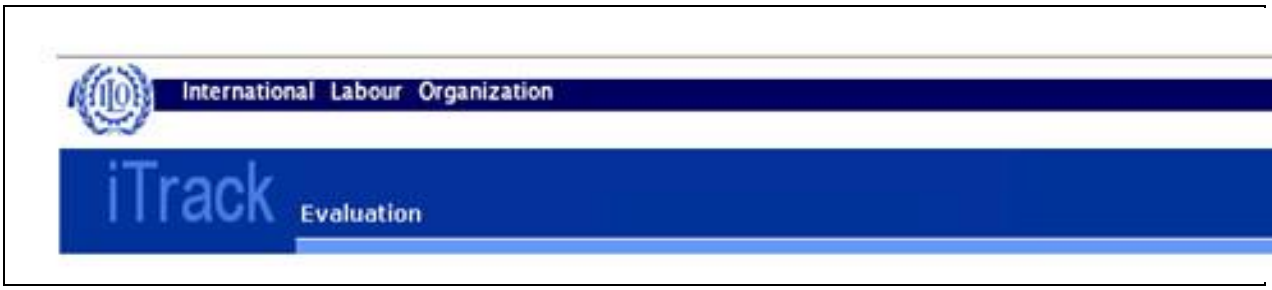

ILO EVALUABILITY ASSESSMENT REPORT

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This evaluability assessment has been conducted according to ILO EVAL's evaluation policies and procedures (Guidance Note 1.3). It has not been professionally edited.

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Acronyms

BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CMES	Comprehensive Monitoring and Evaluation Strategy
CPO	Country Programme Outcomes
CTA	Chief Technical Adviser
DWCP	Decent Work Country Programme
EA	Evaluability Assessment
EVAL	ILO Evaluation Office
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GTP	Growth and Transformation Plan
ILO	International Labour Organisation
ITT	Indicator Tracking Table
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
MIS	Management Information System
MSA	Market Systems Analysis
NPAJC	National Plan of Action for Job Creation
ProDoc	Project Document
RTWG	Regional Technical Working Group
SI	Special Initiative
SME	Small and Medium Enterprise
TAG	Technical Advisory Group
ToC	Theory of Change
ToR	Terms of Reference
UNIDO	United Nations Industrial Development Organization

Executive Summary

This report is an Evaluability Assessment (EA) of the *ProAgro Ethiopia - Promotion of decent work in the agribusiness sector in Ethiopia (the project)* The current implementation period is July 2020-June 2024. The main purpose of the EA process is to promote accountability to the ILO and key government and project stakeholders in partner countries. The EA process also supports organisational and project implementation learning. The findings of the EA will be used to improve both monitoring and evaluation (M&E) approaches and project implementation and management arrangements overall.

Project Background

The ProAgro project is an International Labour Organisation (ILO) project designed within the framework of the *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (*BMZ's) Special Initiative (SI) on training and job creation. This project promotes and implements an integrated strategy, combining policy support and social dialogue, skills development, value chain development and entrepreneurship training, with the ultimate objective to create decent jobs opportunities for women and young men in the agribusiness sector.

ProAgro will develop the capacity of national, regional, and local stakeholders to develop and implement policies to stimulate the job creation potential of the agribusiness sector while improving working conditions. The project is funded by *(BMZ)*[1] over a period of 42 months, for a total budget of EUR5 million. The focus of this EA is only on ProAgro Ethiopia.

The project does not have a direct development objective or goal statement. However it is noted that the project does seek to "*create more and better job opportunities for women and men in the agribusiness sector."* It is recommended that this statement be adopted as a formal statement in the Theory of Change (ToC) and logframe. The project is guided by four outcome statements:

- Outcome 1: A more conducive ecosystem in selected regions for decent job creation and sustainable investment.
- Outcome 2: Social Dialogue and inclusive collective bargaining promoted as key means of achieving decent work and stable industrial relations in the sector.
- Outcome 3: Quality and more demand orientated TVETs and trainings that increase employability and job prospects.
- Outcome 4: Selected Agribusiness sectors are more competitive and have boosted their job quality and creation potential.

Evaluability Assessment

In order to strengthen project design and monitoring and evaluation (M&E) frameworks, the ILO's Evaluation Office (EVAL) requests projects over a certain budget size to complete an EA within one year of the commencement of an intervention.

The purpose of this consultation is to conduct an EA for the ProAgro Ethiopia project. The EA has two objectives:

- To review the quality of the project's M&E plan and systems considering implementation realities and its purposes of accountability, learning, project management and contribution to the knowledge base for ILO, national stakeholders, and the donor; and

[1] The Federal Ministry for Economic Cooperation and Development, Germany

- To recommend changes in the Theory of Change (ToC) and results framework to make the project evaluable according to points mentioned in the first objective.

Key Findings

The project has high visibility, is relevant to and aligns with relevant Government of Ethiopia policies, priorities and strategies and can make an important contribution to job creation and decent work given that agro-processing has also been earmarked as a priority sector. An important element of the project is that the ILO through ProAgro is leveraging its comparative advantage in the country and the nominated sectors of work. The ILO, through its tripartite structure can act as a catalyst to promote economic transformation and social dialogue to improve productivity, innovation, employment generation.

The project can be evaluated but at this stage it is limited to specific outputs and key deliverables. The overall assessment is that the project can be evaluated but it would be difficult to assess and measure outcomes due to these not having a fully developed baselines or methods to assess at the time of review. More effort is required (where appropriate) to identify longer-term outcomes and then to focus on potential intermediate outcomes that the project will and can influence.

The ToC is a good effort but should be reviewed and revised considering the project's current strategic direction and adjustments to the logframe and associated methods for data collection. The project has good alignment to other development partners operating under the Special Initiative. Consultations with United Nations Industrial Development Organization (UNIDO) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) indicate opportunities for overlap and engagement. There is opportunity for information sharing and engagement in possible lessons learned and reflection opportunities.

The focus on jobs and job creation does not inform the full story of what ProAgro is contributing towards and achieving. While the project is bound to apply pre-defined metrics on job creation, the proposed methodology simply counts jobs based on set criteria. It does not adequately measure the "quality" of job/employment, nor does it consider its alignment to the ILO's decent work agenda. However it is acknowledged that BMZ is making references to relevant ILO standards on decent work within its methodology.

The project requires a more detailed M&E plan and strategy. Logframes are one component of an overall plan. Data collection methods and processes should be elaborated in greater detail. A detailed M&E Plan is required to support project implementation and management decision-making. The EA acknowledges that all the components of the M&E Plan are in existence. What is required a short narrative to bring the various components together under one document to explain the overall rationale for M&E, the purpose of M&E for ProAgro, and to highlight in greater detail the data and information collection methods for baselines and routine reporting and evaluation.

There are relatively large logical leaps between current outputs and proposed outcomes. The project has a well-structured logframe. To complement the existing framework, a series of "intermediate outcomes" would add value as a means outlining a staged approach to implementation.

The establishment of baselines in a timely, yet robust manner is always a challenge. Ideally baselines are established upfront prior to the commencement of implementation. For ProAgro this is not an immediate concern but it does necessitate action on what is to be baselined, the sources of information and the plan to collect and analyse.

The project does have a large number of indicators. Best practice does suggest one indicator per output and outcome. Consultations with the Pro-Agro team does indicate that the number of indicators is sound. The establishment of milestones and annual targets would be helpful to complement the M&E plan. In

light of the review of indicators, the establishment of an Indicator Tracking Table (ITT) would serve a useful purpose.

Proposed Actions

The first proposed action is to review and refine the overarching ToC to consider the structuring of the project along defined causal pathways. The structuring of the ToC in this manner will allow the project-team to identify where their work "fits" within the overall intent of the project and also how various components fit together.

Baselines should be established and finalised as soon as possible. The MSA's are a useful start to the sector approaches and have provided insights into possible intervention ideas that can address key market constraints and have a higher opportunity to support better jobs and work. Ideally, baselines would be established for each outcome. The EA proposes that secondary data sources be used for baselines.

The project should consider updating its M&E Plan to provide a comprehensive and coherent structure and approach to the implementation of M&E functions across the project. The M&E Plan would be a useful addition as the various components of the M&E system are already in existence. The application of the CMES model would allow for a concise and targeted narrative to explain the purpose, structure, and approach to M&E for the project. As part of the proposed CMES, risks and assumptions should be reviewed and updated.

The project should seek to build in annual lessons learned and reflection events to assess progress and to review the ToC and M&E Plan. There is also scope to build in lessons learned events with other SI implementing partners (UNIDO and GIZ).

The following recommendations are proposed:

Recommendation 1: The project's ToC should be reviewed and updated around work areas and be structured in manner to clearly demonstrate the causal pathways to achieve desired outcomes. The analysis should also test current assumptions and consider new and emerging risks.

Recommendation 2: Review the M&E Plan to establish clear targets and milestone. The application of an ITT would assist this process and should also be linked to the project's workplan.

