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Name of consultant(s):	Sten Toft Petersen (TL) and Jonse Bane Boka (TM)
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Table of Contents

Acronyms	3
1 EXECUTIVE SUMMARY	4
2 COUNTRY AND SECTOR BACKGROUND AND PROJECT DESCRIPTION.....	15
3 EVALUATION OBJECTIVES AND METHODOLOGY	20
4 EVALUATION FINDINGS.....	25
5 CONCLUSIONS	45
6 LESSONS LEARNED AND EMERGING GOOD PRACTICES.....	47
7 RECOMMENDATIONS.....	49
APPENDICES	51

Acronyms

BOLSA	Bureau of Labour and Social Affairs
CB	Collective Bargaining
CBA	Collective Bargaining Agreement
CETU	Confederation of Ethiopian Trade Unions
CO	Country Office
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
EEF	Ethiopian Employers' Federation
ETGMA	Ethiopian Textile and Garment Manufacturers Associations
FGD	Focus Group Discussion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
H&M	Hennes & Mauritz AB
HR	Human Resource
HRM	Human Resource Management
IFTLGWTU	Industrial Federation of Textile, Leather and Garment Workers Trade Unions
ILO	International Labour Organization
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions branch
IR	Industrial Relations
IFMetall	Industrial Union Metal (Sweden)
LI	Labour Inspector
LSDP	Labour Sector Development Programme
MDG	Millennium Development Goals
MOLSA	Ministry of Labour and Social Affairs
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PD	Project Document
SD	Social Dialogue
PPE	Personal protection equipment
SIDA	Swedish International Development Cooperation Agency
ToR	Terms of Reference
ToT	Training for Trainers
TU	Trade Union
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
WRC	Workers' Rights Consortium

1 EXECUTIVE SUMMARY

1.1 Purpose and scope

This evaluation examined the ILO's project, "Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia", which was implemented between 2015–18, in Ethiopia; a country that has experienced a large influx of investments in the textile and garment industry and increased interest from international fashion buyers.

In Ethiopia, the ILO delivers its work through a Decent Work Country Programme (DWCP). The current project fit well into the priorities set out in the DWCP, as well as to the broader UN priorities as set out in the UNDAF.

In an effort to ensure as much validity and reliability as possible, the findings were verified, using multiple methods and multiple sources. Data was collected through a desk review of more than 100 documents, during a country mission to Ethiopia. A total of 90 people were interviewed.

In 2016, the project conducted a baseline study, to evaluate the state of industrial relations and working conditions in selected factories active in the garment and textile sector. Building on the results of this study, the ILO CO in Ethiopia is currently making an additional survey and related analytical work that will serve as an end-line study for the project, as well as a baseline for the new "Advancing Decent Work and Inclusive Industrialisation in Ethiopia" programme. In October 2017, the project underwent an independent mid-term evaluation, which contributed to informing the design of a newly-launched ILO programme, entitled "Advancing Decent Work and Inclusive Industrialisation in Ethiopia". The baseline study and the mid-term evaluation report were also considered, when developing the current report. The end-line study was not available at the time of the final evaluation.

The overall purpose of this independent, final evaluation was to promote accountability and to strengthen learning among the ILO and the key stakeholders.

The final evaluation focused on the project's entire implementation period and assessed all of the results and key outputs that have been produced, since the start of the project.

The evaluation covered the period between August 2015 and June 2019, taking into account the fact that the implementation of project activities was completed by December 2018.

The evaluation was carried out in May–June 2019, by an independent evaluation team composed of the international evaluation and labour market expert (Team Leader) and a national consultant economist (Team Member).

The evaluation process was overseen by the evaluation manager, who is unrelated to the project and also holds the position of ILO's regional evaluation officer for Africa.

The primary clients of the evaluation are the ILO national constituencies and partners, the ILO, and partners, as well as other relevant stakeholders and donors. The evaluation team has integrated gender equality as a cross-cutting concern throughout its deliverables and process, with special attention being paid to women workers. Likewise, it assessed tripartite issues and International Labour Standard (ILS).

The evaluation considered the mid-term evaluation report, to avoid duplication in the data collection as much as possible and to understand the changes that had occurred since the time of the mid-term evaluation.

1.2 Summary of findings

1.2.1 Relevance

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

(1) to sustain the rapid, broad-based and equitable economic growth and development witnessed during the last decade including GTP I;

(2) to increase productive capacity and efficiency to reach the economy’s productive possibility frontier, by rapidly improving the quality, productivity and competitiveness of its productive sectors (agriculture and manufacturing industries); and

(3) to promote the empowerment of women and youth, and to ensure their effective participation in the development and democratisation process, while enabling them to benefit equitably from the outcomes of development.

This allows us to state that the project was highly relevant to Ethiopia’s GTP II. The project’s relevance was further strengthened, during the course of its implementation, by the increasing number of industrial parks being established in the country and, hence, the number of textile and garment factories, which are expected to begin production in the industrial parks and their huge potential for job creation.

The project also was consistent with the UNDAF for Ethiopia. The project was further relevant to the ILO’s programming and the strategies, e.g., DWCP and objectives of the donors.

Most of the factory managers in the targeted factories found the intervention very relevant. The employers’ associations expressed their satisfaction with the project and found it relevant, especially for SMEs.

The workers’ representatives in the targeted factories as well as the regional representatives found the project very relevant. The national union leadership also found the project timely and relevant.

1.2.2 Coherence and validity of design

There is evidence to show that the project intervention in Ethiopia was crafted in response to genuine labour market challenges. However, as was already indicated in the mid-term evaluation report, it lacked a coherent and explicit Theory of Change (ToC), as well as a full analysis of the risks and assumptions. The absence of ToCs may have created space for multiple expectations to emerge among the diverse stakeholders.

The project was very complex in its design and covered issues, which the project partners may not have been used to seeing as directly interlinked. Whereas the link between improved Occupational Health and Safety (OHS) and productivity is well-known, the link between improved industrial relations (IR) and productivity might have been more distant for them.

