices and policies will improve productivity but outcome indicators to demonstrate this are not included. Indicators such as the reduction of absenteeism and staff turnover and the level of knowledge gain from training could be included to help measure performance. This is less of a problem in the theory of change which includes these linkages more clearly.

- Objective 4 indicator needs defining more clearly

Objective 4 is 'By the end of 2023, workers in targeted industries benefit from a sustainable prevention, protection and compensation system'. The indicator for this is 'Number of targeted factories adopting and implementing sustainable prevention, protection and compensation systems'. In the IPTT update the programmes records this indicator as being 24 factories based on these factories having registered OSH Committees. Defining the indicator in this manner means it is analyzed at an output level and does not focus on how workers benefit from improvements in access to EII. The programme should review this indicator and add in outcome indicators which reflect change in the EII and not just link it to the OSH Committees.

- Output indicators for outcomes

The indicators of the objective outcomes are split between outcomes and outputs. Objective 1's indicator, 'Number of production workers employed in factories benefitting from the program service and worker-employer dialogue (Performance Improvement Consultative Committees – PICCs)' would be an outcome indicator if a means of tracking change through a definition of benefitting were included, but currently is based on counting the number of workers in the factories which have PICCs (or other committees) and assuming the workers are benefitting from this. Objective 2's indicator, 'Number of processes managed through standard operating procedures (SOPs) (standardization) per factory' also counts outputs rather than measures what change using the SOPs brings about. Objective 3's indicator, 'Percent of factories that have a collective bargaining agreement in place' also focuses on the existence of the collective bargaining agreement, not on its effectiveness in improving industrial relations in the factory.

Identifying more indicators which measure change would help the programme to measure change at the intermediate level. There is considerable information in the baseline survey conducted for Better Work and it may be possible to use the endline survey to identify more indicators which can be used to measure change.

- Gender Outcomes/Outputs are not currently tracked

The revised logical framework contained outputs related to gender equality in each objective and additional standalone outputs and outcomes are located under the USDOL funding. However, the IPTT does not yet measure progress on the new gender related indicators under both the main logical framework and USDOL. As the gender assessment will be completed soon and the gender specialist has recently started work with the programme, future IPTT updates should include updates on progress on gender related indicators. The programme will need to formulate some indicators to help measure the progress and should keep in mind the comments about outcome and output indicators when doing so.

Strengths and Weaknesses of the ONEILO programme

The TOR for the evaluation included as a question in the effectiveness criterion 'what have been the strengths and weaknesses of ONEILO Siraye?' The evaluation was able to identify certain strengths or enabling factors and weaknesses or constraints of the ONEILO programme which help explain its performance to date:

Key Strengths

- Team Composition

The programme has a comprehensive team with project managers and/or technical leads responsible for implementing the main global programmes connected to the programme. The programme also has a significant number of other staff, eg the Enterprise Advisors and Training Officers, or Consultants, eg the SCORE Trainers, who are able to implement the day to day activities in the factories and elsewhere.

The ONEILO concept also allows for a dedicated Monitoring and Evaluation Officers, which is often missing from smaller ILO projects, and thus strengthens the project management and learning aspects of the programme.

There was also universal agreement among ILO's technical backstoppers that having one CTA with strong links to the stakeholders was a key strength of the project. Having one individual overseeing

the programme rather than a CTA for each global programme helped strengthen the combined approach to the project. The CTA was also recruited very quickly, having worked on a previous ILO project focusing on similar objectives. This allowed a quick start up of the programme. Evaluation stakeholders were also of the opinion identifying a CTA who has extensive experience of Ethiopia also strengthened the programme as it supports the understanding and navigation of differing structures and agendas.

The programme team also appears to work effectively together, albeit with a few initial issues at the start of the programme. As presented above, there are many examples of the different programmes working together on a particular activity or one programme supporting another when access to a particular location was difficult. The main recommendation for improvement in this area would be to ensure team members are orientated right at the start of the programme at its cross-cutting nature. Some team members commented on not being fully aware until after they had started their position that they would be working in a combined programme.

- Flexibility and Adaptive Management

The programme uses an adaptive management approach which is made possible by the flexibility of the programme's donors and the regular review of the programme's performance and updating of the workplan. The strong M&E function of the programme which allows for regular tracking of progress and project management reviews has supported this flexibility. This has allowed the programme to use a demand driven approach and respond to needs of factories and other stakeholders. This has been particularly effective in allowing ILO to position themselves for the COVID-19 response. The flexibility allowed for the provision of different services including new training to be developed, both subject matter and delivery modality, and for the mobilization of the wage subsidy through BMZ funding.

- Acceptance of stakeholders of the need for change in the sector

The evaluation found a strong agreement among most stakeholders on the need for change on compliance, decent work, and health and safety if the garment sector is to be a competitive industry for international brands and support the government's economic goals.

- Working with both domestic and FDI factories and offering SCORE and Better Work jointly

Working with both domestic and FDI factories allows the programme different approaches to address similar concerns in both factories. In general, domestic factories have been extremely enthusiastic about SCORE and the FDI factories main interest is Better Work, although there are some factories which participate in both. There is though considerable overlap in the training offered to factory workers, supervisors, and managers, as well as through the focus on OSH through VZF. The different components allow access to both types of factories by addressing the differing interests of the factories and then using this access to roll out activities in other areas as well. The evaluation also found evidence that progress towards the most significant changes were in factories which participated in both SCORE and Better Work. Satisfaction with the programme was highest here as well.

- Working at the three levels of the programme

Working at the factory, sectoral, and national level enhances the reach of the programme and allows cross use of data and experiences from the different levels. As an example, the assessment of the drivers and constraints of OSH gathered data at the factory level in collaboration with Better Work and used this to identify needs at the national level which will feed back into the factory and sectoral

levels. Working at the three levels also allows for the spill over of outcomes into other economic sectors, which would not be the case if the programme focused exclusively at the factory level.

- Strong partnerships at the sectoral level, particularly with firms and sectoral organizations

The programme has been able to build strong relationships with the firms which participate in the programme, as well as the sectoral employers' organization and the regional BoLSAs. Particularly with the firms much of this is facilitated by the strong global reputation Better Work has and a recognition by the FDI factories of the importance for Better Work to international brands. The development of the relationship though also requires satisfaction with the on-the-ground implementation of the programme, which as reported, has for most part been strong. There also appear to have been strong relationships developed with the domestic factories.

Key Constraints

- Internet Connectivity

Elements of the programme rely on internet connectivity. This has become particularly the case since the start of the pandemic where training and coordination activities were offered online. Certain parts of the programme are reliant on internet connectivity even outside of COVID-19. Specifically, labour inspectors need to be able to access the internet to take the exam linked to the offline training and once the IMS system is developed to upload reports and data. Internet access is a severe challenge throughout Ethiopia, particularly in more remote areas.

“All the work on online training works for the business owners and managers who have access to the internet but does not apply to the average garment factories. They had to put this on hold at bit as factories were not accessible due to COVID and then civil unrest.” (ILO Staff Member)

- Resource and Enforcement Constraints with the Labour Inspectorate

A key external constraint which affects the ability of the programme to have greater impact are the resource and enforcement constraints which are identified in the report on the assessment of drivers and constraints of OSH. These include the lack of clarity over the authority of the Labour Inspectors in the industrial parks, limited resources for transportation, communication, and IT equipment, limited human resources and turn-over of staff, very limited numbers of women inspectors, and small enforcement penalties. The assessment report reflects that:

‘The investment in the training of labour inspectors will not have much impact on the ground as long as all the above constraints are not addressed; this is well illustrated by previous project activities done on “OSH management system”’ (page 21, OSH Drivers and Constraints Assessment)

Additionally, as previously noted the labour inspectors do not have the technical skills to conduct assessments on specific areas of compliance. This also constraints the programme's goals on improving accountability in the labour administration system. Both the OSH assessment report and stakeholders interviewed during the evaluation identified this as a challenge:

‘During our interviews, the labour inspectors mentioned that they do not have the specialists, nor the technical skills themselves, nor the equipment to conduct comprehensive inspections in these thematic areas.’ (page 22, OSH report)

“A challenge is we don't have OSH monitoring devices for things such as air quality, level of noise etc.” (Labour Inspector)

“The OSH directive demands that labor inspectors must evaluate and certify some machines. There is a skill gap on inspection of high-tech machines.” (Labour Inspector)

The theory of change includes the need to ensure the knowledge and capacities of the labour inspectorate is at a sufficient level and to do this the programme includes continuous education as one of the pillars of the intervention. The programme has worked on basic training through the development of the off-line training module, and LABADMIN/OSH and the programme team are working to develop a more advanced curriculum and engaging with local universities to be able to deliver this curriculum. The challenge facing the programme is the scale of the needs of the inspectorate, and to address this policy changes such as allowing for a private inspection system, which the programme is advocating for, may be needed. This advocacy focuses on the inclusion of a private inspection method in the new labour law proclamation, where the Ministry gives licences to private inspectors to inspect complicated or technical issues, such as that of a boiler. The programme is also planning to conduct an assessment on how to increase the number and retention of women labour inspectorates, another challenge which will need a long-term approach.

As noted previously, the programme has made progress in clarifying the authority and responsibilities of the labour inspectors in the investment parks, but based on the responses of some labour inspectors in the evaluation, there are still some concerns in this area. This is supported by the programme’s memo to the World Bank in August 2021:

‘some stakeholders have interpreted MOLSA’s formal delegation of work permit registration function to the EIC as a delegation of all of MOLSA’s functions, including labour inspection and compliance enforcement.’

To address this the programme should continue its work on ensuring understanding of the responsibilities of the labour inspectorate and BoLSA continues to improve in the coming months. Given the progress made in this area, the momentum of this initiative shows promise for ironing out any remaining uncertainties among stakeholders.

- Lack of a Global Coordination Structure

This is addressed in the coherence section. This should not be overstated as a weakness, as most but not all of the global programmes felt the flow of information was good. However, as demonstrated in the coherence section, a number of backstoppers believed the programme would benefit from a global coordination structure, both for ensuring all departments were kept updated and delays to certain activities addressed, and upcoming challenges addressed through an integrated approach. As noted, ILO needs to review and discuss the utility to them of this approach.

- Delays in procurement

Delays in procurement has reduced the timeliness of the delivery of some activities within the programme. This is addressed more deeply in the efficiency section of the report.

- Lack of /low awareness of the services offered

The evaluation found that in some factories there was a lack of awareness of the full range of services offered. This was particularly the case in the FDI factories who were unaware of SCORE interventions. It is understood from ILO staff that all factories have been introduced to the different available services and the FDI factories were not interested in the SCORE component, so the response from the factories may have been a failure of memory from discussions which happened a number of months or years ago. As there are FDI factories who have participated in SCORE and are

appreciative of the services, it would be advisable for ILO to continue to advocate for additional factories to participate in the SCORE programme, using evidence of success from other factories.

It also seemed apparent some factories refer to the whole programme as Better Work and are not aware of some of the package they receive comes from other programmes such as VZF or individual SCORE workshops. This does not provide a constraint for implementation of these activities in the factories but there is the potential this would make it harder to persuade factories to participate in the broader programme. The programme has worked to try to present itself as one programme. This identified issue is considered minor but something which ILO could continue to monitor for the rest of the programme.

- Lack of provision of solutions to compliance issues

As noted above in the section on stakeholder satisfaction, one concern raised by factories was the lack of pro-active solution offering when constraints in factories were identified. This has the potential to reduce ownership of the programme by the factories. Identifying areas where the Enterprise Advisor's capacities to present solutions on the emerging issues can be enhanced through training is important. Additionally, supporting visits from other Enterprise Advisors or other ILO staff who have more detailed technical knowledge on certain compliance issues would be effective as well.

ONEILO- Effectiveness

The key takeaways from the ONEILO approach in the effectiveness criterion are:

- The contribution of multiple components in each of the outcomes, demonstrates the synergies between the global programmes within the programme design.
- The ONEILO approach is compatible with adaptive management. The approach of both a demand driven response and the identification of additional funding as the programme continues, allows for the programme to progress even if all elements are not moving at the same time. This has the potential to be a concern if certain elements of the programme are not prioritized, which has happened to a minor extent, however, also offers considerable opportunity for a dynamic programme.
- Coordination is important to ensure all parties in the country office and HQ have good information of the programme and for discussion on continued programming. A global coordination body should enhance this, although ILO need to discuss the best approach for this and review in an ongoing manner, its utility.

3.5 Efficiency

21. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve the Programme outcomes?
22. Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?

The programme has a series of funding streams. As of September 2021, it had a budget of \$11,669,639 of open funding streams; this does not include funding which has ended such as the DfID grant. Funding can be split into four main areas; contributions from global programme budgets, pooled funding of bilateral donors, individual grant funding from bilateral donors, and cost recovery revenue from FDI factories enrolled in the Better Work programme. ILO has encouraged the pooling of funding from donors into one pot. Donors receive financial reports but cannot specifically trace

their funding to an individual aspect of the project. Joint narrative reports are submitted to the donors. This affords greater flexibility to the ONEILO programme by allowing the use of funding to meet gaps which are not covered by other donors. Certain donors, such as USDOL require separate financial reporting, and indeed have their own outcomes and objectives. BMZ also providing funding in this manner for the COVID-19 wage subsidy work. The ONEILO project has used this type of funding to address specific issues, for example in the case of USDOL to increase the work on gender equity. The global programmes for ILO such as Better Work and SCORE provide funding from their funding bases. For example, SCORE funds activities in Ethiopia through its funding from SECO. Factories are charged a cost recovery for participating in Better Work if they are FDI factories. However, this is only 1% of the total budget. ILO's global programmes also contribute staff time, although it does not appear this is recorded anywhere.

Staggered Approach to Funding

The programme differs from main development programmes in that the outcomes, outputs and activities laid out in the PRODOC were not fully funded at the start of the programme. Instead, the programme has been presented to donors as it has been developed and funding increased as it moved forward. This has both its strengths and weaknesses, although the strengths appear to outweigh the weaknesses. This allowed the programme to commence work in 2019 and gave space for ILO to convince donors of the utility of its approach. The challenge this approach can produce is the uncertainty of funding all aspects of the programme. During the data collection period it was shared the VZF funding would run out at the end of the 2021, but in December 2021 a no-cost extension was granted until December 2022. The programme has identified funding for many of the OSH activities but until December 2021, the current funding for the proposed one stop shop EII pilot in the industrial parks and the upgrade of the POESSA and POSSSA IT systems remained outstanding. These have been included in the no-cost extension, which will give the programme only one year to implement this activity. The programme also did not originally have funding for the MNE declaration work, which has contributed to the delays in implementing this part of the programme.

Despite the uncertainty over some of the funding, this approach is a strength of the integrated ONEILO approach. ILO has been able to lay out a coherent approach to a broad programme with many interlinking elements. It has been able to proceed in implementing the theory of change and logical framework for this approach even where funding is not secured for everything. A traditional approach of individual projects would not always support this approach. This approach does require the flexibility of donors and their willingness to pool funding, and a programme which is prepared to constantly gather data and learning and adapt to need and demand.