Recommendation 3: Baselines should be defined and prioritised. The project should implement a set of "rolling baselines" that are targeted and specified to each project outcome. Baselines do not need to be complex or complicated but rather be targeted in a structured and simplified manner that captures and utilises both primary and secondary information and data.

Recommendation 4: The project should implement a M&E plan that follows the ILO EVAL CMES. This would allow the various components to be aligned under one narrative. It will also assist in articulating baseline approaches, detailing data and information collection methods, and highlight roles and responsibilities for M&E overall.

Recommendation 5: The project should build in an annual lessons learned and reflection event that allow sit to review all M&E components including a review of the ToC, logframe, baselines, and data and information collection methods.

Introduction

This report is an Evaluability Assessment (EA) of the *ProAgro Ethiopia - Promotion of decent work in the agribusiness sector in Ethiopia (the project).* The current implementation period is July 2020-June 2024.

The ProAgro project is an International Labour Organisation (ILO) project designed within the framework of the *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (*BMZ's) Special Initiative (SI) on training and job creation. This project promotes and implements an integrated strategy, combining policy support and social dialogue, skills development, value chain development and entrepreneurship training, with the ultimate objective to create decent jobs opportunities for women and young men in the agribusiness sector.

ProAgro will develop the capacity of national, regional, and local stakeholders to develop and implement policies to stimulate the job creation potential of the agribusiness sector while improving working conditions.. The project is funded by *(BMZ)*[2] over a period of 42 months, for a total budget of EUR5 million. The focus of this EA is only on ProAgro Ethiopia.

The main purpose of the EA process is to promote accountability to the ILO and key government and project stakeholders in partner countries. The EA process also supports organisational and project implementation learning. The findings of the EA will be used to improve both monitoring and evaluation (M&E) approaches and project implementation and management arrangements overall.

Project Background

Despite significant progress, Africa's labour markets continue to face the combined consequences of widespread poverty and informal employment, poor working conditions, low education and skills levels and weak institutions, compounded by insufficient growth, stagnating labour productivity and inadequate social and economic development. In this situation, key drivers such as climate change, demographic pressure, civil unrest, humanitarian crisis, technological progress and globalisation amplify existing challenges. While some countries are registering impressive growth rates and are attracting domestic and foreign investment, many others remain entangled in conflicts and fragility.

The diversity of African countries in terms of economic structure, level of development, politics and governance calls for distinctive approaches and tailor-made policy support. Within this context, the *SI on Training and Job Creation* launched by BMZ as part of its Marshall Plan for Africa aims at creating jobs through a favorable business environment and support private investment, including in infrastructure.

It sets a high ambition to create up to 100.000 decent jobs until 2022, improve working conditions and income opportunities, create training opportunities and increase private investment. The initiative is based on a three-pronged approach: (i) foster the attractiveness of business locations and industries (cluster approach); (ii) foster sustainable investment (business & invest); and (iii) promote the Small-Medium Enterprise (SME) sector ("African Mittelstand").

ProAgro was designed to provide an ILO response to the objectives articulated by the *SI.* ProAgro promotes the ILO's approach to decent work, skills development and enterprise development, and is currently being implemented in Ethiopia and Morocco. In order to better focus the use of its resources, the project focuses on one sector, agribusiness, in line with the priorities of the BMZ.

[2] The Federal Ministry for Economic Cooperation and Development, Germany

The project puts forward an integrated strategy, combining policy support and social dialogue, skills development, value chain development and entrepreneurship training, with the ultimate objective to create decent jobs opportunities for women and young men in the agribusiness sector.

The project also seeks to develop the capacity of national, regional, and local stakeholders to develop and implement policies aimed at boosting the job creation potential of the agribusiness sector while enhancing decent work conditions. The project will also contribute to respond to and mitigate the impact of the COVID-19 crisis on enterprises and the labour market in the targeted sector.

The project does not have a direct development objective or goal statement, however it is noted that the project does seek to "*create more and better job opportunities for women and men in the agribusiness sector."* The project is guided by four outcome statements:

- Outcome 1: A more conducive ecosystem in selected regions for decent job creation and sustainable investment.
- Outcome 2: Social Dialogue and inclusive collective bargaining promoted as key means of achieving decent work and stable industrial relations in the sector.
- Outcome 3: Quality and more demand orientated TVETs and trainings that increase employability and job prospects.
- Outcome 4: Selected Agribusiness sectors are more competitive and have boosted their job quality and creation potential.

Objective and Scope of the Evaluability Assessment

The purpose of this consultation is to conduct an EA for the ProAgro Ethiopia project. The EA has two objectives:

- To review the quality of the project's M&E plan and systems considering implementation realities and its purposes of accountability, learning, project management and contribution to the knowledge base for ILO, national stakeholders, and the donor; and
- To recommend changes in the Theory of Change (ToC) and results framework to make the project evaluable according to points mentioned in the first objective.

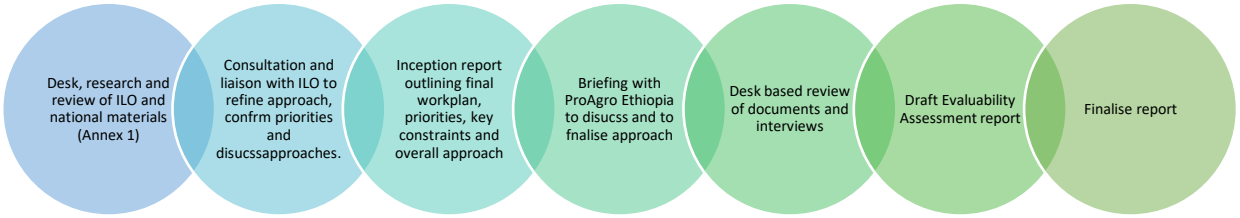
The scope of the EA includes:

- An analysis of the project's ToC and logframe to identify the logic between activities, outputs, and objectives and to consider relevance and appropriate ness of risks and assumptions.
- A review of the causal logic and results-level linkages between the project and the ILO Ethiopia Decent Work Country Programme (DWCP) and their respective outcome areas.
- An examination of the scope of the project, its expected results and what can be realistically achieved within the project's duration.
- A review of definitions, key questions, methodologies, and associated baselines.
- Assess and potentially sharpen the project ToC and associated M&E metrics.
- Assess current capacity (and potential gaps) of key partner organisations. This assessment will also consider the overall institution building context for M&E.
- Consider ownership and sustainability by national constituents
- Assess the quality of information and use and application of the project's Management Information System (MIS).
- Identification of good practices and proposed improvements with specific actions to support the recommendations.
- Identification of key risk areas and strategies to address and mitigate these.

Approach and Methodology of the Evaluability Assessment

Considering the EA questions presented in Annex 1, the EA methodology detailed below details the steps required to address these. The EA team consists of one international technical consultant. Initial meetings and briefings have been held with the ProAgro Chief Technical Adviser (CTA) and M&E specialist in the lead up to the preparation of this report. The approach and methodology applied is outlined in the infographic below.

Diagram 1: Approach to the Evaluability Assessment



The EA's Terms of Reference (ToR) provides clear guidance as to the approach to complete the EA. The EA will involve three complementary data collection and review activities:

- Document review, including project proposals, work plans, communications, minutes of stakeholder meetings, and other information sources.
- Stakeholder consultations with several key informant interviews and discussions; and
- Stocktaking of existing M&E plans and systems to identify capacities and needs.

The analysis was primarily qualitative with the focus being a desk review of available documents and reports. A list of the documents reviewed is included as Annex 2. Some key stakeholders were also interviewed to focus on priority areas of the assessment and to clarify approaches and proposed work priorities. A list of people consulted and interviewed is included as Annex 3.

Evaluability Assessment Limitations

All EAs and reviews have limitations in terms of time and resources. Some limitations pertaining to this EA are outlined below:

Time and Resources: the rigour of the data gathering analysis will be constrained to some degree by the time available. The evaluator may not be able to meet with all key stakeholders, particularly for follow-up meetings and discussions. However, the evaluator has worked closely with the ILO to identify and select key stakeholders to meet with during the EA.

Remote Working: Due to the COVID-19 situation it is difficult to conduct face to face meetings and interviews. The evaluator is unable to travel to meet stakeholders. However, the evaluator has conducted a total of five EAs and evaluations for the ILO in the past three months and has established solid working practices for the completion of EAs.

Evaluability Assessment Guidelines: The ILO EVAL's Guidance Note guidelines are comprehensive; however, the focus of the EA is on a point in time (i.e. a one-off assessment). It doesn't cover all aspects and requirements of a sound M&E system.

Judgements: the time limitations mean that professional judgements will need to be employed to interpret stakeholder perspectives

Assessment of ProAgro Evaluability

The assessment was completed from 8 October to 8 November 2021. In using the findings from the assessment, the following template was applied as part of the EA

- A rated assessment of each "readiness dimension" relevant to the criteria of the alignment of the project's overall approach to M&E.
- An overview and a narrative of findings for consideration by the project to strengthen M&E approaches and consider new approaches.