The division of the project into three levels – national, regional and sectoral and local – did bring good results at the local level, whereas the same results were not achieved at the sectoral level. This evaluation finds that the project would have benefited from giving a higher priority to national sectoral interventions.

The project was designed in such a way that the ILO interacted directly at the regional and factory level, allocating sub-grants to the regional level and conducting activities directly or through suppliers at the factory level. This proved a very efficient method for meeting the immediate objectives; however, it did not contribute to capacity building among the ILO's constituents at the national level.

The project had an inception phase after which the project Logical Framework /Results' Framework was adjusted, based on the findings of the base line study, institutional assessment and other input. No amendments were made to the project document (PD) itself. The targets, set out in the revised Result Framework, turned out to be too ambitious in some fields, e.g., the establishment of a social dialogue forum and productivity interventions and in other fields the project performed far beyond expectations.

1.2.3 Effectiveness

The ILO is generally widely respected and trusted in Ethiopia, but the overall effectiveness of the current project was mixed.

In terms of results-based management, the evaluation team assessed the results within each outcome. The project was effective in terms of awareness-raising for workers in soft skills and Occupational Safety and Health (OSH), and for management training in communication and conflict solution, as well as OSH. The project also had strong achievements in high-level policy dialogue. However, its effectiveness was mixed in terms of social dialogue and productivity. Despite advocacy efforts, it was difficult, in some cases, to achieve full commitment, for example to establish national and sectoral social dialogue and to scale up productivity initiatives at the factory level.

The evaluation captured the efforts that the project undertook to ensure that gender considerations were considered in the project's implementation. However, gender mainstreaming in the project could have been improved to ensure that it was done systematically, and that both men and women had equal opportunities to participate and benefit from the project.

The evaluation investigated the effectiveness of the project at the three levels, as indicated in the design – national, regional and sectoral and local/factory.

The project contributed to two very important political developments. Firstly, it contributed to the discussion on new regulations for industrial parks, where some stakeholders wanted them to be exempt from labour regulation. However, the government decided to have one single labour market covered by the same legislation. Secondly, the project contributed to a revitalisation of the discussion on establishing a minimum wage board and, subsequently, a minimum wage was introduced in the country. The project's contribution to these two issues will have a long-term positive impact on the establishment of a socially sustainable labour market in Ethiopia in general and in the textile and garment sector in particular.

The project was expected to build up capacity among the ILO's constituents at a national level in the field of sound practices of social dialogue and ensuring social and labour compliance – however this only happened to a limited extent. One of the concrete interventions, which strengthened constituents at the national level, was the support of the women's section of the Confederation of Ethiopian Trade Unions (CETU) which helped to set up women's committees in five enterprises.

The project's efforts did not materialise into the development of Social Dialogue (SD) in the textile and garment sector, as foreseen in the project document. The project design did not consider the non-enabling environment and the challenges to face in full. Even though the legislation is open to such a possibility, the employers' associations currently do not have a mandate from their members to sign sectoral agreements on their behalf. The IFTLGWTU would need further strengthening and capacity building to meet the challenges of negotiating at the sectoral level.

Initiatives were taken to strengthen women representation and leadership in the Confederation of Ethiopian Trade Unions (CETU); however, similar initiatives were not taken towards the other social partners, and very few women were visible in the MOLSA, BOLSA and EEF leadership.

Monitoring, reporting and self-evaluation were not done completely systematically at factory and partner levels, as already pointed out in the mid-term evaluation of the project. This represents a missed opportunity for the project to capture progress and to optimise learning and the achievement of results. However, internally, the project itself had a strong monitoring and evaluation system in place.

1.2.4 Efficiency

The project was efficient in its use of financial resources, as almost 99 percent of the total budget of the project was expended during the project period. The project was also efficient in terms of financial allocation and use compared to project's components and their outcomes. The largest share of budget was allocated to Intermediate Objective (IO) 3 (about 51 percent of the amount allocated to the three immediate objectives), followed by the IO2 (33 percent), and the least was allocated to IO1 (16 percent). The amount of budget allocated to each IO was proportional to the number and coverage of the outcomes under each immediate objective. The budget usage of each IO was nearly 100 percent.

There were some good examples of synergies within the ILO programmes and the work of other UN agencies, INGOs, CSOs and other stakeholders.

Even though the project could not secure additional funds from other or similar donors to those invited in the project document, it successfully established partnerships with target factories where they made in-kind contributions for training such as training facilities. This helped the project save some money and in turn, this made it possible to expand the project's outreach. It was able to add three additional factories, and provides demand-driven capacity building training to the managers and workers of these factories. Moreover, higher numbers of trade union leaders, workers, managers and labour inspectors were trained, compared to the initial plans.

1.2.5 Results towards Impact

At enterprise level, the project's focus was on capacity building and system strengthening.

The capacity building activities focused on offering training: to workers on soft skills; to workers' representatives/trade unions on CB/social dialogue; to trade union management, including finance, and OSH committee members on OHS; and to HR managers on communication and productivity improvement. The impact of the training, according to key informant interviews and FGD participants, were gained through OHS awareness and livelihood skills, and led to a decrease in accidents as well as stronger working discipline. Fewer conflicts were reported as managers developed better communication skills. No significant improvement was reported in trade union management skills.

The workers who participated in Focus Group Discussions described the training, offered by the project on OSH and livelihood, as important events that changed their way of thinking and behaving. Because of the training, most workers are now aware of sexual reproductive health and an increasing number of women have started to use family planning methods.

One of the impacts of the project's capacity building activities on the participants' knowledge was reported as resulting from the OSH training. The OSH Committee members developed skills that enabled them to affect positively their own and their fellow workers' working conditions by (a) contributing to the development of new OSH policies and manuals, (b) by conducting basic risk assessments in each department, and (c) by informing workers about hazards.

Many FGD participants reported changes in the newly employed workers attitude towards personal hygiene, wise use of time, saving money and urban life in general. Many workers have started wearing personal protection equipment (PPE) for their own safety because of being convinced by the training though they used to avoid wearing them before the training. Trained OSH Committee members were motivated and took their own OSH initiatives such as labelling of safety signs, arranging store for PPE and calculating the direct and indirect cost of workplace accidents, diseases and sickness absence.