Budget Management

Budget management is completed through a monthly budget report. Each funding stream has its own budget sheet. Activities are budgeted on an annual basis and reviewed on a quarterly basis via the work-plan. An annual procurement plan is also produced. An overall budget planning document for 2020 to 2023 was produced, which also lists some areas which are unfunded. However, this does not currently match the latest programme budget report. There were also examples of activities which had not been funded not being included in the list of unfunded activities. This includes the work on the MNE declaration (which has now been financed using Regular Budget resources from the Enterprises Department) and the labour inspectorate IMS (which is also now funded), and the work on the one-stop employment injury insurance scheme and POESSA and POSSSA IT systems, which remained unfunded until the no-cost extension for VZF was granted. While the programme team does seem to have a good grasp of the budget planning, updating the combined programme budget would be advisable.

Efficiency of the Integrated Programme Approach

There is a clear indication that the ONEILO approach has improved the efficiency of the programme. By combining the programmes into one intervention, the programme has reduced staffing costs, as well as administrative costs for both ILO and the tripartite constituents. One of the most expensive elements of an ILO programme can often be staffing costs of CTA positions. Were this programme to be split into many projects, it would have been likely that a CTA would have been recruited for each position instead of the one CTA in this programme. The broad nature of the programme also allows for the recruitment of cross-cutting positions such as a M&E Officer, Communications Officer, and more recently a Gender Specialist. It is hard to analyze in depth the impact of the gender specialist due to the recent recruitment, but the M&E Officer position has enhanced the project management efficiencies of the programme. Similarly, consolidating the administrative positions also provides cost savings which would not be available in individual projects.

In addition to funding a M&E Officer, studies conducted by the programme under the guidance of the M&E Officer provide savings through being relevant to the different components. The baseline study, impact evaluation and endline study, and clustered mid-term and final evaluations all contribute to all components. Other studies such as the gender analysis are other examples of this.

In general, the programme has been efficient in the recruitment of key personnel. This allowed the programme to begin implementation early in the programme cycle. The early recruitment of the CTA who had worked with ILO Ethiopia for many years was a significant contributor to this. Most of the national positions were also recruited in a reasonably timely manner although the industrial relations expert and gender specialist only took up their position in 2021.

Adaptation to COVID

The programme has efficiently adapted to the realities of the COVID-19 pandemic. ILO was well positioned to lead on the COVID-19 response and has used this effectively to support the wage subsidy programme as well as training and the provision of PPE in the factories. The adaptive management approach of the programme and ability to source additional funding supported this.

The ONEILO nature of the programme also allowed for sharing of resources and synergies in implementation when trying to adapt to COVID-19 restrictions. As previously indicated, SCORE trainers were able to provide support for Better Work Enterprise Advisors when they were not able to access the factories. The strong emphasis on OSH through VZF has also helped Better Work and SCORE to remain relevant to factories as their attention changed to survival and workplace safety during this period.

The programme has also used online training options to ensure continuation of activities. This has been effective in ensuring some training was taking place during this period, although it was reported to have created imbalances in the target groups of the training as managers and supervisors are more likely to be able to participate in online training than workers. This is borne out by the IPTT figures which show the shortfall percentage in the number of supervisors trained is considerably smaller than that of the workers trained.

Challenges to Efficiency

The evaluation identified certain areas where efficiency could be strengthened:

Delays in logistics and contracting

Various stakeholders, both within and external to ILO, raised concerns about the length of time it can take to finalize logistical and contracting procedures. This has led to delays in activities as a result.

“The programme lags in the delivery of funds, the approval process is too long...it took a year for ILO to approve the proposal” (External Stakeholder)

“Sometimes there is a lag in approval procedures” (External Stakeholder)

Development of resources which are not utilized

There are examples of work being conducted which is not followed up on for various reasons. A significant example of this would be the work to develop a proposal for implementing a trial one-stop shop employment injury insurance system in the industrial park in Hawassa. This has not been taken forward due to a lack of funding and demands for other priorities from stakeholders. There has also been an assessment of the IT and operational needs of the POESSA, where the recommendations have not yet been taken forward due to funding not being available, although it appears to have been recently included in the no-cost extension approval. The adaptive management approach of the programme also means not all approaches will be taken forward after their initial development. There is of course potential for these resources to be utilized later in the programme, as demonstrated with the no-cost extension request, and the development of them gives the programme a solid background document to take to donors for funding. So, although when taken at an individual level, these examples present potential inefficiencies, within the overall context of the programme and the approach it uses, the concern is significantly lessened.

ONEILO- Efficiency

The key takeaways from the ONEILO approach in the efficiency criterion are:

- The ONEILO approach provides improvements in efficiency through providing positions which provide support across all the components. These include the CTA, Monitoring and Evaluation Officer, Gender Specialist, Communications Officer, and Administration Assistant.
- Adaptive management and the staggered approach to funding also supports the efficiency of the programme as well as the effectiveness. The programme is able to proceed on certain elements of the programme whilst working on funding others.

3.6 Impact

23. To what extent is Programme making progress towards the intended impact on beneficiaries (workers) life? What are the most significant elements to-date that can lead or influence the impact?
24. What is the anticipated effect of COVID-19 on the impact of the Programme interventions?

The programme is midway through a five-year implementation period, undertaking a combined programme approach which was new to the ILO. As such it is early to be able to measure much progress towards the overall objectives of the programme. However, it is possible to identify certain impacts which are initially felt by beneficiaries and may be leveraged into longer term impacts by the end of the programme.

Of the three levels of the programme, impact can be seen more readily at the factory level. It is here where the programme has been able to undertake activities which provide quicker wins than the lengthier process of policy changes and institutional strengthening. However, to ensure broad impact on the lives of factory workers, it will be important to ensure the policy changes and institutional strengthening are completed in the second half of the project. Outputs such as finalizing the minimum wage policy, strengthening the employment injury insurance system, and developing and adopting the OSH Directive will help institutionalize the changes the programme seeks and provide benefits beyond the factories which participate in this programme. The designating of national focal points for the promotion of the MNE Declaration and creating a national dialogue structure, were both identified by national stakeholders to be part of the roadmap for the promotion and adoption of the MNE Declaration, and can also contribute to institutionalizing the changes the programme contributes to.

At the factory level, impact can be seen in relationships between managers and staff, improvements in safety, and to a certain extent in empowerment of women workers. The improved relationship between managers and staff was the change most commonly cited by both factory managers and workers:

“We have a good work environment relative to other companies from the beginning and the training helped us to continue our good relation in a better way.” (Factory Manager)

Much of this change was linked to the OSH and PIC committees which had empowered workers and given them a forum for airing their feedback, and the training on workplace communication. The existence of these had also given managers and supervisors an awareness of systems to interact with the workers, which combined with training on workplace cooperation had led to an improvement in listening to feedback and well as a reduction in verbal abuse and shouting. The gains in productivity were also attributed to this improvement, as managers recognize the committees and the dialogue surrounding them had helped improve factory performance, as well as supporting factory compliance.

“The operators and the supervisor’s communication problems are improved because of the daily meeting and suggestion received from workers” (PICC Member)

“The management listens to the OSH complaints from the OSH committee and workers because it helps in social compliance” (OSH Committee Member)

“After Better Work now the factory has better communication because of training on supervision and leadership training.” (Factory Manager)

“Working culture is becoming better. Shouting is now minimized and there is better communication” (Factory Manager)

“For example, in the past foreign workers were screaming on the employees but now they understand that their screams affect the psychology of the worker so now they are not screaming.” (Factory Worker)

This was also reported by other stakeholders who highlighted the importance of strengthening the employers and workers representatives to help institutionalize this gain:

“There is a definitely a need on social dialogue between the workers and the managers- less shouting is being reported- the idea is to strengthen the institutions so they can strengthen the role.” (Donor representative)

Other initial impacts which were reported included an improved knowledge of sexual harassment, which in some cases has led to an increased confidence to report it, and increased confidence coming from the soft skill training the project has undertaken. A module on sexual harassment training was added into the training curriculum for SCORE and Better Work with support of INWORK. Some workers and managers in the factories shared this has led to a reduction of the incidents and improvement in report of sexual harassment:

“Sexual harassment incidents are now minimized. Most of the employees are aware and they respect each other” (Factory Worker)

It should be noted though this is based on self-reporting by factory workers and managers and confirmation would need to be obtained by comparing levels of sexual harassment incidents before and after the training. Given the limited reporting of incidents officially, the lack of effective grievance mechanisms, and the cultural norms which tend to doubly victimize survivors for raising issues of sexual harassment, this claim by the workers and managers cannot be independently verified and would need more in-depth study.

Some evaluation participants also noted the empowerment impacts from the soft skills training:

“I was not interested in a leadership role and the training helped me to develop my profession and it was a skill.” (Factory Worker)

“Personally, all the trainings helped me to update myself. For example, in TOT trainings I developed my self-confidence when I speak in front of people to share my knowledge.” (Factory Worker)

The training on leadership and technical skills was linked to improved opportunities for promotion. Enterprise Advisors reported that after the training, trainees are required to work on supervisory roles and practice what they have learned from three to four months. A mentor and coach supervisors are assigned to them for follow-up and advice. The factories agreed to hire the trainees in leadership positions. This approach should be highlighted to other factories in the programme and rolled out as much as possible elsewhere.

The evaluation particularly noted a sense of ownership or empowerment in the factories where the PICCs were operational. Many factory workers noted this was the first time they had been asked to be part of addressing problems related to productivity in the factories and the process had given them a much greater feeling of making a contribution to the factory as a whole. This was also noted to an extent with OSH Committees.

Supervisors were also able to identify connections between the soft skills training and the productivity of the factory. As communication improved between workers and managers, productivity has improved as issues within the factory were resolved more quickly:

“Since the training helped me to communicate with workers effectively, the production becomes better.” (Factory Supervisor)

Improved awareness of labour law and compliance requirements was also reported by stakeholders as an intermediate effect of the programme. This was seen at various levels. Among workers, an increased awareness supported many of the changes noted above, including empowerment to raise concerns with the management, and among management, the responsiveness to the workers raising these complaints was linked to the increased knowledge of labour law. Significantly, labour inspectors reported a greater understanding of labour law and how to apply it, including specific areas of compliance such as their power to fine firms for non-compliance. The improved awareness of labour law is not an impact in itself though, it is a means for achieving the targeted impacts of the

programme. The impacts of increased knowledge of labour law will thus be dependent on the various stakeholders' capacity and will to utilize this in achieving the changes the programme is aiming for. Additionally, it is reported factories have begun to craft their own HR and OSH policies and procedures after the training given by the programme, but the evaluation was not able to independently assess this.

Impact of COVID-19

Delays in implementation of the programme has the potential to reduce both the range of the beneficiaries covered and the amount of time available for introducing new policies and directives, thus lessening the impact of the programme by the end of the programme period.

As noted, the programme has not been able to expand coverage to the hoped number of factories in both Better Work and SCORE. The number of factory workers and managers trained is also significantly below the original targets due both to the reduced number of factories participating and the difficulties in conducting face to face training in the factories which are participating during the early stages of the pandemic in particular. At a more micro level, this means the impacts identified above will be felt by less workers and managers in the factories. More fundamentally, this may harm the longer-term sustainability of the various initiatives of the programme which could reduce long-term impact. This would need to be analyzed more clearly at the end of the programme, but it can be theorized that the more factories participate in the programme, the more momentum it will get in the country, thus helped to institutionalize practices and thus solidify long-term outcomes.

The second impact from COVID-19 has been the delays in finalizing policy changes and achieving institutional capacity change. As focus of policy makers and institutions was drawn to the pandemic response, the focus on obtaining agreement and approval for work on policy change and moving forward on plans which would strengthen institutional capacity were delayed. As noted, the programme is still in a position to push to secure most of these changes. For example, the revision of the OSH Directive and the passage of the minimum wage can both be achieved with commitment from stakeholders. However, the impact of the delay means there will be less time during the current programme for these policies to be introduced and tested at the factory or institution level with the support of ILO. If a second stage of this programme is able to provide continued support on this or institutions involved in the programme are able to take this forward this will not have a significant long-term impact, but ILO should consider any implications of these delays when planning a second round of the programme.

Although the pandemic has had led to the delays and reductions in participating factories, the pandemic has also had certain effects which may provide opportunities to strengthen the long-term impact. Most notably the pandemic has helped raised awareness of the importance of workplace safety. Stakeholders in the evaluation noted that there was a greater recognition of the importance of OSH in the workplace and the links that employee welfare had to the overall performance and profitability of factories as a result. ILO is well positioned through its leadership in the COVID-19 response to leverage this heightened awareness into progress on policy level change, which will support the impact the programme is hoping to achieve.

Additionally, the combined response to COVID-19 which ILO played a significant role in through this programme probably helped many factories remain open during this period and ensured many workers retained a wage. As such, the focus on wage subsidies and other support to factories has had a significant impact on its own on the factories and the lives of its workers.

Impact of Civil Instability

The conflict to date has some but not excessive impact on the programme. The conflict in the north began in October 2020 and until recently was mainly confined to the northern Tigray Region. This did impact the programme because one of the industrial parks was located in Mekelle and two factories from the park were participating in the programme. These factories have ceased operation. The other potential impact on the programme, which is hard to quantify were potential delays at the policy level due to other re-directed priorities. While the process of moving for example, the minimum wage policy and the approval for the revision of the OSH directive through the necessary government channels has at times been slow, is though not possible to separate whether this was a result of COVID, the conflict, the elections, or for other reasons. The conflict has recently escalated and has potential to have a much more severe impact in the second half of the programme depending on its trajectory. Concerns in the United States over reported human rights abuses have already led to the announcement of the removal of Ethiopia from AGOA and should more industrial parks become located within conflict zones, the impact will increase.

ONEILO- Impact

The key takeaways from the ONEILO approach in the impact criterion are:

- The full impact of the ONEILO approach will need to be assessed in the final and impact evaluation.
- Potential enhanced impact from the ONEILO approach could occurred if the institutionalization of changes at a national level through the work of various components can be achieved and support the enhancing of some of the impacts at the factory level. For example, gains through the Better Work programme can be solidified and expanded to a greater number of workers if the work of the VZF programme through LABADMIN/OSH achieves the revision of the OSH Directive. There are other examples which can be reviewed at the end of the programme.

3.7 Sustainability

25. To what extent are the net benefits of the Programme likely to be continued?
26. How much progress is made to ensure the sustainability of the Programme, based on tangible milestones (e.g. in the capacity of the stakeholders, existence of national institutions, financial commitments, etc.)?
27. Does the program have an exit strategy to ensure sustainability?
28. How effective has the Programme been in creating ownership by relevant stakeholders, enterprises and workers?
29. What are potential internal and external risks affecting the sustainability of impact? What measures should be built to increase sustainability of the Programme after completion?