Findings are shown in a "dashboard" format for each of the criteria contained within the EA. The colour coding for the four-point readiness assessment is as shown below:

Table 1: Assessment of ProAgro (drawing on EVAL EDI approach)

Rating Level	**Code**
None/Low/Poor	
Low but some initiative/emerging	
Moderate	
Strong	

As indicated in the inception report, the questions contained in the ToR differed slightly to the ILO EVAL guidance Note 1.3. Where relevant and appropriate additional questions and assessment criteria were added from the Guidance Note to complement the existing questions within the ToR.

Situation and Alignment

Questions	Analysis	Rating
Are the project's problems/issues been clearly identified? Are the causes of the problem explained satisfactorily?	The ProDoc provides a clear articulation of the problems and issues the project is seeking to address (Section 2.1). An important consideration is that the ProDoc clearly mentions the potential impact and influence of COVID-19 and possible impacts upon the agriculture sector as a whole. The ProDoc also provides a clear strategy to address these problems.	
Have the target groups affected by the problem been identified?	The ProDoc also clearly identifies and analyses the target groups at both the federal and regional level (Section 2.2). One area for improvement could be how each of the stakeholders would engage with the project and the role they will play in both implementation and management.	
Have the stakeholders related to the problem been identified along with their respective concerns and participation?	This follows on from the point above. Problems are clearly identified but it is unclear how each stakeholder is affected and to what extent. It is implied that workers and participants in the value-chain are most likely to be impacted. This element of work probably requires a little more analysis but meets the requirements of assessment. The analysis could be updated as part of progress reports as part of a "context" section detailing how the project continues to meet the requirements of stakeholders.	
Were past facts, knowledge and experiences related to the problem presented?	This is a strong element of the ProDoc with the grounding of analysis in available information and data. Another important feature has been the referencing of previous experience in Ethiopia along with learnings from previous evaluations. This is a good practice and demonstrates a commitment to effective M&E to apply relevant data, statistics and learning from existing data sources.	
Is the project result and outcomes well linked to the DWCP and CPOs?	Section 1.3 provides a strong grounding of the comparative advantage of the ILO in Ethiopia. The ProDoc makes reference to Policy Outcomes of the ILO Programme and Budget 2020-2021. No reference is made to the DWCP which may be due to the fact the a DWCP was not in place at the time of the design process. The ProDoc also references linkages to the Sustainable Development Goals (SDGs), primarily SDG 8 "*Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*"	

Objectives and Outcomes

Questions	Analysis	Rating
Are the result statements for the project clearly articulated?	The project has clear outcomes, outputs and activities. There does not appear to be an overarching goal statement which would be useful to frame the entire project. However it is noted that the project does seek to "*create more and better job opportunities for women and men in the agribusiness sector."* The project has a ToC which could be revisited as part a first year review. The ToC was not updated in the inception report. The project also aligns to the overall results framework of the SI. The logical framework has been updated from the ProDoc, through the inception phase. In the ProDoc (Section 4.3), it was stated that *"If necessary, estimated targets for the project indicators will be adjusted in the inception Phase."* The inception period was used to enhance the logical framework, including indicators for monitoring, risk registers, and the revision of the formulation of results. This has resulted in	

	a well-structured and articulated logical framework allowing efficient capturing of results, bringing more focus to the outcome areas, to avoid previous overlaps between outputs and activities to ensure better implementation and management of the project.	
How realistic is achievement of the long-term outcomes of the project based upon the activities proposed?	The results contained within the logframe do appear realistic for the timeframe, budget and scope of work. One proposal would be to identify "intermediate outcomes" as a means to assess progress and change. Intermediate outcomes would be positioned for approximately 18-months to 2-years into implementation. This would provide a "staged" approach to measurement and assessment. It is noted that the project only has two-years remaining so it might not be feasible to include additional outcomes. This is a decision required by project management.	
Are the outcomes established closely aligned with national, regional, and global development frameworks/agendas?	The stated outcomes are closely aligned to national, regional and global development frameworks. As indicated in the earlier section, the ProDoc has provided significant commentary on the linkages. One area to update would be with the newly established DWCP to ensure that the project aligns to key pillars and strategies within that document. This could be included in the proposed M&E Plan (see later sections).	
How clear is the project's logical framework and TOC?	The ToC in the ProDoc is sound but it is recommended that it is reviewed and revised to ensure that it is aligned to current project activities. The ToC could also seek to demonstrate "causal pathways" between activities, outputs and outcomes. At present these are simply listed together without clear linkages as to what outputs will influence what outcomes. The application of a project "sphere of control" and a "sphere of influence" is a good strategy and demonstrates what the project is responsible for and what it is influenced by. This is where intermediate outcomes would be of use as they will technically fall under the "sphere of control". At present it appears that the project is not responsible for the delivery of all outcomes under the ToC. Impact statements are articulated in the ToC but do not appear in the logical framework.	
How closely inputs, activities, outputs, outcomes, and impact are aligned?	There is close alignment. The development of four outcome statements is appropriate and there is clear linkage between outcomes and outputs and associated activities. The only potential challenge is the assumptions made about outputs leading to the outcomes. This needs to be assessed in greater detail. Some assumptions are stated in the logical framework but these could be enhanced in a more consistent manner and expanded upon. A section in a proposed M&E Plan (e.g. ILO Comprehensive Monitoring and Evaluation System – CMES) could focus on assumptions in greater detail. Also a revised ToC could include a narrative on the assumptions made to strengthen the overall approach. It is also good practice to regularly test assumptions.	
Are outcomes and outputs easy to verify and measure?	One challenge with the outcomes is the use of numerical (i.e. counting) indicators. This will be discussed further in the next table. It is unclear in some outcomes, the proposed methodology to collect information and assess and analyse. Reference is made to a Survey (Outcome 2) and a Tracer Study (Outcome 3) but other methodologies for Outcome 1 and 4 tend to be secondary reports and	

	documents. There is nothing wrong with these approaches and the mixture of primary and secondary baseline information is a good approach. Outputs have clear means of verification and importantly each output (and each indicator) has a means of verification attached to it. The BMZ SI indicators have clear targets. It is noted that some proposed targets have already been reduced through revisions. Justifications have been provided. It is assumed these have been discussed and agreed with BMZ.	
Is there description of alliances and participation of partners within and beyond the project?	The ProDoc does make reference to the participation of partners and constituents. There is a brief section in the ProDoc (Section 1.3) related to partner participation and overall alignment. More work is required in the coming 12-months to discuss proposed longer-term strategies and overall transition as part of possible exit plans and handover arrangements with partners. While the project is in formative stages, it is important to reflect "forward" to determine what success will look like and how the project will eventually transition. The project has established an inter-ministerial Technical Advisory Group with the mandate to provide overall strategic direction and policy guidance. The TAG was established on 2 November 2021.The TAG will oversee work at the national and regional level to ensure close coordination with GIZ and UNIDO. The project is also part of a larger Steering Committee (SC) on agro processing projects inEthiopia which is chaired by the Ministry of Industry	
Do the project outcomes contribute to the CPO?	There is a clear linkage between the program's outcomes and the CPOs. This could be more articulated in the proposed M&E Plan. Would be good to have these mentioned also as part of the logical framework and M&E Plan. Not necessarily to measure but reference should be made to demonstrate alignment.	

Indicators

Questions	Analysis	Rating
Have the indicators set for each outcome and output sufficient (at least one indicator and no more than three indicators)?	Indicators have been set for each outcome and all associated outputs. Some outcomes and outputs have too many indicators (i.e. three indicators). It is unclear why there are so many indicators, and this places a strong emphasis on M&E (which is good) but it also drains considerable time and resources to ensure all data is collected. A review of progress reporting and data collection system would be helpful to ascertain if data and information is being collected against all indicators. It would also be useful to determine of existing M&E resources are sufficient to collect information and data for each indicator.	
Are the performance indicators established for the project SMART?	There is some more work to be done in this area. Having indicators is good but they need to be time-bound. It is unclear as to when these indicators will be achieved. It would be assumed that some indicators would be realised before others but at present the impression is that all indicators will be achieved by the end of the project.	