In summary, the capacity building and awareness-raising activities affected positively a large number of workers and managers, in one way or another. However, it appears that the impacts of the capacity building activities differed from factory to factory. In general, in factories where the management had a strong commitment, workers were generally motivated and interested in developing their knowledge and skills, which could enhance the factory's productivity, create good industrial relations, and in turn decrease turnover.

As an integrated part of the capacity building activities, the project exerted efforts to strengthen a systematic approach for reporting accidents in factories, as an integrated part of the capacity building

activities. These efforts were fruitful in some factories, especially where OSH work has become more systematic, with regular meetings and follow-ups of reported accidents.

The establishment of trade unions in factories is reported to have enhanced bipartite discussions and dialogue to resolve labour disputes. Consequently, more and more disputes are being resolved at the factory level, through mostly bipartite negotiations and the number of disputes that reach the labour board has according to all stakeholders dropped significantly.

A further impact concerns OSH. After the training on OSH, OSH Committees were established in the target factories and this led to developing OSH policies that were approved by the management of the factories. These initiatives resulted according to both factory management and workers representatives in decrease in workplace accidents.

It is difficult to ascertain the long-term impact of the project's capacity building activities and system strengthening on the factories' productivity. Even though there were immediate productivity gains after the intervention, a scaling up process seems not to have taken place in all factories.

Significant impact was seen at regional level in the area of strengthening the capacity of labour inspectors (at BOLSA), whereas impact was reported in relation to the social partners' (EEF and CETU/IFTLGWTU) regional structures/local branches. Despite the project's efforts, the social partners were reported as still being weak and not fully functional as modern employers and workers' organisations. The major problems were reported as staff turnover, low salary scales and vacant positions and/or a shortage of staff.

The impact of project activities, on strengthening the social partners, was limited at the national level. Some of the reasons for the limited impact were beyond the control of the project. For example, the turnover of key officials from government offices (e.g., MOLSA) was something that meant that newly appointed officials had to be introduced to the project and to be supportive of its implementation.

By far the most significant probable long-term impact of the project, at the national level, was the contribution and advice the project offered the government, concerning labour legislation in the IPs. The government decided to have one labour market, with the same legislation overall, rather than exempting the IPs from the rules and regulations. This will have a long-term, positive impact on buyers' readiness to source from factories in the IPs and in addition will have a long-term, positive economic impact on the country as a whole.

The contribution to the discussion on the establishment of a minimum wage can, if it will materialize into legislation on establishment of a Minimum Wage Board, also have a very significant positive impact on the development of the ready-made garment sector in Ethiopia.

1.2.6 Sustainability

The many capacity-building activities were concentrated on topics like soft skills, OSH, HR, productivity and collective bargaining. The project offered ToTs in some factories and ordinary training in others, depending on the availability of individuals in the factories who were capable to become trainers themselves.

The trainers, trained during the project, continued awareness-raising activities as an integrated part of the factories introduction training.

Overall, as concerns capacity building at the enterprise level, sustainability of the project's activities proved to be realistic, and some quality issues could even be addressed in most of the factories. In addition, factories should be encouraged to have dedicated OSH staff, which could educate and mobilise workers and managers, and plan and implement OSH activities.

System strengthening is the main strategy of ensuring sustainability. In relation to this, a training system with capable and committed trainers, which can sustain the project's activities, is an important entity in the factory. It goes without saying that the managers' commitment is crucial for the system to function well. Currently, some of the visited factories have established training systems, beyond their original introduction training of new employees.

In general, establishing a training system in a factory is a positive sign of sustainability. However, together with the system, careful and long-term planning concerning the trainers is essential, as a turnover of even one or two committed trainers might disrupt the smooth functioning of the system. It is advisable to strengthen the OSH committee (or department) in each factory, so that the members can continue conducting the training on OSH for new and veteran workers. If strengthened, OSH committee members can also continue conducting risk assessment in the factories.

In summary, at the enterprise level, trainers, the OSH committee/department, HR department and the existing training system are essential components, if factories are to sustain the activities introduced by the project in the long term.

System strengthening at the regional and national levels focused on strengthening the tripartite constituents (BOLSA, MOLSA and the social partners, CETU and EEF) as well as strengthening collaboration between the partners and the legal aid centre in Mekelle and the establishment of an IR service centre at Bole Lemi IP.

The tripartite constituents were not as strong as expected at the beginning of the project, both at the regional and national levels. This hindered the implementation of the project's plan, particularly at the national level. For this reason, the project came up with alternative strategies of using the IR service centre and the legal aid centre to sustain at least part of the project's objectives.

1.3 Conclusions

Overall, Ethiopia has made significant progress in the promotion of decent work. Good progress was achieved in the improvement of working conditions. There is no doubt that the project was very relevant and became even more relevant during the implementation period, at the same time as the number of industrial parks being established in the country increases. The project was strategic, demand driven and timely; however, it required long-term engagements to achieve any tangible impact and to ensure sustainability at each level of the intervention.

1.3.1 Relevance and strategic fit

The project was consistent with the priorities affirmed by the Government of Ethiopia in its Growth and Transformation Plans I and II, in donors' strategies, in UNDAF for Ethiopia and in the ILO's DWCP

for Ethiopia. The project also corresponded with the needs of the direct beneficiaries. This can be explained because the project's implementation methods were defined, based on the needs that were identified in a baseline study undertaken at the commencement of the project.

1.3.2 Validity of design

The project design was generally valid, as it targeted issues of utmost importance for the development of a sustainable textile and garment sector in Ethiopia, although it was quite ambitious in terms of its scope, budget and duration.

In some areas of the logical framework, there was room for improvement, in particular as concerns the creation of better links between factory- and national-level interventions. Although assumptions and risks were defined in the project document, insufficient attention was paid to the level of importance of the management of target factories' commitment and willingness to cooperate with the project and to implement the necessary improvement plans.