The long-term impact of the programme is ultimately dependent on the extent of institutionalization of the changes at the policy, enterprise and organizational level. The evaluation found evidence of sustainability in some areas of the programme but potential risks towards sustainability in other areas. At the factory level, there was evidence of sustainability in some of the practices being employed but turn-over of staff, lack of follow-up after the programme intervention has ended, and changing priorities due to COVID-19 may impact the long-term sustainability.

At the time of submission of the first draft of this report, the security situation in Ethiopia deteriorated quite rapidly and the US announced its intention to remove access to AGOA for Ethiopia from January 2022. The security situation had improved to an extent by the time the report

was finalized in February 2022. These events both have the potential to impact the long-term sustainability of the programme by both shrinking the garment sector in Ethiopia and delaying or removing opportunities for policy change. Much of the findings on sustainability are dependent on the programme being able to continue and the policy level changes being implemented. The programme will need to re-evaluate strategies once it is clearer of the long-term trajectory of both of these events.

Policy level

Minimum wage: Initial progress on the minimum wage has included providing technical support to draft the minimum wage regulation and hold workshops to review the proposal. There is significant support from various stakeholders including the factories, the unions, and the employers' representatives to implement a minimum wage. However, progress has stalled to an extent since the COVID-19 pandemic and the civil conflict. More recently, the reorganization of government ministries and cabinet reshuffle also presents the potential for future delays. Working closely with the ministry and other stakeholders to ensure the passage of this legislation will be important to strengthen the sustainability of the action.

National OSH Directive: There was significant agreement among stakeholders interviewed during the evaluation that the OSH Directive is outdated and needs updating to meet the current situation and challenges of the manufacturing sector in Ethiopia. The VZF programme has secured approval to revise the OSH Directive and is in the process of recruiting a consultant to lead this process. As with the minimum wage, it is important to ensure the approval of revised directive is finalized which will allow it to be rolled out to factories and the labour inspectorate. Similarly, a further policy area linked to VZF's work which if finalized will strengthen the long-term sustainability of the intervention is finalizing and ensuring approval of the updated occupational injury and diseases list.

With all these policy changes, the programme faces the challenge of navigating lengthy approval processes through various stages of government. This time period may be lengthened following the recent government restructuring as new individuals will need to be orientated to the goals of the changes. The programme thus needs to ensure all stakeholders are apprised of the plans for finalizing the proposals and delays are minimized moving forward. The recent declaration of a state of emergency by the Government is a potential further barrier to the finalization of policy changes.

The stratified nature of the programme, working at the factory, sectoral, and national level can support the institutionalizing of changes by capitalizing data from the individual factory level for advocacy purposes. Information gathered in assessments has already been used to support agreement to move forward on certain policy level activities. For example, the assessment of the drivers and constraints of OSH conducted by VZF helped support the agreement to recruit a consultant to propose revisions to the OSH Directive. As data on changes at the factory and individual worker becomes available, this can be used to further strengthen the advocacy both for policy level changes and also towards other actors in this and other sectors to ensure expanding participation, such as other factories.

Institutional Strengthening of Employers and Workers Organizations

The theory of change of the programme places strong emphasis on the strengthening of government departments and social partners to support compliance and social dialogue in the industry. It is too early to understand if the capacity gains the programming is aiming for will be retained or not in most cases. As noted in the effectiveness sector, it is only the last few months where there has been significant progress on strengthening the unions at the factory level. This has made important

progress, particularly by supporting the recognition that unionization is fundamentally important for compliance and industrial relations. Achieving the opening of unions in 8 FDI factories is a notable achievement, which the programme has contributed to. However, to ensure long-term sustainability, the national or federal employers' and workers' organizations need to be in a position to provide support to the individual factory entities. Strengthening the involvement and ownership of the programme by these groups in the second half of the programme should be a priority.

Labour Inspectorate

The evaluation found there was considerable enthusiasm within the labour inspectorate for the activities of the programme. Progress though will be incremental, and it is currently not clear what level of sustainability will be achieved by the end of the programme. On the one hand, the development of the off-line training and should it be completed the information management system will help build the capacity and knowledge of the inspectors and the availability of data. On the other hand, there are a number of institutional challenges which go beyond the scope of this programme to address. Turn-over of staff, technical capacities, the limited number of women inspectors, and the lack of resources for conducting inspections remain key challenges. Financial commitments on budgets for the inspectorate offices are not obtained currently. Given the scale of the challenges, expecting resolution of all these issues within the programme is unrealistic. If the programme can work to iron out some of the challenges with the offline training, can finalize the information management system, can finalize its assessment on the challenges of recruiting women inspectors and support actions linked to this, and potentially can ensure BoLSA has a presence in the offices of the IPDC in the investment parks, then a significant step towards sustainability would have been achieved, but the process will need continued support from ILO and commitment from the government beyond these programme.

SCORE trainers

The integration of the SCORE programme into the Kaizen Institute's programming and the training of independent SCORE consultants offers a two-pronged approach to sustainability. By both working with a government institution and developing independent capacity, the programme offers a potential model for future activity. The SCORE trainers have proposed grouping together in an association to support their work which would strengthen sustainability further. SCORE has been more active in other sectors as well than the other programmes which both broadens the reach of the programme and offers more options for the trainers to commercialize their services in the future. One of the biggest risks to sustainability for the SCORE programme is the limited number of garment factories expressing interest in the services, so the diversification provides mitigation against this. A further risk which threatens sustainability is the limited number of SCORE trainers. The programme needs to identify additional suitably qualified trainers to increase the pool of trainers available.

Other Sectors

Although the programme is focused on the garment sector, some of the impacts are translatable beyond this sector, which will support longer term sustainability. The improved capacity of labour inspectors and Kaizen Institute and other SCORE trainers, the development of policies on OSH, the implementation of a minimum wage policy, and the strengthening of the employment injury insurance social safety net all have impacts which will extend beyond the garment sector. Ensuring the programme is able to complete this work will be critical for solidifying long term gains. ILO has been looking at options to take this work forward:

“Together with the colleagues in SECTOR who deal with the rural economy, we committed to an assessment of decent work- the second phase would involve training academics to carry out interviews with farmers and workers of the cotton sector to have an understanding of the dynamics of this particular sub-sector. Are they happy to unionise, do workers work in cooperatives, what is the price setting approach etc?” (ILO Staff Member)

Funding

Potential funding gaps pose a challenge to the sustainability of the programme. Although one of the strengths of the ONEILO programme is the adaptive management approach which allows for multi-donor funding and the identification of new funding streams, it also creates the possibility of areas of the programme being unfunded. This has the potential to damage the combined nature of the programme. Currently VZF funding is scheduled to end at the end of 2022. Other elements of the programme have other funding cycles. This has the potential to fragment the programme, leading to a much more siloed approach of the different global programmes. This is highlighted as a risk moving forward rather than something which has happened at this stage.

Integrated Programme Approach

A number potential risk to the long-term sustainability of the overall programme is whether ILO and the stakeholders can continue to maintain a coherent cluster programme which relies on the different global programmes acting collectively. The evaluation found there had been considerable efforts among the programme team to work collectively, and this had led to real benefits, particularly during assessments and in factory access at the start of the pandemic. However, there was also evidence this approach did not always work effectively and that more recently coordination had reduced in some areas. Interviewees shared that Enterprise Advisors and SCORE Trainers coordinated less on visits and activities than had initially been the case. There was also a concern as to how effectively the work with Labour Inspectors was integrated into the rest of the programme. As described above, the programme works most effectively in factories when the different global programmes are operational. To ensure long-term sustainability ILO must ensure the programmes continue to work in coordination with each other, and work on how to adapt when one area has delays in implementation. Critically it must also advocate with key stakeholders to continue to see the interlinked nature of the different aspects of the programme. Improving formal global coordination would support this goal by identifying upcoming approaches and challenges, and addressing potential funding shortfalls.

“I would make the coordination extended to the global level. Never too late to start this and it could improve the coordination, a lot of the discussions are bilateral but needs to be multi-lateral. Different components have different end dates and we need to discuss what to do for a second phase. For example, VZF funding runs out next year. We need to discuss urgently what we would do next. Should we go into other areas, maybe up and down the supply chain or into also in cut flowers and horticulture? If we don’t have these conversations soon the ONEILO programme may die.” (ILO Staff Member)

Facilitating workshops in the coming months to discuss the future of the ONEILO programme would both support the identification of what comes next for the programme in Ethiopia and also provide a template for more global formal coordination which could be used in other programmes. As noted, there is disagreement among ILO staff as to the utility of this type of structure, and this needs to be addressed by ILO in the coming months.

Competing priorities at the factory level

A challenge to sustainability at the factory level is the level of willingness to continue to implement changes and approaches after the initial intervention of the SCORE or Better Work programmes. The evaluation found mixed indications of the long-term commitment to continue to implement the changes identified by the programme. Better Work suffers less from this particular problem as factories are often required to participate by their international buyers. Some factories who had been implementing the SCORE programme had actively continued to implement activities and had expanding PICCs to other production lines. Conversely, others had disbanded their PICCs and were not continuing activities. Other priorities such as responded to COVID were cited as reasons for this. In one factory the members of the PICC set up by SCORE were on the OSH Committee which had become the priority. A lack of attention from the management to address problems the PICC raised and the turnover of staff were other explanations given.

“Similar problems were raised every meeting because the management do not solve bigger problems.” (PICC member)

Exit Strategy

The exit strategy of the programme needs considering more clearly as a decision is made of a second phase. The different global programmes have different approaches and timelines, and funding cycles. Currently the programme is working to ensure there is funding for all the global programmes through to the end of this programme cycle. To build on the successes of the ONEILO approach, ILO needs to reflect on what a second stage of the programme would look like and if every global programme will be involved in the future. This should include reflecting on what synergies will remain between the global programmes, and what areas might require a less integrated approach. For example, the focus of Better Work is on the garment sector but SCORE, LABADMIN/OSH and its VZF programme have the potential to expand to other sectors. Data from work in the factories can be useful in future work in other sectors, and there would be synergies which could be harnessed from the global programmes working both on the garment and other sectors. As a future phase is developed though, ILO needs to consider what they expect each programme to contribute and what the exit strategy for each programme might be long-term.

External Challenges

There are three main contextual challenges to the programme, the long-term trajectory of the COVID-19 pandemic, the security situation and civil upheaval, and the suspension of access to AGOA. As noted, ILO has adapted effectively to the COVID-19 pandemic. Although subject to the risks of a new variant causing significant restrictions in the future, on its current trajectory and if the other two risks do not manifest themselves, the impact of COVID on long-term sustainability will be mainly linked to how successful the programme is at catching up on the delays to the programme. More significant risks are posed by the suspension of access to AGOA and the potential for a much more widespread civil war.

The withdrawal of access to AGOA poses considerable risk to the viability of the garment industry in Ethiopia and thus the sustainability of the programme. Focusing on the passage of policy changes which will impact other sectors, strengthening the capacity of the labour inspectorate and the employment injury insurance bodies, and focusing on expanding SCORE work to other sectors as well as the domestic factories will all help mitigate as much as is possible against this challenge as it would mean the programme is not reliant on the continued operation of the FDI garment sector. The

impact of the conflict on the programme will depend upon its trajectory and how much of the country it impacts, and the mitigation strategies will vary accordingly.

ONEILO- Sustainability

The key takeaways from the ONEILO approach in the sustainability criterion are:

- Coordination on the future of the ONEILO programme is needed to ensure the longer-term success of the approach.
- Given the complexity of the integrated programme, developing an exit strategy which maps the various scenarios for each of the different components is probably even more needed than in an individual project.
- The programme working at different levels and with different components may help sustainability in the long run if data from various activities can be used to support advocacy for the policy level changes needed to institutionalize the gains of the programme.

4. Conclusions, Recommendations, Lessons Learned and Emergent Good Practices

Conclusion

Overall, the programme is making progress towards achieving its long-term objectives and there is evidence of initial change at the factory, sectoral, and national level. The programme has also demonstrated the utility of a ONEILO approach, managing for the most part to harness synergies and work collectively as a team. There have however been some delays and under-achievement in output targets to the programme. The number of factories participating, and workers trained has been affected as a result of the COVID-19 pandemic and a couple of initiatives have been delayed pending obtaining funding. Although given the current context it may not be possible for the programme to catch up in terms of target numbers for training and factories involved, the programme is still well positioned to follow through on meeting most outcomes and significantly achieve policy changes which will impact the lives of factory workers in Ethiopia.

The ONEILO approach has been effective to date. The approach has allowed synergies between the different components and global programmes to be harnessed. The approach is appreciated by the stakeholders because it streamlines the coordination with ILO and particularly in the case of factories allows them a series of components and training modules which they can sign up to based on demand. There are some lessons and good practices which can be learned for future ONEILO programmes. Despite a few initial small coordination issues, the establishing of most of the core programme team early in the implementation period helped ensure the components could work together early on and should be a priority in future programmes. Ensuring the team coordination levels remain strong will be important for the remainder of this programme. Coordination at the global level needs to be discussed among the various global components and consideration given to what, if any, formal coordination mechanism should be set up. ILO also needs to focus on ensuring funding streams remain for all components for the remainder of the programme to ensure the ONEILO approach does not fracture due to loss of funding of a particular component.

Relevance

The programme was found to be relevant to the needs of the stakeholders included the government, factory management and workers, and the employers' and workers' organizations and

representatives. The challenges identified in the PRODOC remain relevant to the stakeholders. The clustered nature of the ONEILO programme means the design allows addressing multiple concerns of both workers and managers in the factories and can focus on compliance, decent work, and productivity simultaneously. This has also allowed the programme to address needs at the three levels of implementation, factory, sectoral, and national, ensuring relevance at the institutional level as well as for individual factories.

The programme was well positioned to respond to the COVID-19 pandemic which has also helped ensure its continued relevance. The inclusion of VZF in the programme meant that ILO has been able to capitalize on an increased focus on occupational health and safety. ILO's expertise on OSH, as well as its positioning in the factories through the programme as a whole, allowed for the Ethiopian programme team with the support of the Social Protection department to be engaged in the response of supporting workers through wage subsidies in the initial stages of the pandemic.

The programme is relevant to the needs of women workers, with a number of initiatives focusing on empowering women to be leaders in the factories, addressing the issue of sexual harassment, and working towards proportional representation in factory committees. Future programmes should though try to ensure a gender analysis is conducted in the first year of the programme to enhance relevance in this field. Although the programme works on disability inclusion through the Better Work assessment and by raising disability issues at various fora, the relevance to persons with disabilities is limited due to the very low numbers of persons with disabilities who are recruited in the first place. Working with an OPD to try to address this concern would strengthen the relevance of the programme for persons with disabilities. There has been limited work on environmental issues to date but a recently signed MOU with the SWI will support the programme to strengthen this element of the programme. The analysis conducted by SWI will also look at how environmental hazards affect men and women differently, thus contributing to strengthen the gender equality aspects of the programme.