	In some case values are not assigned to indicators. For example Outcome 1 "satisfaction rates". Should be stated a % improvement in satisfaction rate" Annex D M&E Plan makes a solid effort at identifying key targets and provides further clarity to the statements in the logical framework. It is noted that the project is commencing work on an Indicator Tracking Table (ITT) to better define indicators and set agreed milestones. This draft document has been reviewed and commented upon as part of the overall assessment.	
Does the performance framework provide for a comprehensive assessment of the results of the project that will allow for informed adjustments to activities with the implementing partner?	The M&E Plan as it stands is quite a comprehensive document (further analysis is provided in the section on "M&E Plan"). The current framework highlights data sources, specifics data collection methods, support and analysis. This is helpful and demonstrates a robust approach. However more information needs to be provided on the requirements of data collection and how these data approaches are aligned, integrated and utilised. Further analysis is provided in later sections.	
Do the performance indicators make use of a robust mix of both qualitative and quantitative methods in assessing results?	There is a good mix of qualitative and quantitative indicators. Often for training and skills type programs, the emphasis is on counting numbers and measuring changes. One area for improvement would be to assess the "quality" of results. This can be challenging but ultimately there should be an assessment of the quality of products being delivered and associated outputs. The approach to assessing the quality of outputs and indicators would be contained in a proposed CMES.	
Is the collection of data required of stakeholders to measure indicators feasible given their capacities?	ProAgro does not have a large M&E team. Much of the data collection independent on secondary sources of data and perhaps to outsource key analysis (i.e. market analysis). Additional resources are envisaged for any proposed baseline work. This is most likely to be outsourced to a third party provider. This needs to be carefully factored into not only workplans but budgets also. The EA did not have access to overall budgets to make definitive adjustments. The current M&E specialist is experienced and knowledgeable and has previous experience in the region and has a good understanding of M&E concepts and approaches.	

Baselines

Questions	Analysis	Rating
Have baselines been established for each performance indicator?	Baselines have been established for each indicator. However, many of the baseline indicators tend to start at "0". While this may be appropriate for output level indicators that involve targeted assistance, a stronger effort could be applied at the outcome level to ascertain some form of current baseline. Indicators at Outcome 1 highlight baseline studies will be completed. In some instances, secondary data could be gathered from existing sources to highlight current satisfaction rates. This may be available through existing providers and suppliers. The proposed baselines could then compliment this data. The baseline for Output 1.1 is sound and applies a "gap analysis" to identify current issues and priorities.	

	For other outputs, where "0" is used the EA proposes a secondary review and scan to identify possible sources of existing information. For example Outcome 2 could highlight existing agreements in place. The same for those workers who has benefited from improved working conditions. If available, Better Work or other private sector projects that have worked could provide an indication of engagement. For Outcome 3, existing data sources from TVET service providers could be applied to demonstrate those workers that have received support to date. It might provide a useful comparison for the focus of work under ProAgro. Further analysis of baselines is provided in the narrative in the following section.	
Does the baseline establish a credible assessment of the conditions at the start of the project?	Without detailed baselines it is hard to establish a credible assessment. It is particularly important at Outcome level to have some form of baseline. Limitations in the data and reliability concerns can be footnoted in the M&E Plan and logframe. It is not expected that all data would be accurate at the commencement. Although reference is made to baseline surveys it is unclear if these have been completed as of yet or if there is an agreed strategy and timeline to commence and collect.	
Does the baseline provide a valid means for assessing the causality of the changes identified?	Baselines are required. Once established they will provide a sound basis to assess overall changes. At present only a theoretical discussion can be provided as formal baselines have not been established. The Market Analysis reports are an excellent source of information and data, but it is unclear how that data can be translated into a baseline, except perhaps for a few key metrics.	
Does the M&E plan of the project have indications on how baseline data will be collected prior to execution for indicators where their baseline value is not set?	The project has a "M&E Plan" but it is more of a framework rather than a detailed M&E Plan. A detailed M&E plan would detail baseline approaches and other data and information collection methods. The current M&E Plan (Annex F) does make reference to baselines and how they will be sourced. However, it would be expected that there needs to be far more details including: (i) identification of what actually needs to be baselined; (ii) available recourses (human and financial) to complete a baseline; (iii) the type of methods and approach to apply; (iv) where the information will be sourced; and finally (v) how the information will be utilised and applied to guide implementation and management.	

Milestones

Questions	Analysis	Rating
Do the milestones provide a clear sense of the timeframe for achievement of outcomes and outputs?	This is an area that requires a bit more work. The revised logframe contains indicators and the M&E Plan has targets but there is no real indication of milestones or when specific outputs and targets will be achieved. A Indicator Tracking Table (ITT) linked to a workplan would be a useful tool and this is currently being developed and populated.. It would provide a sense of progress and underpin future reporting, providing both project management and donor with a sense of progress towards defined results. A conversation with the ProAgro M&E Specialists indicates that an ITT is proposed and is likely to be implemented.	
Are the milestones a useful directive for work planning and monitoring tool?	As mentioned above, milestones need to be developed. Once prepared they will be provide a useful directive for planning and monitoring. At this stage it is not easy to assess this question.	

Are the milestones for project specific indicators as well as for BMZ KPIs that have been established realistically achievable?	Milestones for BMZ indicators should be established as a priority. Requests from BMZ for job creation data will emerge and it is important that an accurate assessment of progress is presented so as to refine approaches or offer remedial support should targets fall behind schedule	

Risks and Assumptions

Questions	Analysis	Rating
Have the risks to achieving outcomes been comprehensively identified?	Assumptions, hypothesis and risks have been included in the revised Logframe Matrix and also in a separate risk register. Risks need to be better elaborated. The risk register only specifies 5 risks. It would be assumed that the project faces a number of risks in the contextual environment (political and economic) as well as project specific risks in terms of implementation and management. The risk register should ideally be updated to differentiate risks at different levels of operation. This would provide a higher degree of confidence that risks have been identified. The EA nots that in light of the current situation in Ethiopia, the project has also developed an outcome based risk management plan which will be reviewed and updated fortnightly. The prodoc makes a good effort at differentiating risks at different levels of operation but this has not translated into the risk register.	
Are the risk mitigation measures clearly defined and supported by theory, logic, empirical evidence and/or past ILO experience?	Risk mitigation measures are included in the ProDoc and to a limited degree in the risk register. It is strongly recommended that all risks are reviewed and updates provided to address the current context and operating environment. Significant lessons have been learned in the first year of implementation and management and Ethiopia continues to face disruptions from COVID-19 as well as a number of political and humanitarian situations that have impact upon the ability of the project to deliver	
Does the risk management plan provide for regular assessments and adjustments to be made?	The risk management plan requires an update. Rather than having a register it is advisable to have a short risk management plan that provides a narrative around what risk is, what it means for ProAgro and also the approach and methodology to define, manage and measure risk. As mentioned above effort has been made to develop a live risk register. This short risk management plan would be a useful attachment to the overall M&E Plan (discussed in the table below.	
Have the key assumptions to achieving outcomes been agreed upon with stakeholders?	Assumptions are a critical component of any M&E framework and/or system. Some assumptions have been identified but these could be strengthened and articulated in a more structure manner. They would be particularly useful as part of a ToC narrative explaining how the project is expected to move from interventions, through causal pathways through to expected results.	

M&E Plan

Questions	Analysis	Rating
Does the M&E plan provide for an adequate quality and regularity of	It is important to state from the outset, what is a M&E Plan. Although the project has a "M&E Plan" this is really an extended version of the logical framework. A M&E plan in the context of ILO should at a minimum	

information on project performance to meet management and stakeholder needs?	align to the CMES (which has can be accessed through ILO EVAL). A full M&E Plan/CMES is strongly recommended for this project. It would enable all the current components to be bundled into one document which will provide a useful handbook for the M&E team and also for ProAgro management	
Is the M&E plan well prepared in terms of listing the respective indicators with its definitions, data source, and means of verification, frequency of data collection, baseline, target, responsibilities, and method of data analysis?	At this stage, the M&E is at a basic level. The indicative arrangements are in place but further information and articulation is required on the various methods, sources and approaches required to meet expectation and provide an evidence-base for the achievement of results.	
Is the resourcing (human, technical and financial) for the M&E plan sufficient to meet its objectives?	At this stage, resourcing appears appropriate. However this should be carefully monitored in terms of budget and time for respective baselines and the work required under Section 7 in the ProDoc (Annual reviews, mid-term evaluations and final evaluations). A full review of the budget is required to determine how M&E resources have been structured and accounted for. The EA did not review the project budget.	
Are participatory methods in place that will allow for beneficiaries to contribute to the assessment of project performance?	From initial observations and interviews, the M&E approach and process is very participatory. The market system Analysis was participatory and relevant and appropriate data has been collected.	
Does the M&E plan include means for assessing the unintended benefits and consequences of the project?	This needs to be further elaborated. It would be recommended that the M&E include a more detailed learning and adaptive management process that builds on the annual reviews but reflects on the approaches and what has been learned in the period.	

Quick Analysis – The evidence and "traffic light system" presented above is based on professional judgement. It is not a definitive rating . As indicated in the narrative only some improvements are required (milestones and M&E Plan) and it is likely that the project would elevate into a strong position with regards to a functional and solid M&E system. The following sections provide further analysis and discussion.

Overall Findings of the Evaluability Assessment

EAs are often completed prior to the development of an M&E system for a project, programme, or strategy. The EA presents information for consideration and looks at the context of what can be evaluated and what should be informed. Its formative approach highlights priority areas for assessment and the systems and structures that can be applied.

The commentary provided below is to build upon the findings in the matrix above and present some insights around key strengthens, challenges and some priority points for action going forward.