1.3.3 Project effectiveness

Despite the challenging environment, the project demonstrated good achievements towards reaching the anticipated results at a factory level and even exceeded some targets, whereas fewer visible results have been observed, so far, at national level. The project promoted gender-mainstreaming aspects wherever applicable; however, it lacked a comprehensive gender strategy.

1.3.4 Efficiency of resources use

The project was efficient overall and was performed well. The budget's usage rate was very close to 100 percent. Nevertheless, the project suffered some delays in implementation at both national and regional levels, because of a number of external factors that were beyond the project's control.

1.3.5 Impact

The project showed positive signs of short-term impacts on participating enterprises at the individual and institutional levels and also strengthened various organisational structures. In the targeted regions, the quality of the LI's work was reported to have improved and the now developing IR Service Centres in the IP's could have a big impact on future work. The project also contributed to significant positive legislative initiatives; e.g., the labour legislation that was applied in IPs and the progress that was made in establishing a minimum wage. Limited impact was observed at regional and national levels in the area of strengthening the capacity of MOLSA and social partners.

1.3.6 Sustainability

The project's sustainability varied, depending on the partner. At the national level, little movement was reported in the SD, in general, and in the sector, in particular. Neither the employers' associations nor the trade unions built up sufficient capacity to be modern representative social partners. The IR Service Centres have a good chance of becoming sustainable, as many resources have been allocated by BOLSA, to make them operational. Many of the initiatives taken within the project, at a factory level, on awareness raising of OHS and life skills are being continued by the factories, beyond the project

1.4 Recommendations

Recommendation 1:

Strengthen quality control in the project design phase. A number of the shortcomings of the current project could probably have been avoided if assumptions had been more critically reviewed and the targets made less ambitious accordingly. Likewise, the Results Framework should have been sharpened to ensure that it could function as a management tool.

Addressed to	Priority	Time frame	Resources
ILO	medium	long-term	none

Recommendation 2:

Prioritise building social dialogue. In potential future interventions in Ethiopia, high priority should be given to contributing to the development of social dialogue. It would be of the utmost importance to have strong social partners with a good common understanding, in order to meet the challenges of the aggressively expanding textile and garment industry.

Addressed to	Priority	Time frame	Resources
ILO and social partners	high	mid-term	high

Recommendation 3:

Inclusion of workers' rights. Efforts should be made to find a mechanism that ensures that workers' rights' issues remain an integrated part of the factories' introduction (soft skills) training.

Addressed to	Priority	Time frame	Resources
ILO and factory management	medium	long-term	low

Recommendation 4:

Develop stronger ownership. The outcome and impact results of the current project could have been optimised if a stronger ownership had been established at a national level. The focus on the regional and factory levels might have been appropriate in the short term, but without strong national social partners, it will be difficult to secure sustainability going forward, and up-scaling at the national level will be difficult to realise (, resources low).

It is therefore recommended that it is a priority that the strongest possible involvement of the constituents is ensured at a national level, in any future project.

Addressed to	Priority	Time frame	Resources
ILO	high	short-term	low

Recommendation 5:

Involve the Ministry of Industry. The evaluation recommends that in future potential interventions in the textile and garment sector, strong efforts are made to involve the Textile Working Group of the Ministry of Industry in all relevant aspects of the interventions.

Addressed to	Priority	Time frame	Resources
ILO and GoE	medium	long-term	none

Recommendation 6:

Secure free, democratic and transparent elections of committee members in the factories. Today many workers' representatives are selected by management and have managerial positions in the factories; this can have a long-term negative impact on the committee's authority among workers.

Addressed to	Priority	Time frame	Resources
ILO and buyers	high	mid-term	low

Recommendation 7:

Attention to be paid to health risks. Focus in the current project was on accidents and less attention was paid to occupational health issues in the awareness raising. In future interventions attention should be paid to the occupational health aspects also.

Addressed to	Priority	Time frame	Resources
ILO	low	long-term	medium

Recommendation 8:

Build trade union capacity through national structures. The direct capacity building of local trade union leaders does not build up capacity at the federation level; this should be considered in future interventions.

Addressed to	Priority	Time frame	Resources
ILO and IFTLGWTU	high	mid-term	high

Recommendation 9:

Empowerment of potential female leaders and senior staff. The evaluation team recommends that priority be given to the skills and knowledge of female managers, at different levels in the factories, and to female labour inspectors and leaders in trade union and employers' associations. This issue should be dealt with in a possible new project.

Addressed to	Priority	Time frame	Resources
ILO and constituents	high	short-term	high

1.5 Lessons learned

1. Working directly with factories and regions only can lead to a loss of ownership at a national level.
2. Lack of gender disaggregated data in the design phase can lead to a low prioritisation of the empowerment of women.

1.6 Emerging good practices

1. Life skills' training for young workers has a positive impact on productivity, staff turnover, absenteeism, and worker's self-estimation.

2 COUNTRY AND SECTOR BACKGROUND AND PROJECT DESCRIPTION

2.1 Project context

With over 105 million inhabitants in 2017, Ethiopia is the second-most populous country in Africa, after Nigeria. It is also one of the fastest-growing economies in the region; between 2006/07 – 2016/17¹ it had an average growth rate of 10.3 percent per annum, which was higher than the regional average growth rate, of 5.4 percent, over the same period. Ethiopia has also been rated as the fastest climber in the human development index (HDI) (173rd out of 189 countries in 2017), with significant improvements in social and economic indicators. The country's HDI score has consistently improved over the past two decades - from 0.283 in 2000 to 0.463 in 2017². Moreover, it has reported significant improvements in the areas of food security and poverty reduction. Poverty has declined significantly, from 38.7 percent in 2004/5 to 26 percent in 2012/13, and the country has met all of its millennium development goals (MDG) targets.