Validity

The overall theory of change and the logical framework remain valid. However certain updates would help strengthen the validity further. An area for review would include how the different speeds which the different components move at impacts the theory of change. The work on improving institutional capacity including the labour inspectors, the trade unions and employers' federations and the social security agencies all move much more slowly than the Better Work and SCORE interventions. This is to be expected given the nature of the different components and so ensuring the different timings are detailed more in the theory of change based on the emerging example of this programme, will help future programmes design and implement their theories of change. Building on the gender analysis and updating the theory of change based on its findings should also be looked at. Ensuring the continued involvement of factories while the lengthy institutional strengthening takes place is critical for the continued relevance of the theory of change. Most of the assumptions and risks were found to be relevant but certain additions and revisions are recommended. Stakeholders were found to have a good understanding of the theory of change, particularly the importance of the integrated nature of the programme.

Coherence

The evaluation found there is significant value-add from the ONEILO approach. The different components have been able to benefit from each other's presence, often undertaking joint assessments and using data from one component to feed into the work of another component. It

will be important to ensure the strong teamwork developed by the country team continues in future, particularly. The programme is aligned with the goals of the global ILO programmes as well as the P&B outcomes, the DWCP and the UNDSCF/UNDAF and the priorities of donors.

Effectiveness

As noted, the programme is making reasonable progress to achieving many of the objectives of the logical framework, especially given the delays caused by the pandemic. Overall, it is ahead of its scheduled milestones in three outcome indicators and behind its scheduled milestones in three outcome indicators. Progress towards output targets is mixed with progress on targets for factory numbers and training reduced as a result of less factories being involved than originally planned. Stakeholders have generally shown active involvement in the programme, particularly at the factory and sectoral level. Strengthening the direct involvement of the employers' federations and trade unions in the second half of the programme will be important for longer term sustainability. There is also a relatively high perception of effectiveness of the programme from the stakeholders, although there were certain recommendations that it would be more effective if more support on how to resolve compliance issues could be given.

The evaluation identified areas where the logical framework could be strengthened. There are a number of areas where the programme is conducting significant work but there are not corresponding outcome level indicators. Additionally, a number of indicators for the objectives are output rather than outcome level indicators. ILO should also ensure indicators for the additional gender components of the programme are finalized and measured as soon as possible.

Efficiency

The ONEILO approach has enhanced the efficiency of the programme in a number of ways. The sharing of resources and data between the components, the ability to deploy a dedicated M&E Officer, having a clustered evaluation and other research studies, and the reduction in administration staffing costs are all examples of this. Having one CTA overseeing the programme helps both in terms of cohesion and reduced salary costs. The approach also provides efficiencies for stakeholders with a reduction in coordination meetings and communication which they would face if there were several projects.

Certain areas where efficiency could be improved were also identified. Of particular note would be identifying ways to speed up the logistical and contracting processes. At a global level, ensuring the data management systems of the different global programmes are able to interact more effectively would also improve efficiency.

Impact

While at the mid-stage of the programme it is too early to know the full impact of the programmes, initial indicators of impact were picked up at the factory level. Stakeholders shared there are better manager/worker relations with reports of less shouting and verbal abuse, women who had participated in the soft skills training reported increase confidence and empowerment to raise their concerns, the sexual harassment training was reported to have had an impact in reducing such incidents, and labour inspectors indicated their knowledge of labour law had increased as a result of the programme. At the policy level there is less impact to date but the progress on agreements on the minimum wage level and revising the OSH directive offer the potential for considerable impact if they can be followed through on.

Sustainability

The sustainability of the programme will depend considerably on the trajectory of a series of crises facing Ethiopia and the garment sector. Civil conflict has the potential to slow and even halt activities and even if it is contained could still lead to a slowing of opportunities to pass policy reforms and strengthen government institutions. The garment sector is also threatened by the proposed suspension of Ethiopian access to AGOA, which may lead to the programme needed to more quickly focus on other sectors.

Outside of these crises, the programme can enhance sustainability by focusing on the policy level reforms are approved by the responsible government ministries and rolled out at the factory level. This was significantly increase both sustainability and impact. Challenges to sustainability come from the need to enhance technical knowledge and skills concerning compliance and enforcement and the political will of stakeholders to provide sufficient support to allow the labour inspectorate and the trade unions access to the factories and to build the capacities of various stakeholders to support workers in the sector. The programme appears to have been successful in obtaining acceptance of the various stakeholders of the need for change in the industry, ensuring this is translated into action will be critical for long-term sustainability.

As a ground-breaking programme for ILO, the ONEILO programme has made considerable progress in the first years of implementation, particularly when considering much of this period has been affected by the COVID-19 pandemic. The ONEILO approach has provided enhanced synergies and effectively moulded the different components into an effective team. There are of course improvements which can be made, but as a pilot programme, the early stages have been effective. The programme must focus on securing the policy level changes and strengthening the institutional capacity of employers and workers organizations in its second half in order to ensure it is ultimately successful, but has built a solid base with which to achieve this.

4.1 Recommendations

Recommendations	Addressed To	Timeframe and Priority (High-Medium-Low)	Resource Implications (High-Medium-Low)
1. Revise the logical framework to include: <ul style="list-style-type: none"> • More realistic factory and training number targets given the impact of the COVID-19 pandemic • Identify indicators to measure work where significant achievements have been made but are not recorded in the logical framework. These include work on strengthening the capacities of Labour Inspectors and enhancing the national capacities to offer production improvement services through the SCORE programme • Replace output indicators with outcome indicators where they are included at the objective level 	Country Programme team	ASAP- High	Staff time- Medium

<ul style="list-style-type: none"> • Include recommendations from the gender analysis 			
<p>2. Review the theory of change and consider revisions including:</p> <ul style="list-style-type: none"> • Long-term challenges of COVID-19 • Revisions to causal assumptions a, c, & d, and add in assumptions linked to civil conflict and COVID-19 • Assumptions linked to gender equality • Review the timing of the various parts of implementation and consider how continuous loops of implementing Better Work and SCORE may be conducted and feeding into objectives which will take longer • Identify how the work on this sector feeds into broader sectors • Revise the risk matrix as per the recommendations in the report 	Country Programme team	ASAP- High	Staff time-Medium
<p>3. Discuss options for a formal system of coordination among the different global programmes at the global level. Although coordination is strong at the country level between programmes, at the global level most coordination is bilateral between individual programmes and the country team, between global programmes is informal and ad hoc. As a result, some global units involved in the programme, particularly those without a focal point in the programme team in Ethiopia felt they are not kept fully up to date with the programme and the opportunities to capitalize on lessons learned from this programme for future ONEILO efforts are lost. The need to discuss the future direction of the programme and consider funding issues was also identified as a key purpose of a more formal structure. Ensuring a regular coordination mechanism of key focal points from both HQ and the country programme would help alleviate this concern.</p>	Country Programme Team and HQ	ASAP- High	Staff time-Medium
<p>4. Ensure the findings and recommendations of the gender analysis are integrated into the programme documents, the indicators for gender-equality related activities are developed, and the monitoring and evaluation plan updated accordingly. The importance of conducting gender assessments in the early stages of a project/programme should be reflected on and addressed in future ILO programmes.</p>	Country Programme Team and GEDI	ASAP-High	Staff time-Low (as Gender Specialist is already budgeted for a recruited and other activities should be part of work plan)

<p>5. Strengthen the capacities and opportunities for the Enterprise Advisors to provide solutions to compliance issues. Some factories shared the frustration that the Better Work programme focuses on identifying compliance issues without always offering solutions. To enhance willingness to actively participate in the programme, ILO should identify particular areas where this occurs, identify gaps in technical knowledge of Enterprise Advisors and consider how to improve this service moving forward.</p>	<p>Country programme team Better Work Programme</p>	<p>Ongoing-Medium</p>	<p>Training costs and potentially utilizing consultants-Medium</p>
<p>6. Train more SCORE trainers and identify additional institutes which ILO can partner with to ensure the long-term viability of this aspect of the programme. To date factories who have participated in SCORE have been supportive of the programme and SCORE has been embraced by the Kaizen Institute. The SCORE trainers themselves are working on forming an associate to help them market the services to other factories. However, there are a limited number of trained SCORE trainers. Identifying and training more, including working with other institutes as well as individual consultants would further strengthen the sustainability of this service.</p>	<p>Country programme team SCORE Programme</p>	<p>Ongoing-Medium</p>	<p>Training costs, recruitment of new consultants, and partnership agreements with other institutions, additional staff-High</p>
<p>7. Ensure all of the different services offered through the programme are re-emphasised to the participating factories. There was limited awareness of SCORE in some factories. The programme was presented to them originally but refreshing their memory of this and using successes from factories who have participated in SCORE would strengthen this element of the programme. Work should also consider how to expand the number of participating factories in the programme as a whole. Sharing of success stories from participating factories can also be used to try to attract more participants. Identify ways to make the business case of social dialogue and improved OSH to them even, or perhaps as a result of, the suspension from AGOA.</p>	<p>Country programme team SCORE programme</p>	<p>Ongoing-Medium</p>	<p>Staff time- High (dependent on the level of expansion)</p>
<p>8. Labour Inspectorate:</p> <ul style="list-style-type: none"> Advocate for placement of BoLSA offices in the industry parks and greater access for the labour inspectors 	<p>Country Programme team BoLSA</p>	<p>For the remainder of the programme - High</p>	<p>Staff time-Medium Funding for IMS system and</p>

<ul style="list-style-type: none"> • Ensure work on the IMS system for the Labour Inspectorate is completed • Review options for enhancing the technical capacities of the Labour Inspectors to advise solutions to compliance challenges factories face • Consider developing an app for the off-line training to allow it to be taken using a phone 			training app-High
9. Ensure the OSH Directive, Minimum Wage Occupational Injury and Diseases list, and Disability Assessment Guidelines are finalized and approved	MoLSA, Other Government Departments Country Programme team	For the remainder of the programme - High	Staff time-Medium
10. Ensure work with workers' and employers' representative organizations continues to accelerate in the second half of the programme. The capacity levels of the partners and the lack of structures for social dialogue on different levels (macro, meso and micro) present risks to the sustainability of the results of programme on a national and sectoral level. Investigate if a stronger focus on organising (which has begun) can also contribute to positive effects on social dialogue on at the national, regional and sectoral levels through the increased strength and capacity of the organizations.	Social partners Country Programme Team	Ongoing High	Staff time-Medium
11. Once the SIWI has concluded its assessment, identify ways to address environmental concerns in the garment and textile industries. Where the programme expands to other sectors, ensure environmental issues are considered at the start of implementation.	Country Programme Team- Better Work, SCORE	As soon as the assessment is finished. Medium	Staff time-Medium Potential funding for new initiatives or consultants- High
12. Work together to identify how to address the very limited recruitment of persons with disabilities with stakeholders. Identify Organizations of Persons with Disabilities who can engage companies more comprehensively on disability including inclusive recruitment and principles of reasonable accommodation for workers who acquire a disability on the job.	Country Programme Team Factories Social Partners MoLSA	During the remainder of the programme Medium	Staff time Possible consultant costs or partner support costs-Medium
13. Continue to advocate strongly with donors to ensure funding is available for all elements of the programme. There have been delays to certain programmes due to the funding gaps,	Country Programme Team	Ongoing High	Staff time-Medium

<p>such as the work on the MNE Declaration work, the one-stop employment injury insurance trial, and IMS system for the Labour Inspectorate. This is a result of the integrated nature of the programme and relying on a number of donors. While there are significant benefits to this, it has created some gaps in funding, and ensuring these aspects of the programme can move forward are important for achieving all of the objectives.</p>	<p>Global Programmes PARDEV</p>		
<p>14. Ensure the successes of the programme, particularly those linked to its integrated nature are capitalized and shared with global programmes and other country offices. Include reviewing this in the TOR for the final evaluation.</p>	<p>Country Programme Team Global Programmes</p>	<p>Ongoing Medium</p>	<p>Staff time - Medium Inclusion in the final evaluation – Low (as a percentage of the overall evaluation cost)</p>
<p>15. Explore ways to enhance integrated data sharing among the global programmes at the HQ level.</p>	<p>Global Programmes</p>	<p>Medium</p>	<p>Staff time- Medium IT costs- High Inclusion in the final evaluation- Low (as a percentage of the overall evaluation cost)</p>
<p>16. The following related to M&E of the programme should be considered: M&E lessons for the ONEILO programme should be documented and shared. The management response process which ILO follows should include broad participation of the country programme and the global units. Coordinate with the impact evaluation team once the theory of change is revised to agree any adjustments needed to the ongoing impact evaluation. EVAL should review the processes for evaluating similar ONEILO integrated programmes which don't exactly fit into the guidance on cluster evaluations, but also require a more complex evaluation process than a single project evaluation. Ensure considerable lead time is allocated for planning and implementing the final evaluation.</p>	<p>Country Programme Team Global Programmes EVAL Impact Evaluation Team</p>	<p>ASAP</p>	<p>Staff time- Medium</p>

4.2 Lessons Learned

ILO's lesson learned template which gives more detail on the below lessons is at annex 6.

- The ONEILO approach does offer significant value-add when proper planning and team-work are utilized to harness synergies between the programmes
- The ONEILO approach has supported a significant investment in M&E activities such as assessments and research which would have been difficult under individual projects. This provides research data which can be used across components.
- The inclusion of OSH in the programme offered ILO a strong entry point for the COVID-19 response and enhanced the relevance of the programme at this time
- The lack of a global coordination platform has reduced information sharing and coordination to an extent.

4.3 Emerging Good Practices

ILO's emerging good practices template which gives more detail on the below lessons is at annex 7.

- Identifying both independent consultants and institutions to train as trainers on the SCORE programme provides a multi-pronged approach for future work.
- Focusing on the three levels of implementation has allowed for feedback loops on data and findings to be used across the levels. This has the potential for multiplier effects through benefits to other sectors. The ONEILO approach enhances this.
- Implementing SCORE and Better Work in the same factory may increase the enthusiasm and ownership of the factory managers and workers (caveat is that this needs more investigation and corroboration in the impact evaluation).
- Recruiting the majority of the team quickly supported the relatively smooth set up of the programme and probably helped enhanced joint teamwork.
- The inclusion of domestic and FDI factories in the interventions provides a broader scope of intervention for the programme and supports the offering of demand led services to respond to the needs of the particular factories, and then allow entry points for other elements of the programme.

Terms of Reference

Independent Mid-Term Evaluation (May-December 2021)

Advancing Decent Work and Inclusive Industrialisation in Ethiopia

1. Key facts

Project Title:	Advancing Decent Work and Inclusive Industrialisation in Ethiopia
DC Codes:	ETH/17/01/MUL
Administrative Unit:	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan & South Sudan
Type of Evaluation:	Independent clustered evaluation
Timing of evaluation	Mid-term
Program Timeframe 1st phase	Jan 2019 to Dec 2023
Evaluation Manager:	Rafael Peels
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 program 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 program first phase is from Jan 2019 – Dec 2023

2. Background information

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 work place 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 with in 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 2023, 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 2023, the Ethiopian garment sector has increased its productivity through the establishment of responsible and sustainable workplace practices
- Outcome 3: By the end of 2023, the garment and textile industry benefits from improved and inclusive industrial relations and minimum wage policy, and
- Outcome 4: By the end of 2023, workers in targeted industries benefit from a sustainable prevention, protection and compensation system

The Programme is a multi-donor program 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 2023.