Strengths

The project has high visibility, is relevant to and aligns with relevant Government of Ethiopia policies and strategies and can make an important contribution to job creation and decent work. The project contributes to Ethiopia's Growth and Transformation Plan (GTP II) which has a strong focus on agriculture and agro-processing industries. It is also closely aligned to Ethiopia's National Plan for Job Creation (NPJC) with a particularly focus on Objective 6.[3] From an international perspective, the project aligns to the United Nations Development Assistance Framework for Ethiopia 2016-2020 (Pillar 1 and 4).[4]

At the ILO level, the project contributes to Country Programme Outcomes (CPOs) including:

- ETH125: Poverty reduction through creating decent employment opportunities for men and women
- ETH127: Enhanced capacity of constituents to implement policies and programmes on industry, infrastructure, and skill development to achieve decent employment and inclusive labour market institutions
- ETH128: Strengthened capacity of institutions to develop entrepreneurship programmes to provide services to MSEs, cooperatives and youth
- ETH800: Strong and representative employers' and workers' organisations influencing economic, social and governance policies

The project supports Ethiopia's response and recovery to COVID-19 impacts and influences. Sharp reductions in job creation and business activity has the potential to force many workers into unemployment or general under-employment. The project aligns to the ILO's global response to COVID-19 by supporting four key pillars of work. These include:

- Pillar 1 – Stimulating the economy and employment
- Pillar 2 – Supporting enterprises, employment and incomes
- Pillar 3 – protecting workers in the workplace
- Pillar 4 – Relying on social dialogue for solution.

The program also aligns to BMZ's SI framework and relevant indicators and targets have been built into the ProAgro logical framework and M&E Plan. Alignment is clearly specified.

An important element of the project is that **the ILO through ProAgro is leveraging its comparative advantage in the country and the nominated sectors of work**. The ILO, through its tripartite structure can act as a catalyst to promote economic transformation and social dialogue to improve productivity, innovation, employment generation. Importantly, the ILO does not just create "jobs" but rather seeks to promote the concept of decent work in enterprises, industries and societies. The ILO brings to the project

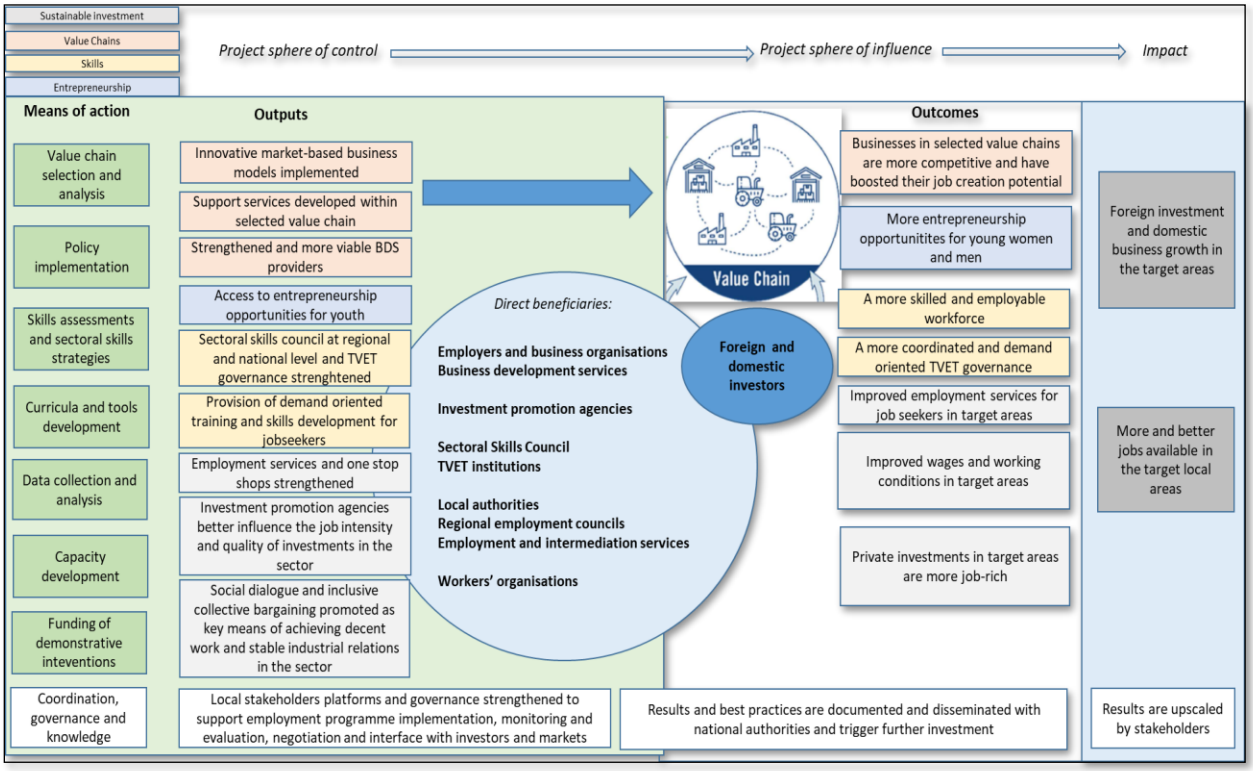
[3]NPJC Objective 6: Realising the job potential of prospective high-yield sectors.
[4] Pillar 1: Inclusive growth and structural transformation; and Pillar 4: Good governance, participation, and capacity development

new and innovative ideas, based on previous working experience and knowledge, to support private sector development, where improvement in working conditions and quality of jobs are fundamentally linked with enterprise development. It is noted that the ILO is a standard setting and normative agency. This work is well captured in the project structure and M&E approach with clear outcomes linked to a "conducive ecosystem for job creation" (Outcome1) and Social Dialogue (Outcome 2).

The project can be evaluated but at this stage it is limited to specific outputs and key deliverables. The overall assessment is that the project can be evaluated but it would be difficult to assess and measure outcomes due to these not having a fully developed baselines or methods to assess at the time of review. One option is to consider and identify longer-term outcomes and then to focus on potential intermediate outcomes that the project will and can influence. This is likely to be realised once baseline data approaches and sources are defined and implemented. In addition, it is difficult to assess achievements across the entire portfolio of work given the different contexts and operating environments that exist within the country. If longer-term/intermediate outcomes are not preferred, the focus should be on establishing baselines for existing outcomes as stated in the log frame.

The ToC is a good effort but should be reviewed and revised considering the project's current strategic direction and adjustments to the logframe and associated methods for data collection. The current project ToC is included as Diagram 1. General observations and commentary of the current ToC include:

- The ToC contains key elements of a ToC: (i) means of action; (ii) outputs; and (iii) outcomes.
- The ToC importantly defines the project's "sphere of control" and "sphere of influence".
- Impact statements (longer-term outcomes) are identified as are stakeholders and beneficiaries.



To complement the general observations some notes on how to improve and strengthen the ToC are detailed below for consideration by the Pro-Agro team:

- The ToC should seek to identify causal pathways: at present, outputs are lumped together with no real coherence of structure. The assumption is that is outputs are delivered, then direct beneficiaries through the value chain will achieve a whole range of outcomes. Causal pathways are structures and groups of activities/results that have a causal link (or effect) on each other. So, in effect, "if you do something" it will "change something else". A simple example includes: an input of seed – coupled with training – leads to awareness – leads to more targeted capacity support and guidance – which leads to planting and cultivation which (all things equal) leads to a crop. The same can be applied to the context of ProAgro.
- The ToC should be structured in accordance to streams of work: The best way to do this is to align outputs and outcomes along the four outcomes that have been identified in the M&E Plan/logframe matrix. The proposed streams of work include: (i) sustainable investment; (ii) dynamic value chains; (iii) skills development and (iv) entrepreneurship. The most logical approach would be to align the ToC to the updated logframe. This would establish causal pathways for (i) conducive environment for job creation and sustainable investment; (ii) social dialogue and decent work; (iii) TVET and employability; and (iv) competition, entrepreneurship, and job quality.
- Alignment should highlight the integration of different streams: The ToC has strong potential to show integration and interconnectedness of components. For example work to promote sustainable investment, coupled with job creation and skills training are closely aligned. The promotion of entrepreneurship and business support also have direct impacts. The key point is that a carefully contrasted ToC can present a powerful and clear picture of the various pathways towards the achievement of desired ends and results. It is also important to note the influence the project has on social dialogue as a core function of ILO operations. Social dialogue in this context, while a defined outcome, is also a cross-cutting themes that influences all parts of the ToC and associated logframe.
- The value chain is not an end in itself: It is a means to an end and should be reflect as such in the ToC. The project is seeking to include elements of the value chain (lower tier work). Therefore, the value chain should run alongside the ToC with outputs specifically targeting elements.
- Beneficiaries and investors are not central to the ToC: The outcomes of Foreign Direct Investment (FDI) and skills development assumes that workers, service providers and the private sector are involved in the project. They are integral to the ToC but should not be the centre of it.
- Problem and issues statements should be clearly identified: Most projects (and ToC) are responding to address an issue. The ProDoc spends considerable time discussing context and the challenges, but this does not appear in ToC. Statements should be the pre-cursors of any work to intervene. For example: a lack of investment in agro-processing industries is a challenge that requires a response. These statements are the foundation of the ToC and provide a basis to start the causal pathway.