Most of country's economic growth originated from the services and agricultural sectors, which accounted for over 85 percent of the country's gross domestic product (GDP), with industry accounting for only 12 percent of GDP³. The Ethiopian government has safeguarded its past economic growth by designing and implementing subsequent economic growth strategies, such as Agricultural Development-Led Industrialisation (ADLI), and Growth and Transformation Plans (GTP I and II) over the last fifteen years. GTP I, which was implemented over 2010/11–2014/15, was aimed at sustaining fast and broad-based economic growth, and the average growth rate of real GDP exceeded 10 percent per year during that period. As a result of this broad-based and inclusive economic growth, the nation's head-count absolute poverty declined from 29 percent in 2010/11 to 23.5 percent in 2015/16. GTP II's lifespan was over the period 2015/16–2019/20, and it focused on ensuring broad-based and sustainable economic growth. It also encouraged industrialisation of the country, by undertaking structural transformation, which could be achieved by pooling resources from low productive sectors into high productive sectors.

However, even after such continuous double-digit economic growth, the country still has a per capita GDP of around only 550 USD (2017), which lags behind the average per capita income in Sub-Saharan Africa (SSA) (1,652 USD)⁴. The Ethiopian government is committed to reaching lower-middle income status by 2025. To realize such a vision, the government is gradually shifting its centre of economic growth from an agricultural-led strategy to an industry-led strategy. One of the priority sectors of GTP II is manufacturing, which is dominated by the garment and textile industry. The manufacturing sector shoulders the responsibility for generating jobs, sustaining high economic growth and transforming the country into an industrial nation. According to GTP II, the Ethiopian Government envisions that the manufacturing sector will grow at 22 percent per annum, and they expect it to sustain a GDP growth rate of around 11 percent. In GTP II, the textile and garment industry is likely to generate about 56 percent of the country's employment, which is also to be created in GTP II.

¹ WB (2019). *Overview of the Ethiopian Economy, April, 2019*

² UNDP (2018): Human Development Indices and Indicators: 2018 Statistical Update: briefing note for countries on the 2018 statistical update, Ethiopia

³ National Planning Commission of Ethiopia (2016)

⁴ WB (2019): GDP per capita (constant 2010 US\$): World Bank national accounts data, and OECD National Accounts' data files.

Over the last few years, the garment and textile industry has gathered momentum, and the industry has grown by more than 50 percent, including over 65 international investment projects, which have been licensed for foreign-owned companies in the past ten years. The government has established industrial parks for investors and is designing other incentives schemes to attract foreign investors. Consequently, investors from China, India, Turkey and other countries have already invested in the garment and textile industry. However, the manufacturing sector in general and the garment and textile industry in particular, have not yet become the engine of economic growth. Because it is still in its infancy, the Ethiopian garment and textile industry has some key challenges: such as, a generation of industrial workers with low technical skills — most workers are young women from rural areas and small towns and hence they lack an industry-work culture; low productivity and hence low wages; and poor infrastructures, such as power supply.

2.2 Project description

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

In order to address some of these challenges the International Labour Organization (ILO), in collaboration with the tripartite partners and with financial support from the Swedish International Development Cooperation Agency (SIDA) and Hennes & Mauritz AB (H&M), developed a project, called "Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia". The project was implemented over the period 2015–2018, with an extension until June 2019 to complete the final evaluation. The project aimed to contribute to the country's overall development target, by supporting the development of a socially sustainable textile and garment industry, through improved labour relations, productivity, wages and working conditions. To this purpose, the project took a multi-pronged approach, to assist the government, social partners and major stakeholders in the industry in their efforts, working at national, sectoral and enterprise levels. The project also aimed to improve productivity, promote social dialogue (SD), and to improve wages and working conditions through the development of sound labour-relation practices and through the promotion of collective bargaining.

The intervention was built on the Theory of Change (ToC) that:

- *if* labour relations, productivity, wages and working conditions are improved;
- *if* tripartite partners improve their capacity for securing compliance at sectoral and enterprise level; and
- *if* a legislative framework and enforcement mechanism, in line with ILS, is in place;

Then a sustainable textile and garment industry can be developed in Ethiopia.

The PRODOC does not have an explicit ToC. The above is the evaluation teams' understanding of the project's logic.

Based on this, the intervention was organised with activities at federal, sectoral, regional and enterprise levels:

At the national level, the project focused its efforts on facilitating social dialogue among the multiple stakeholders, under the leadership of the tripartite partners, and on developing a common vision and strategies to make Ethiopia an African hub for the socially responsible production of garments. It was vital, for the project's success, to create a broad-based consensus and long-term vision for raising the competitiveness, productivity, wages and working conditions of the rapidly growing industry.

Under the framework of a multi-stakeholder, social dialogue, the project planned to assist the actors in developing and improving comprehensive approaches to:

- 1) the socially sustainable management of global supply chains in Ethiopia,
- 2) improving the productivity and competitiveness of the textile and garment industry,
- 3) improving labour market governance (labour law, wage policy, labour inspection, social dialogue, collective bargaining, dispute settlement) for better wages and working conditions, and to ensure that workers' rights in the industry were respected.

At the regional and sectoral levels, the project helped (regional) labour administration strength its capacity for labour inspection and dispute settlement. It also assisted employers, workers and their organisations, at the sectoral and enterprise levels, to strengthen their organisational capacity and to develop sound industrial relations and social dialogue practices, in order to improve wages and working conditions in tandem with improved productivity. The project emphasised building employers, workers, and regional and sectoral organisations' capacities to identify and predict potential challenges and to take effective action to overcome them.