According to the Programme's M&E strategy, an independent midterm evaluation is planned to take place at the mid-point of the Programme's lifecycle as part of its accountability to donors, ILO Constituency and the ILO's Governing Body, and to contribute to enhanced learning. ILO's Evaluation Policy (2017) calls for innovation that reinforces the main principles of its strategic plan for 2018–21. 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.²¹ ILO defines 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”*.²²

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 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's mid-term evaluation will take a 'clustered approach' as agreed with ILO's Evaluation Office (EVAL), which means that the evaluation will follow a holistic approach to assess coherence of the Programme design, efficiency and effectiveness of the integrated approach that brings together different departments and projects including LABADMIN/OSH (Vision Zero Fund), BETTER WORK, INWORK, SME (SCORE), GEIP, ENT/MULTI, ACT/EMP and ACTRAV.

²¹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf; https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746718.pdf

²² In principle only development corporation (DC) projects, including RBSA that have a strategic or geographical but with common concurrent and strategic focus are covered by clustered evaluations, adding perhaps some RB activities when appropriate. For example DWCP evaluations or clusters of project focused on a common theme when clustered evaluations are CPE (DWCP). Part of the evaluation is to address the extent to which, feasibility of, clustered evaluations to respond to the evaluation needs of the individual donors/projects/components.

The evaluation will follow the specific characteristics of cluster evaluations as defined by EVAL,²³ in terms of purpose and scope; participating programmes; stakeholders; methods and questions. These elements are further developed in the following sections.²⁴

Part of the evaluation is to situate the programme's delivery in the context of the Covid-19 pandemic. A thorough description of the Programme's strategy and intervention logic, management arrangement, stakeholders, beneficiaries, etc. should be developed in the inception report.

3. Purpose and objectives of the evaluation

The purpose of the independent midterm clustered evaluation is to assess the relevance of the Programme's interventions and progress made towards achieving planned objectives. It will contribute to enhanced learning and provide opportunity to make modifications to ensure successful achievement of the Programme's objectives within the planned lifetime. It will also provide an opportunity to ascertain the intervention is coherent with the ILO's strategic objectives; is relevant and useful to the key stakeholders and is being conducted in an efficient and effective manner according to ILO standards and the agreed PRODOC.

Specific Objectives include:

- To review the Programme's results by assessing progress made so far
- To situate the Programme's delivery in the context of Covid-19 and the political situation in Ethiopia
- To examine the appropriateness of strategies and approaches used for the Programme's implementation
- To evaluate the internal and external coherence, and strategic fit of the Programme with the broader ILO work, the United Nations Cooperation Framework (UNCF) and the Sustainable Development Goals (SDG)
- To gauge the efficient use of resources (finance, human and assets) used to implement planned activities achieved results - outputs and outcome
- To assess strengths and possible weaknesses of the ONEILO SIRAYE Programme, in particular also in responding and adjusting to the COVID-19 and ongoing political crises;
- To analyse the effectiveness of the collaboration between the different components of the Programme and provide general recommendations on the entire cluster and specific recommendations on the individual projects that make up the cluster;
- To analyse underlying factors that hindered or facilitated the achievements of the Programme's outputs and outcomes, including factors beyond ILO's control;
- To document lessons learned from the Programme's implementation for the past two years
- To recommend midterm course corrections to overcome challenges and increase the Programme's impact
- To analyse the intervention logic – Theory of Change (TOC) and Logframe, with particular attention to the linkages (i.e. complementarities, synergies, etc.) of the various projects involved; and contribution to broader ILO work (e.g. ILO's Decent Work Country Programme), including in the framework of United Nations Cooperation Framework (UNCF)/Sustainable Development Goals (SDG) and Ethiopia's policies and strategies of the textile and garment sector

²³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746718.pdf

²⁴ The consultant will further develop the rationale of the clustered nature of the evaluation, based on the programme's specificities.

- To assess potential for sustainability and feasibility of exit strategies

4. Evaluation scope

The mid-term evaluation will cover two-years of program timeframe from Jan 2019 to Dec 2020. The geographical coverage includes five regions targeted by the program interventions namely SNNP, Oromia, Tigray, Amhara and Addis Ababa city administration. Different components of the program (Better Work, SCORE, VZF and IR) will be covered in the evaluation, and particular attention will be paid to the interconnection of these components. It will integrate gender equality and non-discrimination, and environmental impact as crosscutting concerns throughout data collection and analysis of the evaluation process.

5. Evaluation criteria and questions

Although the questions below provide guidance for the evaluation, it is the task of the evaluator to adapt these questions to the particularities of this Programme evaluation and the clustered evaluation approach, including past or ongoing evaluations of the programme's components. Part of this exercise may be to eliminate questions in order to prioritize the clustered dimension of the mid-term evaluation.

Questions typically addressed in a clustered evaluation are:

- (i) Efficiency - Were there synergies among the interventions (i.e. different components; different levels global-national-sectoral-company; etc.) under review? How did they mutually reinforce each other? To what extent did ILO's support in the targeted countries act as a catalyst? To what extent did ILO influence leverage of additional resources in the country?
- (ii) Relevance - To what extent are the interventions (i.e. different components; different levels global-national-sectoral-company; etc.) relevant for the achievement of common objectives, the achievement of a thematic strategy or an ILO country programme?
- (iii) Coherence - To what extent are the interventions (i.e. different components; different levels global-national-sectoral-company; etc.) providing a coherent, complementary response, building on complementary design and implementation? and
- (iv) Project design - To what extent do the ILO interventions (i.e. different components; different levels global-national-sectoral-company; etc.) contribute in an integrated manner to central ILO issues such as international labour standards or social dialogue?

When adding more strategic, policy and higher-level questions, such as transformational or systemic change dimension; contribution to achieving national development targets/SDG targets, the evaluator may consider replacing some evaluation questions focused more on individual components/ projects/country work with a results fact sheet (e.g. based on M&E data).

OECD/DAC Criteria	Evaluation Questions (What we want to learn)
RELEVANCE: The extent to which the intervention objectives and design respond to beneficiaries, country, and	1. Has the design of the Programme addressed the stakeholder needs that were identified as priorities? 2. What are the current areas of interest of the key stakeholders vis-à-vis the programme's original themes? Has the COVID-19 pandemic (and political crisis) changed the stakeholders' priorities? To what extent has the programme adapted to those changes?

<p>partners/institutions' needs, policies, and priorities, and continue to do so if circumstances change.</p>	<ol style="list-style-type: none"> 3. What, if any, alternative strategies would have been more relevant in achieving the Programme's objectives? 4. Has the Programme been appropriately responsive to political, legal, economic, institutional etc. changes in the program environment? 5. How appropriate and useful are the indicators described in the PRODOC in assessing the Programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? 6. Is the SIRAYE strategy relevant in the context of achieving the SDGs? 7. Are the Programme interventions relevant in the context of Ethiopia's government national priorities and textile and garment sector strategies and other stakeholder/constituents' priorities? 8. Are the Programme interventions relevant in the context of donor priorities? 9. Does the ONEILO approach contribute to improved relevance and what lessons in this regard can be learned for future projects?
<p>VALIDITY: The extent to which the design is logical and coherent?</p>	<ol style="list-style-type: none"> 10. To what extent are the Logframe and the Theory of Change logical and coherent and address relevant priorities/need? 11. How well does the team and the different stakeholders understand the theory of change? 12. How realistic were the risks and assumptions upon which the Programme logic was based? 13. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic? To what extent does the programme design need to evolve to address the changes driven by the COVID-19 crisis? 14. Does the ONEILO approach contribute to improved validity of the intervention design and what lessons in this regard can be learned for future projects?
<p>COHERENCE: How well does the intervention fit?</p>	<ol style="list-style-type: none"> 15. To what extent has the Programme demonstrated synergy and complementarity among its different components (BW, VZF/LABADMIN, SCORE and IR) and accordingly intervention logics, as such avoiding duplication of efforts? What is the 'value-added' of the comprehensive approach? 16. Is the Programme aligned with and integrated into global ILO programs – Better Work, SCORE, VZF, Inwork, etc.? 17. How well aligned is the Programme strategy with the Decent Work Country Program (DWCP) and United Nations Sustainable Development Cooperation Framework (UNSDCF)/UNDAF? How has the Programme been contributing to the DWCP and UNSDCF/UNDAF? Is there evidence of mutual leveraging and complementarity? 18. Does the Programme benefit from and/or contribute to other ILO and non-ILO development cooperation projects and strategic priorities that are being implemented at country level? How?

	<p>19. Are the Programme interventions in line with donor's priorities?</p> <p>20. Are the Programme interventions aligned with Ethiopia's government national priorities and textile and garment sector strategies and other stakeholder/ constituents' priorities?</p> <p>21. Does the ONEILO approach contribute to improved coherence and what lessons in this regard can be learned for future projects?</p>
<p>EFFECTIVENESS: Is the intervention achieving its objectives?</p>	<p>22. Is the Programme making progress towards its planned objectives?²⁵ Will the program be likely to achieve its planned objectives upon completion? What are the main constraints, problems and areas in need of further attention?</p> <p>23. How have stakeholders at national, sectoral and global level including the private sector been involved in the implementation of the program? Has the program management and implementation been participatory?</p> <p>24. How do stakeholders perceive the effectiveness of the Programme?</p> <p>25. What elements of the Programme have been particularly successful in reaching their objectives?</p> <p>26. What have been the strengths and weaknesses of SIRAYE?</p> <p>27. What are the most valuable contributions of the SIRAYE Programme to address the challenges of Ethiopian textile and garment sector outlined in the program theory of change (TOC)? Which key success factors, mechanisms and circumstances can be identified?</p> <p>28. Do program outputs and outcomes to-date benefit/affect women and men differently? If so, why and in which way?</p> <p>29. Has the Program effectively adjusted implementation modalities in response to COVID-19?</p> <p>30. Does the ONEILO approach contribute to higher effectiveness and what lessons in this regard can be learned for future projects?</p>
<p>EFFICIENCY: How well are resources being used?</p>	<p>31. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve the program outcomes?</p> <p>32. Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?</p> <p>33. Have the Programme funds and activities been delivered in a timely manner?</p> <p>34. Does the ONEILO approach contribute to higher efficiency and what lessons in this regard can be learned for future projects?</p>
<p>IMPACT: What difference does the intervention make?</p>	<p>35. To what extent is Programme making progress towards the intended impact on beneficiaries (workers) life? What are the most significant elements to-date that can lead or influence the impact?</p>

²⁵ The consultant is expected to assess this progress.

	<p>36. What is the anticipated effect of COVID-19 on the impact of the Programme interventions? (The answer to this question may give clue to the effectiveness of actions taken under Q19 above)</p> <p>37. Does the ONEILO approach contribute to enhanced impact and what lessons in this regard can be learned for future projects?</p>
<p>SUSTAINABILITY: will the benefits last?</p>	<p>38. To what extent are the net benefits of the Program likely to be continued?</p> <p>39. How much progress is made to ensure the sustainability of the project, based on tangible milestones (e.g. in the capacity of the stakeholders, existence of national institutions, financial commitments, etc.)?</p> <p>40. Does the program have an exit strategy to ensure sustainability?</p> <p>41. How effective has the Program been in creating ownership by relevant stakeholders, enterprises and workers?</p> <p>42. What are potential internal and external risks affecting the sustainability of impact? What measures should be built to increase sustainability of the program after completion?</p> <p>43. Does the ONEILO approach contribute to enhanced sustainability and what lessons in this regard can be learned for future projects?</p>

6. Methodology

The mid-term evaluation will be participatory and involve factory workers, enterprise managers, key stakeholder counterparts and the SIRAYE and ILO staff at country and global level. Primary and secondary data will be collected using mixed qualitative and (where feasible) quantitative methodologies to be able to capture the achievement and contributions of the program intervention to expected and unexpected outcomes. Gender equality and other non-discrimination issues (e.g. disability); and environmental impact will be integrated as cross-cutting ILO concerns. The evaluator will ensure that these issues are reflected in the questions/interviews.

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’s 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).

The mid-term evaluation will involve the following specific methodologies to gather necessary data and information for the midterm evaluation²⁶:

- **Desk review** of relevant SIRAYE documents including the PRODOC, M&E strategy, baseline study, technical progress reports and other relevant materials.
- **Quantitative data**: assess SIRAYE indicator data that are collected from factory workers and managers, based on a standard questionnaire.
- **Survey**: a survey may be developed and sent out to the Programme's stakeholders. Whether a survey should be sent out and which stakeholders the survey should be targeting will be decided upon in dialogue with the consultant.
- **Qualitative data**: Qualitative information will be collected through Key Informant Interviews, In-depth Interviews and Focus Group Discussions with key stakeholders including national, sectoral and regional partners, the SIRAYE and other technical backstopping staff, the Program Advisory Committee (PAC), the social partners and factory workers and managers to complement the data collected through quantitative approaches. If possible and considered appropriate, the consultant should participate in some project activities (e.g. PAC meeting; training; etc.) to ensure a thorough understanding of the Programme.

The detailed approach and methodology including the work-plan will be part of the inception report. The inception report will be circulated among the stakeholders. The evaluator may adapt the methodology where appropriate but any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report. The Evaluation Manager will facilitate access to documentation and interviewing of key stakeholders.

In view of travel restrictions in place due to the COVID-19 pandemic, it may not be possible for the evaluators to undertake travel. It is, therefore, foreseen that interviews will take place through Skype/telephone or similar communication methods. In the event that travel restrictions are lifted, the feasibility of limited field visits will be assessed. The evaluation will be conducted by a team of two: one international and one national evaluator.

7. Main deliverables

The evaluation should comprise the following deliverables, which must be presented in English and submitted to the Evaluation Manager in electronic version.

- Inception report
- Draft evaluation report
- A comprehensive final evaluation report
- An evaluation summary report
- Cleaned electronic data files (Cleaned row data collected during the evaluation will be submitted to the programme, we may need the data for further analysis internally and future evaluations)
- Workshop to validate/disseminate findings, involving key stakeholders

Inception report (cf. ILO Policy Guidelines for Evaluation Checklist 3)

The inception report should:

- Describe the conceptual framework that will be used to undertake the evaluation, notably justifying and explaining the clustered approach;

²⁶ To be further decided during the inception phase with the evaluation team.

- 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.

Evaluation Report (cf. ILO Policy Guidelines for Evaluation Checklist 5)

A first draft of the evaluation report will be circulated for comments by the Evaluation Manager to all concerned stakeholders. The final report shall make necessary adjustments to integrate relevant comments.

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.