The project has good alignment to other development partners operating under the Special Initiative. Consultations with United Nations Industrial Development Organization (UNIDO) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) indicate opportunities for overlap and engagement. There is opportunity for information sharing and engagement in possible lessons learned and reflection opportunities. Information should be shared as necessary, particularly in relation to the BMZ indicators related to employment better work, employability, and cooperation with customers.

Challenges

The focus on jobs and job creation does not inform the full story of what ProAgro is contributing towards and achieving. While the project is bound to apply pre-defined metrics on job creation, the proposed BMZ methodology simply counts jobs based on set criteria. It does not adequately measure the "quality" of job/employment, nor does it consider its alignment to the ILO's decent work agenda. In addition, as found in other BMZ projects, the minimum hours required to be counted "as a job" is often not sufficient (i.e., 20 hours per week over 26 weeks within a year). Evidence suggests from other ILO evaluations that workers would prefer more full-time and more decent work than meeting a simple criterion and a minimum wage. The project has made good progress in its current M&E Plan to assess not only the job created but also the quality of work. This is represented by and assessment of working conditions (which is still to be completed) where at least one of the following criteria is improved:

- Access to human resource development programs (e.g. training program offered by the enterprises)
- Formal employment contracts
- Access to employee supports (e.g., health programs, childcare, flexible working time, maternity leave, transportation modality)
- Improving compliance with labour standards
- Improvement of the well-being of employees (e.g. contribution to pension or health insurance schemes, access to the company pension scheme)
- Improving safety at work
- Improved gender equality
- Better employee representation
- Access to the employer's financial services (e.g., savings programs, loans)

The project requires a more detailed M&E plan and strategy. Logframes are one component of an overall plan. Data collection methods and processes should be elaborated in greater detail. A detailed M&E Plan is required to support project implementation and management decision-making. The EA acknowledges that all the components of the M&E Plan are in existence. What is required a short narrative to bring the various components together under one document to explain the overall rationale for M&E, the purpose of M&E for ProAgro, and to highlight in greater detail the data and information collection methods for baselines and routine reporting and evaluation. The ILO EVAL's CMES would be a useful tool and guide on how to structure the M&E Plan.

There are relatively large logical leaps between current outputs and proposed outcomes. The project has a well-structured logframe. They complement the existing framework, a series of "intermediate outcomes" would add value as a means outlining a staged approach to implementation. It may also reduce the number of indicators as some current outcome indicators could shift down the hierarchy to be included alongside intermediate outcomes. The restructuring of the ToC would help structure these and also assess the assumptions that are being made. This needs to be discussed and agreed internally within the project team. There is no major issue if these are not included, it is proposed as part of good practice and is for consideration.

The establishment of baselines in a timely, yet robust manner is always a challenge. Ideally baselines are established upfront prior to the commencement of implementation. For ProAgro this is not an immediate concern but it does necessitate action on what is to be baselined, the sources of information and the plan to collect and analyse. Further guidance is provided in the following section. Baselines can be established on a "rolling basis" and ideally these will be formed using existing secondary data and if primary data is required, a small targeted sample can be applied.

The project does have a large number of indicators. Best practice does suggest one indicator per output and outcome. Consultations with the Pro-Agro team does indicate that the number of indicators is sound. Current indicators are sound and are linked and appropriate. However, some are not entirely time bound which does not provide a clear indication of when indicators are likely to be achieved.

The establishment of milestones and annual targets would be helpful to complement the M&E plan. In light of the review of indicators, the establishment of an ITT would serve a useful purpose. It would support the development of milestones and also support on-going monitoring and management. The application of the ITT would aide in establishing milestones to support proposed targets.

The counting of outputs and deliverables is the base of any M&E system; however, the **lack of milestones or "annual targets" means that the M&E system provides no real assessment of progress of these outputs and the likelihood of when they will be realised and/or achieved.** Also, there is no standards or metrics with regards to the quality of these deliverables. It is assumed that the acceptance of these would demonstrate quality; however, where relevant and appropriate it is useful to bind achievements to some form of recognised standard or metric to enable an assessment of quality.

Proposed Actions

The EA acknowledges that the project is in its first year of implementation. There is time at present to make necessary adjustments and this should occur over the next six-months to provide time and resources to support a focus not only on outputs and deliverables but higher order influence and change. Key proposed actions are detailed below for consideration by the ProAgro tam.

The first proposed action is to revise and refine the overarching ToC to consider the structuring of the project along defined causal pathways. The structuring of the ToC in this manner will allow the project-team to identify where their work "fits" within the overall intent of the project and also how various components fit together.

Baselines should be established and finalised as soon as possible. The MSA's are a useful start to the sector approaches and have provided insights into possible intervention ideas that can address key market constraints and have a higher opportunity to support better jobs and work. Ideally, baselines would be established for each outcome. The EA proposes that secondary data sources be used for baselines. In some cases there may be opportunity to source baselines from other SI partners, including UNIDO and GIZ. Consultations with GIZ indicate their preference for simple baselines that do not require significant time or energy from the private sector to engage and provide information. The table below suggests a baseline approach for each outcome.

Outcome	Baseline Approach
Outcome 1: A more conducive ecosystem in selected regions for decent job creation and sustainable investment.	Use MSA reports as a basis for all information (secondary data). Local employment provider records – use existing job support functions as a baseline to assess changes in the type, nature and duration of work. A satisfaction survey of a sample of current job seekers and foreign investors. A small sample is suggested. FDI baseline can use existing data sources from EIC and RIBU
Outcome 2: Social Dialogue and inclusive collective bargaining promoted as key means of achieving decent work and stable industrial relations in the sector.	Use current income data as a baseline. Identify potential employers and assess current working conditions (target 3 companies to receive agreements).

Outcome 3: Quality and more demand orientated TVETs and trainings that increase employability and job prospects.	Assess current providers in terms of employment success rates. Establish baseline and tracer study for proposed participants through Pro-Agro.
Outcome 4: Selected Agribusiness sectors are more competitive and have boosted their job quality and creation potential.	Identify a baseline of 10% of proposed enterprises (disaggregated by size, ownership structure and sector of work). MSA's have provided sufficient qualitative baselines, connection and recommendations. There is scope for additional data to be collected but the MSA do provide a solid foundation upon which to develop a baseline. This will be a rolling baseline as enterprises are supported. Should be a mix of a quantitative survey along with a semi-structured interview process.

The MSA's should be used as a guide to baselines. The MSA's have identified value chains and considered options to improve jobs in various sub-sectors. The MSA's have established the connections and provided clear recommendations. Baselines could be established using the secondary data available and followed up with qualitative interviews and assessments. It is critical that private sector actors are included. These baselines could be rolling and also quite focused and targeted on agreed sub-sectors. The approach could be:

- Identify and define the interventions to be implemented across sub-sectors.
- Collect secondary data (MSA) on the sub-sector
- Define respective pilot initiatives and then structure a baseline around those pilots.

The key here is to view ProAgro-Ethiopia work as a series of targeted interventions rather than wholesale job creation activities. By focusing on specific intervention areas, this will ensure the project can define "what success looks like" and have greater control and influence over contribution and attribution of job creation measures.

The project has a strong emphasis on advocacy and the development of standards. These often take a long-time to develop and apply dues to the need to discuss, confirm, agree and build consensus. This has a strong link to the production of a conducive environment for job creation and investment. The current approach of assessing satisfaction is appropriate and allows for the assessment of uptake and use of standards. However it is also important to "dig deeper" to assess actual jobs being created by the project. This flows on from the use of MSA's as potential baselines as indicated in the last paragraph.

The project, under Outcome 2, places strong emphasis on social dialogue and collective bargaining. This is a core feature of ILO projects. To asses this at the output, level the focus is on training and awareness raising is appropriate. At the outcome level, the proposed survey of workers is useful. The focus of these surveys should be on workers who are directly benefiting project activities. Enterprise agreements may also take time to prepare an enact. Therefore, the focus of the project should be on assessing awareness raising and application as a core measure. Any additional benefits through the survey of workers would be a bonus and of benefit to demonstrate achievement of the outcome.