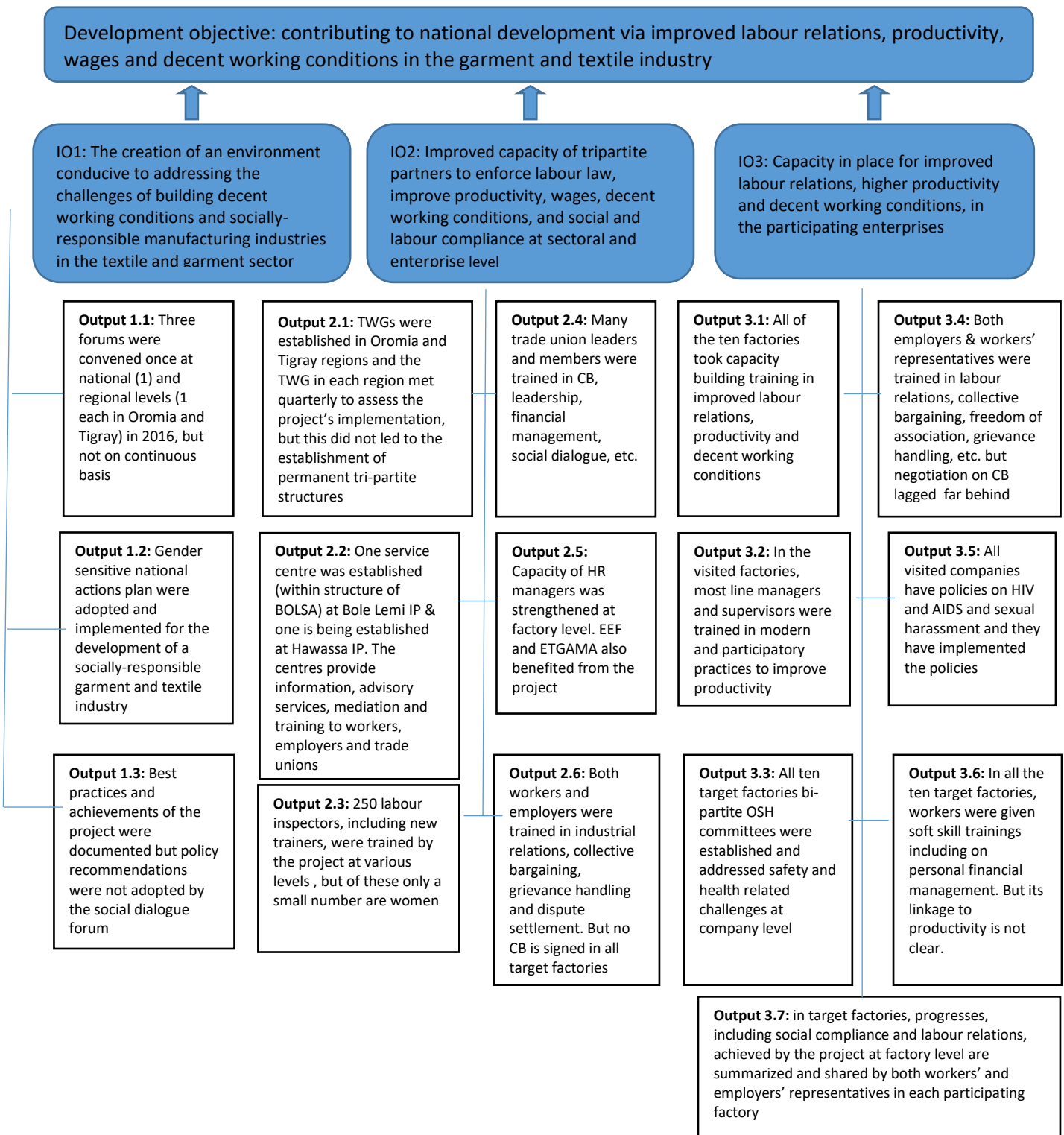
At the enterprise level, the project focused its efforts on providing capacity-building support for employers and workers' representatives, in 10 participating enterprises, which had explicitly committed themselves to the principles of the ILO and to the development of a socially-responsible garment industry in Ethiopia. The primary objective was to improve and strengthen labour relations, particularly collective bargaining, to ensure fair sharing of productivity gains whilst improving social and labour compliance, in full respect of the ILO's principles.

The project also aimed to work at an *international level*, whenever possible, with national tripartite partners, multinational buyers, global unions and other stakeholders. This was done to create an environment that was conducive to the creation of a socially-responsible garment industry in Ethiopia, through coordinated efforts for building sound labour relations in compliance with the ILO's standards.

Given that the majority of the workers in the industry are female, the project worked closely with the Women's Affairs Department of the Confederation of Ethiopian Trade Unions (CETU) and the Ministry of Women, Children and Youth, to address issues affecting women in the industry.

Particular attention was paid to safeguarding the job security of women workers, to ensuring equal pay for equal jobs and to promotion. The project also aimed to use gender-disaggregated data to determine the gaps and opportunities for enhancing women workers' contribution to the industry.

Table 1: Results' Framework



2.2.1 The direct target groups for the project:

National level:

ILO constituents: the Government of Ethiopia, employers and workers' organisations and their sectoral affiliates.

Regional Level: Relevant regional governmental structures and regional representatives of the workers and employers' organisations.

Local level: Textile and garment factories (10) of independent ownership (public, private, foreign or Ethiopian) with an export or domestic market orientation, and employing male and female workers.

2.2.2 Brief description of the project's implementation

The project was launched on August 27, 2015 and was scheduled to finish in June 2018, but there were two non-cost extensions giving a new ending date of June 30 2019. The project completed the following activities:

- Signed an MoU with the Government of Ethiopia.
- Officially launched the project.
- Mapped all partners and factories.
- Conducted a baseline survey and institutional mapping.
- Conducted a multi-stakeholder dialogue forum.
- Prepared annual work plans.
- Strengthened the capacity of workers and employers' organisations.
- Strengthened the capacity of regional labour bureaus (in the three regions where the target factories were based) to provide more effective labour inspection services.
- Strengthened capacity in occupational safety and health management at the factory level.
- Trained workers and managers on soft skills, including HIV/AIDS.
- Built capacity in HR Management at factory level.
- Assessed, recommended and coached productivity-improvement initiatives.
- Contributed to policy development in the field of labour legislation outreach and the establishment of a legal framework for minimum wage-fixing.

3 EVALUATION OBJECTIVES AND METHODOLOGY

3.1 Purpose and scope of the evaluation

The evaluation was conducted for the purposes of accountability, learning and planning for future projects (including the project's next phase) as well as building knowledge (especially but not only in related projects in the country). It was conducted within the context of the criteria and approaches for international development assistance, as established by the OECD/DAC Evaluation Quality Standard and the UNEG Code of Conduct for Evaluation in the UN System.