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, addressing different components/donor priorities
- Conclusions
- Recommendations (specifying to whom they are addressed)
- Lessons learnt, with a particular focus on the ONEILO approach and possible replication
- Good practices
- Possible future directions
- Annexes

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 evaluation report has been finalized.

Ownership of the data from the evaluation rests jointly between ILO and the evaluator. The copy rights of the evaluation report rests exclusively with ILO. Key stakeholders may make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

8. Management arrangements and work plan

The mid-term evaluation will be managed by an Evaluation Manager (ILO staff member) who has no association with the SIRAYE program. The Evaluation Manager will work under the oversight of, and in close collaboration with the ILO Evaluation Office, which will review and sign off on all deliverables. An international consultant (Team Leader) will be commissioned to conduct the mid-term evaluation. 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.

The international consultant (team Leader) will be selected through a competitive process. The evaluation will be funded from the SIRAYE budget. The funds will cover the daily fees of the evaluation team, any evaluation missions (if relevant) and any expenses related to communication and data collection.

The Evaluation Manager will undertake the following tasks in dialogue 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 SIRAYE team will be responsible for administrative contractual arrangements with the evaluator and provide any logistical and other assistance as may be required. The ONEILO/SIRAYE team will be responsible for the following tasks:

- Provide programme background materials to the evaluator through the Evaluation Manager;
- Prepare a comprehensive list of recommended interviewees;
- Coordinate in-country 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

9. Desired profile of evaluator(s)

It is expected that the international team leader consultant (lead evaluator) will have the following profile:

- Master's Degree in 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 (ideally touching upon multiple of the thematic components) in garment and textile factories;
- At least 7 years' experience in evaluating policies, programmes and projects at the international level;
- Experience in conducting evaluations for UN organizations, including clustered evaluations;
- Expertise in qualitative and quantitative evaluation methods;
- Advanced understanding of ILO cross-cutting issues;
- 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.

10. Timeline and work plan

It is anticipated that the mid-term evaluation will be carried out by a team of evaluators, consisting of one international consultant (team leader) and national-level consultants in Ethiopia. The team of evaluators will be identified and recruited in the course of April/May 2021, with an expected starting date for the evaluation Mid-June 2021. It is envisaged that a final report (advanced draft) be submitted by 1st November 2021. It is anticipated that the evaluation assignment will require a total of 45 for the international consultant. (see box).

A detailed timeline for the evaluation is proposed as follows:

- I. Drafting and validating the mid-term evaluation terms of reference (TORs): Jan/March 2021. This will be managed by a certified evaluation manager with no relation to the SIRAYE. The draft TORs will be shared with the stakeholders for suggestions and inputs. The draft TORs has been circulated for comments.
- II. Call for proposals of international consultant (team leader) and national consultant: April/May 2021. The call is public and widely advertised through relevant networks. An independent evaluator will be selected to conduct the evaluation in consultation with and under the supervision of the ILO Evaluation Office (EVAL).
- III. Recruitment of the evaluation team: May 2021
- IV. Contract the consultant and launch of evaluation: Mid-June - December, 2021
 - a. Submission of inception report: 13 August 2021
 - b. Submission of draft evaluation report: 1st November 2021
 - c. Submission of final evaluation report: 1st December 2021
- V. Preliminary findings presented to SIRAYE staff and key stakeholders: December 2021²⁷
- VI. Completion of the evaluation: 31st December 2021

11. Ethical considerations

The mid-term 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 is attached to these terms of reference and the evaluators are expected to familiarise themselves with, and adhere to these. The evaluators will also commit to adhere to the ILO Code of Conduct for Evaluators (link below). 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.

12. List of Stakeholders

In consultation with the Evaluation Manager and project staff, the consultant will develop a list of key stakeholders that will be involved in the evaluation, including but not limited to:

- Relevant ILO departments and Offices
- Ministry of Labour and Social Affairs
- Bureaus of Labour and Social Affairs in different project regions
- Other relevant institutions: e.g. Ethiopian Investment Commission; Ethiopia Private Organization Employees' and Social Security Agency (POESSA);

²⁷ If there is an interest to this, particularly considering that this is a cluster evaluation of a new ONEILO approach, it may be decided to add a final and broader dissemination workshop.

Public Servants Social Security Agency (PSSA); Textile Industry Development Institute (TIDI); Ethiopian Kaizen Institute

- Social partners at different levels (national, sectoral, enterprise)
- Factories (exporting and domestic; management and workers)
- Donors

The final list will be included in the inception report.

13. Terms of Reference

The contract covers a total of 45 working days with the international consultant...

OUTPUTS: the consultant will deliver the following outputs:

- Inception report
- Draft evaluation report
- A comprehensive final evaluation report
- An evaluation summary report
- Cleaned electronic data files
- Workshop to validate/disseminate findings, involving key stakeholders

The ILO will refund the consultants' cost of economic class ticket and pay DSA for travel made outside Addis Ababa. It will be paid upon the submission of all legal receipts for their proof of travel made at areas outside Addis Ababa. The ILO's financial and travel rules and regulations will be applied in calculating any travel related costs.

14. Additional documentation

The evaluators are expected to seek guidance from and familiarise themselves with the following documentation:

- SIRAYE Program [website](#)
- Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation: https://www.ilo.org/eval/WCMS_744068/lang--en/index.htm
- Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations: https://www.ilo.org/eval/WCMS_757541/lang--en/index.htm
- ILO Evaluation Policy
- https://www.ilo.org/eval/Evaluationreports/WCMS_603265/lang--en/index.htm
- ILO Policy Guidelines for Evaluation https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm *Notably:*
- Checklist 3 Writing the Inception Report https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf
- Checklist 5 Preparing the Evaluation Report https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf
- Checklist 7 Filling in the EVAL title page https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_166363.pdf
- Checklist 8 Preparing the Evaluation Summary for Projects https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_166361.pdf

- Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
- Template for evaluation summary:
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
- ILO Evaluation Guidelines and Support Guidance Documentation
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf
- ILO Code of Conduct Agreement for Evaluators (to be signed along with the contract)
https://www.ilo.org/eval/Evaluationguidance/WCMS_649148/lang--en/index.htm
- DAC Criteria for Evaluating Development Assistance
<http://www.oecd.org/development/evaluation/dcdndep/39119068.pdf>
- Norms for Evaluation in the UN System <http://www.uneval.org/document/detail/21>
- Standards for Evaluation in the UN System <http://www.uneval.org/document/detail/22>
- Code of Conduct for Evaluation in the UN System
<http://www.unevaluation.org/document/detail/100>
- Guidance 1.1 Integrating Gender Equality in Monitoring and Evaluation
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf
- [Checklist for Preparing the evaluation report](#)
- [Guidance Note on Integrating gender equality in M&E of projects,](#)
- [Guidance Note on Evaluation lessons learned and emerging good practices](#)
- [SDG related reference material](#)

Annex 2: Evaluation Matrix

Evaluation Question	Indicator/Lines of Enquiry	Data Sources	Method	Cross-Reference to KII and FGD questions (for stakeholders-specific question ref & ILO staff and donors-general interview)
Relevance				
1. Has the design of the Programme addressed the stakeholder needs that were identified as priorities including those of the Government, the garment sector and factories, and garment factory workers? Were these needs correctly identified as the priority?	Evidence of needs assessment /consultation of stakeholders during the project design Alignment with priorities /policies of Government of Ethiopia, sector groups and factories, employer federations and Trade Unions. Have the needs of different groups including women and persons with disabilities been considered in the design?	MoLSA/BoLSA Factory owners Factory workers Lab Inspection Dept and staff Trade Unions Employer Reps ILO staff Project documents	KIIs FGDs Document Review	MoLSA 3 BoLSA 2 & 3 FM 1, 2 & 3 PICC 3 OSH 3, 4, & 5 SST 2, 4, 5, 6 & 7 CETU 1, 2, & 3 Employers Feds 2, 3, 4, & 5 LI KII 2 & 3 LI FGD 4 & 5 EA 3, 4, & 5 SP 4 & 5
2. What are the current areas of interest of the key stakeholders vis-à-vis the programme's original themes? Has the COVID-19 pandemic (and political crisis) changed the stakeholders' priorities? To what extent has the programme adapted to those changes?	Evidence of ongoing consultation of stakeholders and adaption to changing priorities COVID response plan Evidence that risk management strategy and programme management approach adequately allow for course corrections	MoLSA/BoLSA Factory owners Factory workers Lab Inspection Dept and staff Trade Unions Employer Reps ILO staff Project documents	KIIs FGDs Document Review	MoLSA 5 & 6 BoLSA 5 & 6 FM 7 & 8 PICC 8 & 9 OSH 9 & 10 Employers Feds 15 & 16 LI KII 9 & 10 LI FGD 10 EA 10 & 11 SP 8 & 9
3. What, if any, alternative strategies would have been more	Based on evidence from other questions			

relevant in achieving the Programme's objectives?				
4. Is the SIRAYE strategy relevant in the context of achieving the SDGs?	Key objectives align with the SDGs and plans the Government of Ethiopia has for contributing to the achievement of the SDGs	Project documents National strategy and policy documents	Document review	n/a
Validity				
5. To what extent are the Logframe and the Theory of Change logical and coherent and address relevant priorities/need?	Alignment of the ToC and Logframe with the priorities identified in Relevance criterion	Project documents Evaluation data	Document review Evaluation data analysis	n/a
6. How well does the team and the different stakeholders understand the theory of change?	Evidence of understanding of stakeholders of how the project creates pathways of change	ILO team Tripartite constituents	Document review KIIs ToC workshop	MoLSA 4 BoLSA 4 FM 5 & 6 OSH 3 CETU 7 Employers Feds 6 LI KII 5
7. How realistic were the risks and assumptions upon which the Programme logic was based?	Evidence of risks occurring and assumptions remaining valid Evidence of regular review and adaption of risks and assumptions	Project documents ILO team	Document review KIIs ToC workshop	Interviews with CTA and Component Leads Interviews with backstoppers
Coherence				
8. To what extent has the Programme demonstrated synergy and complementarity among its different components (BW, VZF/LABADMIN, SCORE and IR) and accordingly intervention logics, as such avoiding duplication of efforts? What is the 'value-added' of the comprehensive approach?	Existence of a coherent work-flow plan identifying key synergies Evidence of effective communication at Ethiopia and Geneva level between components Integration of concerns of different stakeholders at all	Project documents ILO team	Document review KIIs	Interviews with backstoppers MoLSA 4 BoLSA 4 FM 5 & 6 OSH 3 CETU 7 Employers Feds 6 LI KII 5

	tripartite levels into implementaiton			
9. Is the Programme aligned with and integrated into global ILO programs – Better Work, SCORE, VZF, Inwork, etc.?	Examples of alignment with global programmes Evidence of satisfaction with and involvement in the project from global programme leads	ILO documents ILO staff	Document review KIIs	Interviews with backstoppers Interview with CTA
10. How well aligned is the Programme strategy with the Decent Work Country Program (DWCP) and United Nations Sustainable Development Cooperation Framework (UNSDCF)/UNDAF?	Project demonstrates through reporting or other means alignment with DWCP and Cooperation Framework.	Project documents ILO staff	Document review KIIs	Interviews with CTA & CD
11. Does the Programme benefit from and/or contribute to other ILO and non-ILO development cooperation projects and strategic priorities that are being implemented at country level? How?	Evidence of collaboration with other UN agencies or NGOs and with other ILO projects within the country office	Project documents ILO staff (potentially other UN agency or NGO staff)	Document review KIIs	Interviews with CTA & CD
12. Are the Programme interventions in line with donors' priorities?	Examples of alignment with donor's policies or priority areas	Donor policies Project documents Donors' staff	Document review KIIs	Interviews with donors Interview with PARDEV
Effectiveness				
13. Is the Programme making progress towards its planned objectives? Will the program be likely to achieve its planned objectives upon completion? What are the main constraints, problems and areas in need of further attention? What have been the	Updated IPTT is available Evidence of regular review to identify and address bottlenecks and constraints, with action points drafted and acted upon	Project monitoring data Project documents Data gathered in other evaluation questions	Document Review KIIs Review of evaluation data	Interviews with ILO project staff

most successful elements of the programme?				
14. How have stakeholders at national, sectoral and global level including the private sector been involved in the implementation of the program? Has the program management and implementation been participatory?	Regular steering committee meetings with inclusion of all tripartite constituents Evidence of input from factory workers Evidence of gender balance in feedback mechanisms Link to question 25	Project monitoring data MoLSA/BoLSA Factory owners Factory workers Lab Inspection Dept and staff Trade Unions Employer Reps Private training institutes	Document Review KIIs FGDs	MoLSA 1 BoLSA 1 FM 4, 5 & 6 CETU 1, 9, 10 LI KII 2 Interviews with backstoppers and ILO staff
15. How do stakeholders perceive the effectiveness of the Programme?	Level of satisfaction / dissatisfaction with the programme from different groups of stakeholders	MoLSA/BoLSA Factory owners Factory workers Lab Inspection Dept and staff Trade Unions Employer Reps Private training institutes Universities	KIIs FGDs	MoLSA 7, 8, & 9 BoLSA 7, 8, & 9 FM 8, 9, & 10 PICC 3, 4, 5, 8 SST 7 Employers Feds 7 LI KII 12 LI FGD 11 & 12
16. How appropriate and useful are the indicators described in the PRODOC in assessing the Programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are	Indicators link to the theory of change and support measuring impact Gender disaggregated data is available M&E plan is regularly updated Team members are aware of their responsibilities in collecting data	Project documents ILO staff	Document review KIIs	Interviews with CTA & M&E Officer

the means of verification for the indicators appropriate?				
17. What have been the strengths and weaknesses of SIRAYE?	Collected from other evaluation data	ILO staff Stakeholders Other evaluation data	SWOT analysis KIIs FGDs	MoLSA 8 & 9 PICC 4 LI KII 13 ILO staff interviews
18. What are the most valuable contributions of the SIRAYE Programme to address the challenges of Ethiopian textile and garment sector outlined in the program theory of change (TOC)? Which key success factors, mechanisms and circumstances can be identified?	Examples of changes which can be attributed to the project Drivers and enablers	Data from other evaluation questions	Review of interview data	n/a
19. Do program outputs and outcomes to-date benefit/affect women and men differently? If so, why and in which way?	Evidence of disaggregated data	Factory workers Factory staff OSH Committees Labour Inspectors Government Officials Trade Unions Employer Feds	KIIs FGDs	PICC 5 SST 3 CETU 12 & 13 Employers Feds 13 & 14
20. To what extent have the Programme strategies, within their overall scope, remained flexible and responsive to emerging priorities, including the COVID-19 pandemic? To what extent does the programme design need to evolve to address the changes driven by the COVID-19 crisis?	Examples of project adaptations as a result of COVID-19 Evidence the project has responded to requests and needs of Government, factories and workers as part of the COVID-19 response	Project documents ILO team Government officials Factory workers Factory management	Document review KIIs FGDs	MoLSA 5 & 6 PICC 10 OSH 9 & 10 CETU 14 & 15 Employers Feds 15 & 16 LI KII 9 & 10 LI FGD 10 EA 10 & 11 SP 8 & 9
Efficiency				

21. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve the program outcomes?	Examples of the project leveraging resources from within ILO	Budget and other project documents ILO staff	Document review KIIs	Interview with CTA
22. Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?	Planned vs Actual expenditure Evidence of value for money assessments being made on large expenditure items Evidence the different components are interacting efficiency to maximise sharing of expenses and resources	Budget and other project documents ILO staff	Document review KIIs	Interview with CTA and Component leads
Impact				
23. To what extent is Programme making progress towards the intended impact on beneficiaries (workers) life? What are the most significant elements to-date that can lead or influence the impact?	Examples of change on beneficiaries Evidence the change can be attributed to the project	Factory workers Factory managers Tripartite constituents	KIIs FGDs	MoLSA 12 SST 10, 12, & 13 OSH 5 PICC 4 CETU 16 Employers Feds 17 LI FGD 7 & 8 EA 12 SP 11
24. What is the anticipated effect of COVID-19 on the impact of the Programme interventions?	Evidence of project delays impacting expected objectives Examples of unexpected impact due to the COVID-19 pandemic	ILO staff Project documents	KIIs Document review	OSH 9 & 10 PICC 10 CETU 14 & 15 Employers Feds 15 & 16 LI FGD 10 EA 10 & 11 SP 8 & 9
Sustainability				
25. To what extent are the net benefits of the Program likely to be continued?	Evidence of policy changes at government and/or factory level	Policy documents Government officials	Document review KIIs FGDs	MoLSA 13 PICC 12 OSH 11

	Evidence of ownership of the project by the tripartite constituents	Labour Inspectors Government Officials Trade Unions Employer Federations		SST 12 LI FGD 13 EA 13 SP 13
26. How much progress is made to ensure the sustainability of the project, based on tangible milestones (e.g. in the capacity of the stakeholders, existence of national institutions, financial commitments, etc.)?	Actual progress vs planned milestones Evidence of use of training from trainees in their work (linked closely to previous question)	IPTT and other project documents ILO staff Capacity building trainees	Document review KIIs FGDs	PICC 11 OSH 11 SST 11 LI KII 15
27. Does the program have an exit strategy to ensure sustainability?	Existence and awareness of exit strategy	Project documents ILO staff	Document review KIIs	Project team interviews
28. How effective has the Program been in creating ownership by relevant stakeholders, enterprises and workers?	Existence or understanding of long-term plans for implementing activities Evidence of independent and semi-independent initiatives undertaken by stakeholders Existence of plans to mitigate loss of knowledge from worker turn-over in factories	Factory workers Factory staff Trainers & Training Institutes Labour Inspectors Government Officials Trade Unions Employer Feds	KIIs FGDs	MoLSA 13 & 14 PICC 11 OSH 11 LI KII 14 LI FGD 13 SP 13
29. What are potential internal and external risks affecting the sustainability of impact? What measures should be built to increase sustainability of the program after completion?	Link to question 7			

Focus Group Guide for the OSH Committee

Approximate Time: 1 hour

Number of Participants

Women	Men

Informed consent:

Please explain the purpose of the interview with the FGD participants:

My name is _____. I’m speaking to you today because ILO has commissioned an evaluation of its ONEILO SIRAYE “Advancing Decent Work and Inclusive Industrialization in Ethiopia” project. As one of the key stakeholders we’d like to get your inputs on the project. We’re interviewing a number of stakeholders and will use data from this to produce a final report for ILO.

This is an independent evaluation. The evaluation team is completely independent of ILO and has not been involved in the project. We will ensure that unless you specifically request it, nothing you say be attributed to you. We’ll use the information you give in the report but will ensure it is anonymized.

The interview should take about an hour. Any questions you don’t want to answer we will skip and if you want to end the interview at any time, please inform me and we will stop.

Are you happy to continue?

Ground Rules:

Before we start I think it would be good to set some ground rules. The ones I have thought of are:

- Please listen to other people and let them speak when they are speaking
- Everything said is a good suggestion. If you have a different opinion to someone then please share it, but please don’t tease or laugh at any’s suggestions or tell someone they are wrong-it is ok to have different opinions.
- Please allow me time to take notes when you are speaking. So it is helpful if there are sometimes pauses between people speaking to allow me to finish noting things down,
- Please respect confidentiality. These means not sharing with anyone what is said outside of this room.
- If you need to take a phone call, please do it outside of the room so as not to disturb everyone else.

Questions

#	Question	Response
1	Could everyone introduce themselves and give their job title and how long they have worked in the factory?	

2	What does the OSH Committee do? How does it operate?	
3	Why is OSH important in the factory? What is its purpose?	
4	1st Group Exercise: split the group in two groups (if there are enough people- if less than 6 then do one group)- Give each group some flipchart paper and marker pens- need to check on literacy. Give each group about five minutes and then ask them to present the findings	
	Please discuss among yourselves and write down the main challenges related to OSH you face in the factory.	
5	2nd Group Exercise: can use the same groups as before and give about 5 minutes again	
	How has the project helped address these challenges? Have things improved as a result? Ask for particular examples of things which have changed	
Questions (to the group as a whole)		
6	What training have you been given. Has this been effective?	
7	Are there any challenges in attending training?	
8	Has the project helped improve the relationship between the management and the workers? Do the managers listen to recommendations or complaints from workers about OSH? <i>Follow up question if the answer is yes: Can you give examples?</i>	
9	How have you been affected by COVID?	
10	What has the OSH Committee done to respond to COVID?	
11	Do you have workers with disabilities in the factories? If yes, what support is provided to help them be able to do their jobs? If a worker acquires a disability during their contract, are they able to continue working in the factory? Has the project provided any support or training to you on this?	
12	How often do members of the OSH Committee leave the factory? What do you do to replace them?	
13	Overall are you happy with the support given by ILO to the OSH Committee?	
14	What recommendations do you have for activities in the coming 2 years?	

Interview Guide for Factory Managers

Approximate Time: 1 hour

Name	Position	Man/Woman

Note: it is possible that even if the interview is arranged with one individual, more may attend. Please note down who is there, and at the end of the notes reflect on who did most of the talking. Is it genuinely a group discussion or was it really just one person giving answers with the others just listening.

Informed consent:

Please explain the purpose of the interview with the stakeholder:

My name is _____. I'm speaking to you today because ILO has commissioned an evaluation of its ONEILO SIRAYE "Advancing Decent Work and Inclusive Industrialization in Ethiopia" project. As one of the key stakeholders we'd like to get your inputs on the project. We're interviewing a number of stakeholders and will use data from this to produce a final report for ILO.

This is an independent evaluation. The evaluation team is completely independent of ILO and has not been involved in the project. We will ensure that unless you specifically request it, nothing you say be attributed to you. We'll use the information you give in the report but will ensure it is anonymized.

The interview should take about an hour. Any questions you don't want to answer we will skip and if you want to end the interview at any time, please inform me and we will stop.

Are you happy to continue?

Questions

#	Question	Response
Relevance and design questions		
1	Why and how did your factory decide to become involved in the project?	
2	What are the key needs and challenges of your factory and the garment sector?	
3	Does the project address these needs? Are there needs not addressed?	
4	What activities has the factory been involved in?	
5	Which of these activities are the most important to you?	
6	How do the different components and training fit together? Should any of the activities been done in a different order? Were any not necessary?	
7	How has the COVID-19 pandemic affected the needs and priorities of the factory?	

8	<p>Has the project been able to adapt to supporting you with these needs? (prompt for examples if the answer is yes but none given)</p> <p>Are there ways in why ILO's help could have been improved?</p>	
9	<p>Have you been happy with ILO's management and communication during the project?</p> <p>Is it clear who from ILO you should speak to on each particular topic?</p>	
10	<p>How satisfied are you with the general progress of the project? Is it achieving what you hoped it would?</p>	
11	<p>Are there particular areas where the effectiveness had not been what you hoped for?</p>	
12	<p>What are the main challenges and constraints the project has faced in achieving its goals in your factory? Prompt if necessary on: <i>Improved worker wellbeing in terms of rights, income, compensation, safety, equality, voice, and representation, higher industry productivity and competitiveness</i></p>	
13	<p>Can you explain how Occupational Health and Safety affects productivity?</p>	
14	<p>Is the assessment process for BW clear? Does it help you address the challenges you face?</p>	
15	<p>What do you see as the major changes your factory has achieved as a result of the project? If possible prompt on the different aspects of the project- OSH compliance, industrial relations, increased productivity- but please include in your note which was mentioned without prompting</p>	
16	<p>Has productivity increased as a result of the project? What was the productivity levels before the project and what is it now?</p>	
17	<p>Has the project changed the relationship between management and the workers? Can you give examples please?</p>	
18	<p>Do you have workers with disabilities? If yes, what support is provided to help them be able to do their jobs? If a worker acquires a disability during their contract, are they able to continue working in the</p>	

	factory? Has the project provided any support or training on this?	
19	What plans do you have for continuing the work after the project has ended?	
20	What support do you need from the Government?	
21	Do you have any recommendations for the second half of the project for ILO, or for future projects?	

Interview Guide for MoLSA

Approximate Time: 1 hour

Name	Position	Man/Woman

Note: it is possible that even if the interview is arranged with one individual, more may attend. Please note down who is there, and at the end of the notes reflect on who did most of the talking. Is it genuinely a group discussion or was it really just one person giving answers with the others just listening.

Informed consent:

Please explain the purpose of the interview with the stakeholder:

My name is _____. I'm speaking to you today because ILO has commissioned an evaluation of its ONEILO SIRAYE "Advancing Decent Work and Inclusive Industrialization in Ethiopia" project. As one of the key stakeholders we'd like to get your inputs on the project. We're interviewing a number of stakeholders and will use data from this to produce a final report for ILO.

This is an independent evaluation. The evaluation team is completely independent of ILO and has not been involved in the project. We will ensure that unless you specifically request it, nothing you say be attributed to you. We'll use the information you give in the report but will ensure it is anonymized.

The interview should take about an hour. Any questions you don't want to answer we will skip and if you want to end the interview at any time, please inform me and we will stop.

Are you happy to continue?

Questions

#	Question	Response
	Relevance and design questions	
1	Please could you explain the involvement of MoLSA in the project? (Prompt for both design and current implementation)	
2	Was MoLSA consulted during the design of the project? Are there recommendations	

	any improvements which could be made to the design process for a future project?	
3	How does the project fit in with the priorities of the Government and the needs of the garment sector and workers in the factories?	
4	What do you see as the purpose and objectives of the project are? How do the different components link together?	
5	How has the COVID-19 pandemic affected the priorities of the Government?	
6	Has the project been able to adapt to supporting these priorities? (prompt for examples if the answer is yes but none given) Are there ways in which ILO's help could have been improved?	
7	Have you been happy with ILO's management and communication during the project?	
8	How satisfied are you with the general progress of the project? Is it achieving what you hoped it would?	
9	Are there particular areas where the effectiveness has not been what you hoped for?	
10	What are the main challenges and constraints the project has faced?	
11	Do you think the relevant Ministries, Provincial Bureaus, Tripartite Partners, as well as ILO and other stakeholders were clear on their responsibilities? Are there any examples of successes or concerns to share?	
12	What do you see as the major changes the project has achieved so far? (follow up on specific examples if he has any)	
13	Do you expect legislative and policy changes to be enacted during the project? Eg ratifying of ILO C.81 Signing of minimum wage policy	
14	What is needed to ensure the labour inspectorate can conduct inspections and enforce regulations in the future? Is the project on track to ensure this is possible?	
15	Do you have any recommendations for the second half of the project for ILO, or for future projects?	

Annex 4: List of People Interviewed

Interviews by the Team Leader

Gender (M/W)	Position	Organization	Place
M	Head of Programme Development, Learning and Country Programmes	Better Work, ILO	Geneva
W	Technical Officer	INWORK, ILO	Geneva
M	Global Manager	SCORE, ILO	Geneva
M	Global Programme Manager	VZF, ILO	Geneva
W	Technical Specialist for Strategic Compliance	LABADMIN, ILO	Geneva
M	Skills Development Specialist	ACTEMP, ILO	Cairo
M	Regional Specialist, Workers Educaiton	ILO	Addis Ababa
W	CTA	ONEILO-Siraye, ILO	Addis Ababa
W	Corporate Social Responsibility Specialist	MULTI, ILO	Geneva
W	Head		
M	Coordinator of Development Partner Relations	PARDEV, ILO	Geneva
W	Head, Development Cooperation Support Unit		
W	JPO		
W	Sustainability Program Manager	H&M	Addis Ababa
M	Monitoring and Evaluation Officer	ONEILO-Siraye, ILO	Addis Ababa
W	NPC-SCORE	ONEILO-Siraye, ILO	Addis Ababa
W	NPC-LABADMIN	ONEILO-Siraye, ILO	Addis Ababa
W	NPC-Better Work	ONEILO-Siraye, ILO	Addis Ababa
W	Programme Manager Economic Development	Sida	Addis Ababa
M	NPC-VZF	ONEILO-Siraye, ILO	Addis Ababa
M	NPC-VZF		
M	Policy Advisor International Labour Affairs	SECO	Bern

M	Admin and Finance Officer	ONEILO-Siraye, ILO	Addis Ababa
W	Operational Manager	ILO	Geneva
W	Former PARDEV, ILO		Bolivia
M	Labour Inspector	BoLSA	Oromia
M		EIC	Addis Ababa
M	Researcher	School of Oriental and African Studies	London
M	Team Leader, Gender Assessment	Litmus Research and Consultancy	Addis Ababa
M	Country Director	Ethiopia, ILO	Addis Ababa
M	Country Director	Senegal (former Ethiopia), ILO	Dakar

Key Informant Interviews by the National Consultant

Gender (M/W)	Position	Organization	Place
M		MoLSA	Addis Ababa
M M	Deputy Director Director	Ethiopian Kaizen Institute	Addis Ababa
M	Secretary General	Ethiopian Textile and Garment Manufacturers Association	Hawassa
M	President	Industrial Federation of Textile Leather Garment Workers Trade Union	Hawassa
W	Project Manager	Hawassa Investment Association	Hawassa
M	Legal Services Director	POESSA	Addis Ababa
M	Linkage expert	IPDC	Hawassa
M M	Director Team Leader	Harmonious Industrial Relations Unit, BoLSA	Oromia

Interviews and FGDs with Factory Managers and Workers by the National Consultant

7 factories were visited.