The project should consider updating its M&E Plan to provide a comprehensive and coherent structure and approach to the implementation of M&E functions across the project. Key points from the CMES document indicate a monitoring and evaluation strategy is "comprehensive" if:

- It bases its M&E framework on the formulation of a sound, project-specific theory of change

- It can track and provide evidence of progress at various levels, with an emphasis on impact and outcomes
- It can measure change outside and beyond a project's implementation / contribution
- It can combine different kinds of approaches and tools, of both a qualitative and quantitative nature
- It ensures a virtuous, self-re-enforcing link between monitoring and evaluation activities
- It provides a systematic focus on a project's contribution to the knowledge base

The M&E Plan would be a useful addition as the various components of the M&E system are already in existence. The application of the CMES model would allow for a concise and targeted narrative to explain the purpose, structure, and approach to M&E for the project. The structure of the CMES could include:

- Brief description of the project and overall approach to M&E
- Structure of the document including a summary of a project goal and associated outcomes.
- A revised ToC and associated narrative to explain how the project will achieve desired results. The current logframe can be attached along with a proposed ITT.
- A summary of baseline approaches and an associated strategy to achieve these.
- An outline of the data collection methods and approaches for both monitoring and evaluation.
- A breakdown of target audiences and what information is required. This will also be informed by an overall utilisation strategy.
- A budget and workplan for M&E functions.

As part of the proposed CMES, risks and assumptions should be reviewed and updated. As indicated earlier, the risk matrix is a little "light" in terms of possible risks in the enabling environment and sphere of influence. Risks are an important M&E function that should be monitored and assessed as part of overall M&E activities. With the revision to the ToC and logframe, key assumptions should be tested and updated.

The project should seek to build in annual lessons learned and reflection events to assess progress and to review the ToC and M&E Plan. There is also scope to build in lessons learned events with other SI implementing partners (UNIDO and GIZ).

Stakeholder Guidance

The following section outlines key action points for consideration by different stakeholders. It helps coordinate a discussion about the proposed guidance presented as part of the EA analysis.

For ProAgro Ethiopia Project

- Consider the proposed revised structure of the project and consider reviewing and revising the ToC to reflect these proposed changes.
- Consider developing intermediate outcomes linked to result areas to provide more considered assessment of progress.
- Update the CMES to promote a more robust approach to M&E overall. This will include the revised outcomes, associated data collection methodologies and utilisation strategies.
- Consider a more structured approach to reporting to track progress. A simple template (i.e. ITT) and short narrative would suffice and will feed into existing arrangements with regards to the TAG and RTWGs
- Consider the inclusion of an annual review, reflection and learning event (individually and possibly with other partners).

For UNIDO and GIZ

- Look for opportunities to share existing information that may inform baseline measures.
- Participate in project learning and reflection events.

For BMZ

- Support and guide proposed baseline measures
- Consider resource enhancements to support an increased focus on M&E roles and responsibilities.

Key Conclusions and Recommendations

The project is in a strong position to make considerable impacts with regards to improvements in investment, support value chain development and improved skills, working conditions and productivity and job creation and decent work. The project has a clear structure of outputs and deliverables that will allow for consultation, agreement and practical demonstration and application. Based on these achievements the project has an opportunity to provide higher-level achievements that leverage these investments and support enhanced investment, value chain development and skills.

The project is relevant to the policies and strategies of both the Government of Ethiopia and the ILO. Baselines do need to be established (for outcomes) and this should be prioritised. Baselines do not need to occur at once but rather could be an "evolving process" as time and resources allow.

The ToC should be revisited and reviewed in light of current implementation and management arrangements. Rather than moving for outputs to outcomes, there may be scope to consider the application of some intermediate outcomes to support the flow of work and also provide a more structured approach to the linkage of key outputs through to longer-term outcomes.

Overall, the changes are not significant but seek to strengthen and enhance the current arrangements to provide a greater body of evidence to inform on-going learning and application and to demonstrate contribution to longer-term change and ultimately job creation and better work. To support enhancements to the project's overall M&E approach, the following recommendations are made:

Recommendation 1: The project's ToC should be reviewed and updated around work areas and be structured in manner to clearly demonstrate the causal pathways to achieve desired outcomes. The analysis should also test current assumptions and consider new and emerging risks.

Recommendation 2: Review the M&E Plan to establish clear targets and milestones. The application of an ITT would assist this process and should also be linked to the project's workplan.

Recommendation 3: Baselines should be defined and prioritised. The project should implement a set of "rolling baselines" that are targeted and specified to each project outcome. Baselines do not need to be complex or complicated but rather be targeted in a structured and simplified manner that captures and utilises both primary and secondary information and data.

Recommendation 4: The project should implement a M&E plan that follows the ILO EVAL CMES. This would allow the various components to be aligned under one narrative. It will also assist in articulating baseline approaches, detailing data and information collection methods, and highlight roles and responsibilities for M&E overall.

Recommendation 5: The project should build in an annual lessons learned and reflection event that allows it to review all M&E components including a review of the ToC, logframe, baselines, and data and information collection methods.

Annex 1: Evaluability Assessment Terms of Reference

CONTRACTING OF AN INTERNATIONAL EVALUATION CONSULTANT TO CONDUCT AN EVALUABILITY ASSESSMENT FOR THE PROAGRO ETHIOPIA PROJECT

Project name: ProAgro Ethiopia - Promotion of decent work in the agribusiness sector in Ethiopia

August, 2021

Context

ProAgro is an ILO program combining support to employment policies and social dialogue, skills development, value chain development and entrepreneurship training, with the objective of creating decent jobs for women and men in the agribusiness sector.

ProAgro is being implemented in Ethiopia and Morocco from July 2020 to June 2024.

The project's national components are called ProAgro Ethiopia and ProAgro Morocco, and will develop the capacity of national, regional, and local stakeholders to develop and implement policies to stimulate the job creation potential of the agribusiness sector while improving working conditions.

The program will also help respond to and mitigate the impact of the Covid-19 crisis on businesses and the labour market in the targeted sector.

The program is implemented by two project management teams, with administrative and technical support from the Algiers and Addis Ababa country offices, the Decent Work Country Team in Cairo, and the Employment and Enterprise Departments at ILO headquarters.

The present terms of reference refer only to the Ethiopian component ProAgro Ethiopia (hereafter "ProAgro" or "Project").

In order to strengthen project design and monitoring and evaluation (M&E) frameworks, the ILO's policy guidelines for evaluation require mandatory evaluability assessments for projects with budgets over US$ 5 million. Such projects go through two levels of evaluability test: first an 'M&E Appraisal' at the stage of proposal development by EVAL and second an 'Evaluability Review' within one year of project implementation conducted by the project team, with the help of an external M&E expert.

EVAL defines the term evaluability as "the extent to which an activity or a project can be evaluated in a reliable and credible manner[5]." Therefore, evaluability assessments determine the extent to which a project is ready for an evaluation and identifies any changes required to improve M&E components for enhanced effective performance.

The results from this evaluability assessment aims to improve:

- Theories of Change (ToC)
- Project log frame (outcomes, outputs, activities)
- Project performance indicators and Key Performance Indicators (KPI)
- Project targets
- Evaluation approaches
- Evaluation questions
- Design of monitoring systems
- Data collection instruments/tools

[5] ILO, 2017 : ILO policy guidelines for evaluation

Summary

Title	Recruitment of an international evaluation consultant to conduct an evaluability assessment of the ProAgro Ethiopia project
Objective	To conduct an Evaluability Assessment (EA) for the ProAgro-Ethiopia project
Location of the service	Home-based
Duration	From 1 October to 1 November 2021
Project	ProAgro Ethiopia
Level of effort	14 working days

Objective and Purpose of the Evaluability Assessment

The purpose of this consultation is to conduct an Evaluability Assessment (EA) for the ProAgro-Ethiopia project. The EA has two objectives:

- to review the quality of the project's M&E plan and systems in light of implementation realities and its purposes of accountability, learning, project management and contribution to the knowledge base for ILO, national stakeholders and the donor; and
- to recommend changes in the ToC and results framework to make the project evaluable according to points mentioned in the first objective.

Scope of the Evaluability Assessment

Under the scope of this assignment the consultant will:

- Analyse the project's log frame approach and TOC, to identify the logic between the activities, outputs, objectives and risks/ assumptions. Since log frames are rarely documented explicitly or adequately, much of the underlying logic and assumptions will need to be identified. Review information sources and gather different points of view on project logic.
- Review the causal logic and results-level linkages between the DWCP and the project. The complementarity of the DWCP/ CPO monitoring plan and the project M&E plan for large projects need to be well integrated to save costs and avoid duplication. Suggestions for improvements should be made as needed.
- Examine expectations about the scope of the project, project results, and what is realistically achievable (changes in indicators: both output and outcome level) within the project timeframe.
- Review the definitions, key questions, methodological approach, and initial preparations made, including baseline measures, by the project to assess the effectiveness and impact of the project, and determine the soundness of the approach in terms of the future evaluability of project impact.
- Sharpen the project logic as embodied in the logical framework, definitions of indicators, and identify information and data requirements to track changes in the indicators.
- To the extent possible, gather information on monitoring and evaluation and capacities of key partner organizations for the project, in addition to determining existing useful linkages, information exchanges and other collaboration in the M&E area. The consultant will review the

resources and management arrangements for implementing the M&E plan to ascertain feasibility and appropriateness and make recommendations for improvements, if needed.