In particular, this evaluation followed the ILO policy guidelines for results-based evaluations: the ILO EVAL Policy Guidelines' Checklist 3 "Preparing the inception report", Checklist 4 "Validating methodologies", and Checklist 5 "Preparing the evaluation report".

In 2016, the project conducted a baseline study, to evaluate the state of industrial relations and working conditions in selected factories active in the garment and textile sector. Building on the results of this study, the ILO CO in Ethiopia is currently making an additional survey and related analytical work that will serve as an end-line study for the project, as well as a baseline for the new "Advancing Decent Work and Inclusive Industrialisation in Ethiopia" programme. In October 2017, the project underwent an independent mid-term evaluation, which contributed to informing the design of a newly launched ILO programme entitled "Advancing Decent Work and Inclusive Industrialisation in Ethiopia". The baseline study and the mid-term evaluation report were also considered, when developing the current report. The end-line study was not available at the time of the final evaluation.

The overall purpose of this independent, final evaluation was to promote accountability and to strengthen learning among the ILO and the key stakeholders.

More specifically the evaluation was expected to:

- Assess the extent to which the project achieved its stated objectives and expected results, and to identify the supporting factors and constraints that led to them;
- Identify any unexpected positive and/or negative results of the project
- Assess the extent to which the recommendations of the midterm evaluation were taken into consideration and implemented;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project's design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF);
- Identify the lessons learned and potential good practices, especially concerning models for interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and to support further development of the project's outcomes.

Based on the above, the current report provides recommendations for the intervention's scalability.

The final evaluation focused on the project's entire implementation period and assessed all of the results and key outputs that have been produced, since the start of the project.

The evaluation covered the period between August 2015 and June 2019, taking into account the fact that the implementation of project activities was completed by December 2018. This had the positive advantage that it gave some indication of sustainability; but, at the same time, caused some limitations as many of the trained people left the target factories. (See "Limitations")

The evaluation was carried out in May–June 2019, by an independent evaluation team composed of the international evaluation and labour market expert (Team Leader), Sten Toft Petersen, the national consultant economist (Team Member), Jonse Bane Boka.

The evaluation process was overseen by the evaluation manager, Ricardo Furman.

At the time of the evaluation, the ILO project staff consisted only of the chief technical advisor (CTA), who now is engaged in another project. The CTA was given opportunities to provide inputs and guidance.

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

The primary clients of the evaluation are the ILO national constituencies and partners, the ILO, and partners, as well as other relevant stakeholders and donors. The Office and stakeholders, involved in the execution of the project used the evaluation findings and lessons learnt use, as appropriate.

The evaluation team has integrated gender equality as a crosscutting concern throughout its deliverables and process, with special attention being paid to women workers. Likewise, it assessed tripartite issues and ILS.

The evaluation considered the mid-term evaluation report, to avoid duplication in the data collection as much as possible and to understand the changes that had occurred since the time of the mid-term evaluation.

3.2 Evaluation methodology

The evaluation was implemented with a consultative and transparent approach. It used the following methods and tools: (i) a desk review of project documents, available reports and other relevant literature; (ii) semi-structured interviews with key informants and stakeholders, including factory workers and factory managers/supervisors; (iii) focus group discussions with workers, factory managers and supervisors; and (iv) direct observation, made during field visits to Addis Ababa, SNNP (Hawassa), Tigray and Oromia.

The evaluation team carried out a desk review and conducted Skype interviews with IndustriAll and ILO officers at HQ. Field visits to project sites in Ethiopia, Addis Ababa, Mekele and Adwa (Tigray),

Hawassa (SNNP) and Bishoftu (Oromia) included consultations with development partners, Government officials, employers and workers' organisations, implementing partners, beneficiaries and other key stakeholders.

The baseline report, the Final Progress Report (December 2018), and the mid-term evaluation report were used as key reference points to assess the results of the project. As far as possible, data collection duplication was avoided. The evaluation complemented and attempted to triangulate the preliminary data.

A planned outcome-harvesting workshop with project staff and Technical Working Group (TWG) members could not take place because of partners' busy schedules. Additionally, a validation workshop with all key stakeholders, on preliminary findings, conclusions and recommendations did not take place at the end of the field work, because only one person registered and, eventually, even this person did not come.

3.2.1 Identifying and analysing expected and/or unexpected outcomes

The planned outcome-harvesting workshop would have benefited by identifying and analysing expected and/or unexpected outcomes. As this was cancelled, the evaluation team had to rely on its own observations.

3.2.2 Studying the success-factors behind social dialogue and increased productivity

The evaluation team visited seven out of the 10 targeted factories. The project can document that its work has stimulated social dialogue, which in turn has led to an improvement in working and employment conditions. This to identify and explore factors that contributed to the level of achievement of the outcomes, and which were related to the context, the actors involved or to the intervention itself, so that the ILO and its constituents might capitalise on these findings in the future.

3.3 Proposed activities and informants for the evaluation

In line with the methodology described above, the evaluation team conducted the following activities to assess the project's impact, effectiveness, relevance, efficiency and sustainability.

3.3.1 Desk review

A desk review was made of project and other documentation, including the approved log-frame, implementation plan, annual reports, project deliverables, mid-term evaluation report and other relevant documents. Due to administrative and other delays, the documents were only available on the actual night of the field mission; therefore, they had only a minor impact on the fine-tuning of evaluation questions.

3.3.2 Field work

3.3.2.1 Staff and TWG workshop – outcome mapping and discussion of initial findings

A one-day workshop was planned with project staff and partner coordinators (TWG), to establish a preliminary overview of the achieved results, but this had to be cancelled because only one staff

member was left in the team and the partners were not immediately available because of other commitments.

3.3.2.2 Focus Group Discussions (FGD)

The project should have provided a list of beneficiaries, to allow the evaluator to select the appropriate sample respondents, but because of time limitations and other obligations, this did not happen.