Interview Guide	Women	Men
KII- Factory Managers	1	
KII- Factory Managers		1

KII- Factory Managers		1
KII- Factory Managers	1	
KII- Factory Managers		2
KII- Factory Managers	1	2
FGD- OSH Committee	5	1
FGD- Soft Skills	4	
FGD- OSH Committee	3	
FGD- PICC	5	4
FGD- OSH Committee	1	3
FGD- Soft Skills	4	
FGD- Soft Skills	3	
FGD- OSH Committee	3	
FGD- PICC	5	1
FGD- OSH Committee	2	3
Sexual Harassment Prevention Training	2	
FGD- Soft Skills	2	
FGD- OSH Committee	1	4
FGD- OSH Committee	8	1
FGD- Soft Skills		3
FGD- Leadership Training	1	1

FGDs and KIIs with Other Stakeholders by the National Consultant

Interview Guide	Women	Men
Enterprise Advisors	1	4
SCORE Trainers	1	1
SCORE Trainers		1
Labour Inspectors- Hawassa		4
Labour Inspectors- Addis Ababa		2

Annex 5: List of documents consulted

Programme Documents

- Revised PRODOC for the integrated programme including theory of change and logical framework
- Annual workplans
- Financial and budget update
- IPTT
- Integrated Baseline Report
- Various annual donor and MoLSA reports
- Draft Gender Assessment
- PICC TOR
- STAR data and roadmap documents
- Better Work Assessment Checklist-Ethiopia
- Strategic Compliance Plan and Workflow Report
- Off-Line Course Learning Materials
- TWG Minutes
- Labour Roundtable Report
- Various Better Work Training Reports and Data
- Various SCORE case studies
- COVID-19 and the Garment and Textile Industry in Ethiopia report-Workers Perspectives
- Minimum Wage Report
- Agreement with Industrial Federation of Textile, Leather and Garment Workers Trade Union
- Employment and labour-related trends and developments in the cotton sector in Ethiopia: Background Report
- Assessment of the Drivers and Constraints of OSH Report
- Research on COVID-19 and OSH in the Textile/Garment Global Supply Chain (GSCs) in Ethiopia
- POESSA Assessment Report
- Proposal for EII trial of one-stop approach in investment parks in Ethiopia
- Various Communication Materials- posters, videos, and reports
- Draft Roadmap for the promotion and application of the MNE Declaration in Ethiopia
- SIRAYE Website

Other Documents

- Ethiopia DWCP
- Ethiopia Sustainable Development Cooperation Framework 2020 – 2025
- The politics of labour relations in global production networks: Collective action, industrial parks, and local conflict in the Ethiopian apparel sector- Carlos Oya & Florian Schaefer
- Plan of Action for Job Creation: Jobs Creation Commission
- Ethiopia's Emerging Apparel Industry: Options for Better Business and Women's Empowerment in a Frontier Market.
- Ethiopia Growth and Transformation Plan II
- Ethiopia 2030: The Pathway to Prosperity

ILO Lesson Learned Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia

Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega

Date: December 2021

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	When properly planned and with strong coordination, different components can provide strong support to each other and enhance the value add of the programme. The programme has developed a strong M&E system with regular communication and updating of the annual workplan. Components are able through these reviews to identify areas of mutual support, which combined with having one CTA overseeing the entire programme, supports the mutual support and enhanced synergies the programme offers.
Context and any related preconditions	The Government and sector were open to the ONEILO approach. The initial push for a combined programme rather than series of smaller projects came from MoLSA. As the garment sector is newly established, there is not a history of one individual global unit operating in the country for a lengthy period, and thus well-established. The relevance of this approach in a country where on unit has been running a programme for a number of years may vary.
Targeted users / Beneficiaries	Country programmes looking to implemented ONEILO programmes Different units and programmes at HQ
Challenges /negative lessons - Causal factors	Synergies could be enhanced further with better coordination at HQ including ensuring departments which have less day-to-day coordination with the country programme have more up to date information. There is potential for coordination to reduce as programmes move at different pace and have separate priorities
Success / Positive Issues - Causal factors	The combined nature of the programme offers various different interventions to the sector at the same time. To date the programme has demonstrated that if there is strong coordination the components can provide strong support to each other. Examples include SCORE trainers supporting Better Work during COVID restrictions, VZF and Better Work conducting assessments jointly, and Better Work Enterprise Advisors following up on SCORE interventions after the SCORE trainers have finished their intensive 3 month training.

ILO Administrative Issues (staff, resources, design, implementation)	Requires commitment from the various global programmes and strong coordination at the national level. Ensuring the programme team is recruited without delays should support collaboration between components, particularly as certain elements such as baseline surveys, initial assessments etc need to be carried out early in the cycle of a component. For example, had VZF and Better Work begun operating at different times, it would have been harder for the original assessments to have been completed jointly. Similarly, LABADMIN has been able to use data from the Better Work assessments to feed into the strategic compliance plan for the Labour Inspectors
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ILO Lesson Learned Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia

Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega

Date: December 2021

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The ONEILO approach has supported a significant investment in M&E activities such as assessments and research which would have been difficult under individual projects. This provides research data which can be used across components. (this builds on the previous lesson learned)
Context and any related preconditions	The programme has funded a M&E Officer and a significant number of studies. This include a joint baseline of factories which provides data which can be used by ACTRAV, ACTEMP, Better Work, SCORE, Lab Admin, and INWORK in particular but other components as well. The midterm and final evaluations, of benefit to all components, and assessments such as the gender assessment, the COVID-19 assessment, the minimum wage assessment all contribute to more than one component.
Targeted users / Beneficiaries	Beneficiaries are the programme staff directly as well as the global components involved in the programme. Potential future users of this lesson learned will be country programmes planning to implement a ONEILO programme
Challenges /negative lessons - Causal factors	There is potential that certain assessments and studies will not be used by the programme particularly where funding is uncertain. However, this is probably a trade off worth making for the programme as it still provides opportunity for stakeholder engagement and gives ILO ready made proposals and evidence to present to donors when the opportunity arises.
Success / Positive Issues - Causal factors	The benefits of a strong investment in research are demonstrated by the programmes use of various assessments. As an example, the assessment of the drivers of OSH was conducted jointly with Better Work and VZF, allowing Better Work to identify immediate concerns at the factory level and VZF to identify advocacy issues for the national level, while designing training modules which could feedback into the work of the programme at the sectoral and factory level.

ILO Administrative Issues (staff, resources, design, implementation)	Budgeting for a M&E Officer is important to provide someone with a M&E and / or research background to oversee this work. Budgeting for consultants to conduct the work needs to be included in programme design. Flexible donors who are happy for funds to be spent on exploratory assessments are required.
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ILO Lesson Learned Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia
Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega **Date: December 2021**

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The inclusion of significant work on OSH provides ILO with a clear entry point for activities at the factory level and for advocacy at the sectoral and national level given the attention on health and safety as a result of the pandemic. While attention is focused on the continued response to the pandemic, ILO's experience and expertise in OSH related issues can be leveraged to lead on OSH activities and to provide access in a unified programme for other activities.
Context and any related preconditions	The pandemic has led to a significant focus on OSH related work and a heightened awareness of the importance of health and safety in the workshop. In this programme, ILO was positioned to respond to the COVID-19 pandemic and lead conversations on OSH, as shown in the development of COVID-19 health and safety protocols.
Targeted users / Beneficiaries	ILO programmes, specifically LABADMIN OSH and VZF and others such as Better Work, SCORE, ACTRAV, ACTEMP, and INWORK whose work connects to workplaces where OSH programmes can be used.
Challenges /negative lessons - Causal factors	None
Success / Positive Issues - Causal factors	The inclusion of the VZF work in the programme and ILO's positioning in the country presented ILO with the opportunity to lead on the response and greater opportunity to advocate on OSH related issues.
ILO Administrative Issues (staff, resources, design, implementation)	Would need to be included in the design of programmes and require the will to build a clustered programme.

ILO Lesson Learned Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia

Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega

Date: December 2021

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	For future ONEILO programmes, establishing a formal global coordination mechanism should be established early in the programme and maintained as the programme progresses. This will help ensure broad interaction and information between all the units and components involved in the programme.
Context and any related preconditions	An initial coordination mechanism was set up at HQ level, but was not maintained as individual priorities and work schedules made it hard to maintain.
Targeted users / Beneficiaries	The current ONEILO Siraye programme including the country programme team and the global units involved in this programme. All ILO programmes and country offices designing ONEILO programmes.
Challenges /negative lessons - Causal factors	Not all global units included in the programme have a project manager/NPC within the national team. Although at the country level individual responsibilities are assigned in a work plan, and there has been significant bilateral coordination with many backstoppers in HQ, a few backstoppers indicated a lack of information or knowledge of current activities in the programme and believed communication on particular interventions could be strengthened. A global coordination system would help improve this.
Success / Positive Issues - Causal factors	There is strong bilateral coordination between many of the global departments involved in the programme. A formal global coordination system involving the country programme team and all the relevant global departments would ensure those less involved on a regular basis do not miss out on information.
ILO Administrative Issues (staff, resources, design, implementation)	A global coordination mechanism, which improves awareness of the programme for all units involved and strengthens information sharing and decision making among global units and the country programme team, would require staff time of those involved and a focal point to ensure coordination meetings were arranged and took place. Ideally a focal point in the country programme team and a focal point in one of the global programmes less involved in the programme would take the lead on it.

ILO Emerging Good Practice Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia

Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega

Date: December 2021

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Focusing on the three levels of implementation has allowed for feedback loops on data and findings to be used across the levels. This has the potential for multiplier effects through benefits to other sectors. The ONEILO approach enhances this.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The programme works at the factory, sectoral, and national level. The theory of change lays out linkages between the different sectors. To date the programme has been able to utilize synergies between the different ONEILO programmes to feed into interventions at the different levels.
Establish a clear cause-effect relationship	<p>There are several examples of this. E.g, Assessments of the factories can include areas for improvement in compliance which are within the control of the factory and can be addressed with the support of Enterprise Advisors. The assessments also identify issues outside of the factory's control, such as boiler certification which requires technical expertise within the labour inspectorate. The programme has identified a need to address the compliance issues at the factory level through Better Work, at the sectoral level through enhancing the skills of Labour Inspectors through LABADMIN, and at the national level through working with the Government to revise the OSH Directive through VZF. At the same time, data and experiences from the different sectors helps identifies needs for trade unions and employer federations and feeds into understanding the needs of stakeholders for over-arching interventions such as the roadmap for the MNE Declaration.</p> <p>It should be noted, this process is far from complete. At the sectoral level there are still considerable gaps in the knowledge of labour inspectors and at the national level, the work on the OSH Directive requires more input. What this good practice to date has shown, is the potential working at the three sectors provides, and how data from each level can support enhance the intervention. To ensure this good practice becomes established, considerably more work is needed.</p>

Indicate measurable impact and targeted beneficiaries	For this intervention, measurable targets include the level of compliance in factories, improves in labour inspector knowledge-possibly measured by an expert review and comparison of pre and post intervention inspection reports, and the approval of the revised OSH Directive.
Potential for replication and by whom	Replication will require an assessment of the individual sector or country, but this approach should be replicable in similar ONEILO programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	CPO 2.1, 2.5, 2.6, 3.1 & 3.1
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Advancing Decent Work and Inclusive Industrialisation in Ethiopia

Project TC/SYMBOL: ETH/17/01/MUL

Name of Evaluator: Chris Morris & Meaza Nega

Date: December 2021

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The inclusion of domestic and FDI factories in the interventions provides a broader scope of intervention for the programme and supports the offering of demand led services to respond to the needs of the particular factories, and then allow entry points for other elements of the programme. For example, to date in this programme, Better Work has been more popular with the FDI factories and SCORE with the domestic factories.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The programme works with both domestic and FDI factories. Productivity has been attractive to the domestic factories but FDI factories often believe they do not need this service (although the FDI factories who have used SCORE are enthusiastic about it). FDI factories indicate Better Work is more relevant for them to make them attractive to foreign buyers, but this may not be needed by domestic factories.</p> <p>This provides an entry point for the programme and ensures data from both types of factories is available for use by other components or activities. The Drivers and Constraints of OSH Assessment, the Gender Analysis, and the Baseline Survey, all provide evidence from both groups of factories.</p>
Establish a clear cause-effect relationship	Evidence from the database of factories and feedback in the evaluation demonstrates this split among the factories.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries are workers and managers in both forms of factories. The measurable impact links to the indicators under Objective 1 and Objective 2 in particular.
Potential for replication and by whom	ILO programmes being implemented in countries with similar splits between domestic and FDI factories.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	CPO 2.2 & 2.5
Other documents or relevant comments	

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GP Element

Text

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Identifying both institutions and individual consultants to train as trainers on the SCORE programme helps broaden the technical expertise in the country and provides more avenues for the work to continue in the future.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	ILO has worked with both the Kaizen Institute and independent consultants to become SCORE trainers. Moving forward, the programme should look to identify addition institutes and independent consultants to broaden the pool of SCORE trainers.
Establish a clear cause-effect relationship	It is quite early to establish a clear cause-effect relationship, but responses from SCORE trainers and the Kaizen Institute, indicated satisfaction with the programme and the hope they could commercialize their services in future. The relationship with the Kaizen Institute has helped institutionalize the programme within a government agency (ie the Institute under the Ministry of Industry). As shared in the report, the Kaizen Institute has stream-lined its approach to some consultancy services based on the work with ILO in this programme. In parallel, focusing on independent consultants offers additional flexibility to offer the services without bureaucratic constraints of working with a public or private institution. A mixed approach thus provides greater opportunity for sustainability of the approach.
Indicate measurable impact and targeted beneficiaries	SCORE trainers and public and private institutions focused on productivity work
Potential for replication and by whom	SCORE programmes in other countries. Expansion in this programme
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	CPO 2, output 2.5: Productivity in formal and informal sectors is increased, leading to sustainable enterprises, the creation of productive and durable jobs, and entrepreneurship opportunities, particularly for youth, women and returnees.
Other documents or relevant comments	

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GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>(This emerging good practice is tentative and based on anecdotal evidence. It needs more investigation to identify how accurate it is. Comparing endline data on productivity improvements and compliance scores between factories which do and do participate in both components may allow greater certainty on this good practice.)</p> <p>Implementing SCORE and Better Work together in a factory appears to increase enthusiasm and ownership among the workers and management of the intervention. This good practice will require further investigation in the final evaluation and impact evaluation, but this evaluation found some evidence that the programme was most successful where both SCORE and Better Work were implemented together.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>The sample size is small, the findings are anecdotal and this finding would need further investigation at the end of the project.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The joint implementation of Better Work and SCORE in a factory appears to give a multiplier effect by increasing enthusiasm and ownership among factory managers and workers for the activities. The effects need greater investigation to confirm this.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>Targeted beneficiaries are the factories, factory workers and supervisors.</p> <p>Impact could be measured by a comparison of factories of do and who do not participate in both components at the end of the year based on productivity improvements and progress towards addresses issues identified in the factory roadmap. This would identify if factories who participate in both components do indeed have stronger outcomes.</p>
<p>Potential for replication and by whom</p>	<p>Other country programmes working in the garment sector</p>

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	CPO 3, output 3.2: Policies, regulations and institutions are strengthened to promote and ensure compliance with fundamental principles and rights at work in the interests of industrial harmony, enhanced organizational productivity and competitiveness.
Other documents or relevant comments	