- The consultant will consider the overall institution-building context for monitoring and evaluating the project ex post in order to determine the sustainability of M&E information and practices.
- The ownership of the project's results by national constituents, as evidenced through implementation planning, monitoring and reviewing, will be considered as will the interest and support of national senior stakeholders for assessing the impact, cost effectiveness, or other means of determining project results.
- The consultant will consider the quality of the information, the appropriateness of the Management Information System (MIS) for storing and safeguarding the data, and use of this information by project stakeholders and in performance reports.
- For all of the above, identify good practices and also specific improvements that should be made to the M&E system, providing specifics for acting upon these recommendations.
- Major risk areas and means of addressing these will also be identified, recommending overall changes to ILO's design and quality control system for M&E of large projects.

Methodology

The evaluability assessment will involve three complementary data collection and review methodologies:

- Document review, including project proposal, log frame, work plan and other information sources;
- Review of existing M&E plan and systems to verify sufficiency of data collection; and
- Stakeholder consultations with several key informant interviews, either through email, or telephone,
- The Evaluability Assessment must be aligned with the assessment criteria and questions used by ILO in its Guidance Note 16: EVAL Guidance on evaluability of ILO programs and projects[6].

[6] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_239796.pdf

Evaluability Assessment Criteria and Questions

The following set of key criteria should be applied in determining the evaluability of the project:

Criteria	Definition
1. Situation/alignment	Clarity of the issue/problem the project envisioned to tackle. Target groups and stakeholders are known and identified. Project outcomes are aligned with DWCP and CPO.
2. Objectives/Outcomes	Clarity of the definition of outcomes and outputs that can be comprehended as a major focus of management for results.
3. Indicators	The selection of SMART indicators that are quantitative or qualitative. Outcome indicators effectively facilitate the observation of change, while output indicators measure whether the right outputs are produced.
4. Baseline	The existence of sufficient baseline data to establish a starting point for comparisons and future measurements of outputs and outcomes.
5. Milestones	A set of time-bound milestones that provide a clear sense of the intended path towards achieving established outputs and outcomes.
6. Risks and assumptions	Assessment of factors, namely risks and assumptions, likely to affect the achievement of an intervention's objectives, and related contingency measures.
7. Monitoring and evaluation plan	Complete M&E plan is prepared to identify problems during project implementation and facilitate the measurement of progress.

The evaluability assessment will seek to answer the key questions listed below as measures of the project's evaluability. Adaptation is encouraged but any fundamental changes should be agreed upon between the evaluation officer and the evaluator and reflected in the inception report.

Situation and alignment

- Is the project's problems/issues has been clearly identified? Are the causes of the problem explained satisfactorily?
- Have the target groups affected by the problem been identified?
- Have the stakeholders related to the problem been identified along with their respective concerns and participation?
- Were past facts, knowledge and experiences related to the problem presented?
- Is the project result and outcomes well linked to the DWCP and CPOs?

Objectives/Outcomes

- Are the result statements for the project clearly articulated?
- How realistic is achievement of the long-term outcomes of the project based upon the activities proposed?
- Are the outcomes established closely aligned with national, regional and global development frameworks/agendas?
- How clear is the project's logical framework and TOC?
- How closely inputs, activities, outputs, outcomes and impact are aligned?
- Are outcomes and outputs easy to verify and measure?
- Is there description of alliances and participation of partners within and beyond the project?

- Does the project outcomes contribute to the CPO?

Indicators

- Have the indicators set for each outcome and output sufficient enough (at least one indicator and no more than three indicators)?
- Are the performance indicators established for the project SMART?
- Does the performance framework provide for a comprehensive assessment of the results of the project that will allow for informed adjustments to activities with the implementing partner?
- Do the performance indicators make use of a robust mix of both qualitative and quantitative methods in assessing results?
- Is the collection of data required of stakeholders to measure indicators feasible given their capacities?

Baseline

- Have baselines been established for each performance indicator?
- Does the baseline establish a credible assessment of the conditions at the start of the project?
- Does the baseline provide a valid means for assessing the causality of the changes identified?
- Does the M&E plan of the project have indications on how baseline data will be collected prior to execution for indicators where their baseline value is not set?

Milestones

- Do the milestones provide a clear sense of the timeframe for achievement of outcomes and outputs?
- Are the milestones a useful directive for work planning and monitoring tool?
- Are the milestones for project specific indicators as well as for BMZ KPIs that have been established realistically achievable?

Risks and Assumptions

- Have the risks to achieving outcomes been comprehensively identified?
- Are the risk mitigation measures clearly defined and supported by theory, logic, empirical evidence and/or past ILO experience?
- Does the risk management plan provide for regular assessments and adjustments to be made?
- Have the key assumptions to achieving outcomes been agreed upon with stakeholders?

M&E Plan

- Does the M&E plan provide for an adequate quality and regularity of information on project performance to meet management and stakeholder needs?
- Is the M&E plan well prepared in terms of listing the respective indicators with its definitions, data source, and means of verification, frequency of data collection, baseline, target, responsibilities, and method of data analysis?
- Is the resourcing (human, technical and financial) for the M&E plan sufficient to meet its objectives?
- Are participatory methods in place that will allow for beneficiaries to contribute to the assessment of project performance?
- Does the M&E plan include means for assessing the unintended benefits and consequences of the project?

Deliverables

The main outputs expected from the evaluability assessment are as follows:

- Inception report (not more than five pages) which shows the expert's/consultant's understanding of the project and its evaluability assessment matrix [7], approach and work plan for the evaluability assessment.
- Submission of the draft report for review by the ILO, BMZ and constituencies: the report should include:
  - A revised set of log frame, TOC with structured visualization for communication purpose and M&E plan, including the baseline and milestone data (or an indication how these are being set) and other elements as outlined in section 6 above.
  - A short narrative report elaborating findings under each project outcome and specific suggestions for improvement with filled in evaluability framework matrix annexed.
  - A summary overview with specific actionable recommendations within the scope of the review (refer section 6 for scope).
- Validation meeting on presentation of major findings of the Evaluability Assessment with project team members.
- Submission of final report after incorporating all the comments and feedback provided to the consultant.

Implementation considerations, timing and payment

The contractor will work under the supervision of the Project's Chief Technical Advisor, and in collaboration with the ProAgro M&E Officer, National Coordinators and ILO's EMPLOYMENT and ENTREPRISES departments.

The assignment will take place from **1 October to 1 November 2021**. The schedule of the service and delivery of deliverables is as follows:

Inception report due by 7 October 2021.

- A revised set of log frame, TOC and M&E plan; and a short narrative draft report including evaluability framework matrix due by 20th October 2021 as per section 7 above.
- Validation meeting on major findings of the Evaluability Assessment with project team members due on 26th October 2021.
- Final report due on 1 November 2021.
- The payment of the service will be made after ILO's validation of all the deliverables of the assignment.

[7] http://www.ilo.org/legacy/english/edmas/eval/tool-evaluability-assessment.xls

Annex 2: List of Documents Consulted during Evaluability Assessment

No.	Document Name	Source
1	ProAgro Prodoc Ext	ProAgro
2	Incept Report July 21	ProAgro
3	Annex A Logframe Revised Jul21	ProAgro
4	Annex B Risk Register July 21	ProAgro
5	Annex C Imp Plan ProAgro Ethiopia Jul 21	ProAgro
6	Annex D M&E PLan	ProAgro
7	Annex F Results July 21	ProAgro
8	A Market Systems Analysis of the Fruit and Vegetables Sector Sidama & Amhara, Ethiopia	ProAgro
9	A Market Systems Analysis of the Edible Oils Sector in Amhara, Ethiopia	ProAgro
10	Transforming Ethiopia's agro-processing sector to promote more and better jobs. Market systems analyses of fruits and vegetables, poultry, and edible oils sectors	ProAgro
11	082020 KPI Berichterstattungsvorlage_KPI Reporting Template Special Initiative Training and Job Creation DRAFT_	GIZ/ProAgro
12	20200713_Methodological implications KPI 8_	GIZ/ProAgro
13	ILO standards verification methods ProAgro Ethiopia	ProAgro
14	KPI SI on TrNg& JC ILO comments	ProAgro
15	MinWgs & Calculation of Income Thresholds for Monitoring of Employment Effects KPI 1ILO Comments	ProAgro
16	SI-Invest for Jobs ME_Presentation	ProAgro

Annex 3: List of People Interviewed

	Name	Position and Organisation
1	Ms. Ruchika Bahl	CTA, ProAgro
2	Mr Dawit Fasil Mengesha	M&E Specialist, ProAgro
3	Mr Jean-Francois Klein	ILO
4	Mr. Merten Sivers	ILO
5	Mr Christian Dohse	Project Manager, Special Initiative on Training and Job Creation Cluster Support in the Agriculture and Food Industry in Ethiopia Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
6	Ms Alice Tsvetkova	M&E Officer, Special Initiative on Training and Job Creation Cluster Support in the Agriculture and Food Industry in Ethiopia Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
7	Ms Selamawit Ayalew	M&E Focal Point UNIDO
8	Mr. Steve Hartich	MSA Consultant