The evaluation team conducted focus group discussions with factory management representatives, workers (male and female) who participated in the project, and managers who did not participate in the training. The focus group discussions contributed to the verification of some key assumptions about participants' use of the project instruments, its value-added and possible areas for improvement.

A total of seven FGDs were conducted, representing workers and management from seven of the ten factories, targeted within the project. In most cases, the focus group discussions were conducted at the factories.

The focus group discussions combined quantitative and qualitative data collection methodologies. This included questionnaires/score cards where participants are asked to rank how relevant the intervention components were to them. Questionnaires were supplemented by open questions, to clarify the workers' original answers further.

3.3.2.3 Semi-structured interviews

The evaluation team conducted semi-structured interviews with the CTA and ILO staff responsible for backstopping the project as well as the two donors.

The evaluation team met the relevant stakeholders, including members of the project advisory committee (PAC) and the TWG at national and regional levels, as well as project beneficiaries and experts, in order to examine the delivery of outputs at all levels and to determine the expected and unexpected outcomes that were achieved.

3.3.2.4 Stakeholders workshop

A stakeholders' workshop was planned, for the end of the field mission, with the key stakeholders, ILO staff and representatives of the development partners, to validate the findings and to fill in any gaps in the data. Only one of the partners registered for the workshop, but eventually no one came. The reasons for this are not clear. A debriefing was conducted with the CTA.

3.4 Evaluation limitations

Delayed effects: Many of the project's results had a mid- to long-term nature and could not be fully observed in less than a year, following the project's completion. The full effect of the intervention will be visible when a scale-up is implemented.

Access to direct beneficiaries: Due to complicated logistics, it was not possible for the evaluation team to visit all of the target factories, so some important inputs and perspectives may not have been obtained. Access to direct beneficiaries was also hampered by the fact that many of them had left the factories because of the huge turnover of staff. The evaluation team was also confronted with communication problems, as no interpretation was available.

Timing of the final evaluation: The scope of the evaluation specified two weeks of field work, which should have been enough time, in principal, to meet the key stakeholders, partners and beneficiaries. However, due to administrative complications, the visits to stakeholders were planned to take place during the field visit itself instead, and with the agenda only being fully in place in the second week. Some planned meetings turned out not to have been confirmed and therefore did not take place or were arranged at the last minute and only with the available staff.

Another limitation was the fact that the findings for this evaluation were based on information collected from background documents and interviews with key informants. Therefore, the accuracy and usefulness of these findings relied on the integrity and relevance of the information provided to the evaluation team from these sources and the evaluation team's ability to triangulate this information. As mentioned above, the evaluation was conducted six months after the final activities had been implemented, which meant that it in some situations was hard for the interviewees to remember activities had taken place within the project.

The fact that six months had passed since the final implementation of activities also meant that many of the trained personnel (in some cases more than two thirds) had left the target factories. However, it *was* possible to interview a sample of the overall groups of beneficiaries, who were still employed in the factories.

Attribution of the project results: Many of the medium and long-term outcomes of the project were quite broad and the achievement of its goals was beyond the project's reach. Today, there are many donors, who have taken initiatives aimed at the empowerment of women in the textile and garment industry in particular, and the promotion of decent work in general. Many of these initiatives overlap with the current project's objectives. The project team tried to establish some coordination between the initiatives and, in some cases, synergy was established; e.g., with UNICEF's Child Rights and Business Principles' activities. However, it was not possible to attribute the achievements solely to the project, but it can be stated that the project has contributed towards achieving its goals.

4 EVALUATION FINDINGS

The findings by indicator can be found in Appendix 8.2.

4.1 Relevance and strategic fit

4.1.1 Relevance to Ethiopia's growth and transformation plan

Having completed its first Growth and Transformation Plan (GTP I, 2011-2015), Ethiopia is now working under its second five-year plan (GTP II, 2015/16-2019/20). The overarching objective of GTP II is "the realisation of Ethiopia's vision of becoming a lower middle-income country by 2025". Thus, GTP II aims to achieve an annual, average, real GDP growth rate of 11 per cent within a stable macroeconomic environment, while simultaneously pursuing aggressive measures towards rapid industrialisation and structural transformation. The project aims to contribute to the achievement of three of the nine GTP II pillar strategies, namely:

(1) to sustain the rapid, broad-based and equitable economic growth and development witnessed during the last decade including GTP I;

(2) to increase productive capacity and efficiency to reach the economy's productive possibility frontier, by rapidly improving the quality, productivity and competitiveness of its productive sectors (agriculture and manufacturing industries); and

(3) to promote the empowerment of women and youth, and to ensure their effective participation in the development and democratisation process, while enabling them to benefit equitably from the outcomes of development.

This allows us to state that the project was highly relevant to Ethiopia's GTP II. The project's relevance was further strengthened, during the course of its implementation, by the increasing number of industrial parks being established in the country and, hence, the number of textile and garment factories, which are expected to begin production in the industrial parks and their huge potential for job creation.

4.1.2 Relevance to UN programming

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

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

4.1.3 Relevance to ILO's programme

The Decent Work Country Programme (DWCP) for 2014-2016 and 2017- 2019 priorities were developed in consideration of the comparative advantage the ILO has in delivering the required support to its constituents; the impact of such interventions in the achievement of the overall objectives of Ethiopian development strategy - GTP, Labour Sector Development Programme (LSDP) and the commitments made in the UNDAF. Thus, the DWCP for Ethiopia expressed the best possible interrelationship between the country's development policy agenda, the priorities of its constituents, and the mandate and strategic objectives of the ILO. The DWCP for Ethiopia prioritised harmonious industrial relations as a critical factor in the creation of decent employment opportunities. The project aimed to contribute to achieving two of the DWCP for Ethiopia's outcomes: Outcome 1 'Relevant conventions on labour standards ratified, enforcement and implementation improved' and Outcome 2 'Harmonious labour relations strengthened through social dialogue'.

4.1.4 Relevance to the development partners

Both donors, SIDA and H&M, deemed the project very relevant to their overall strategic objectives. The project was also relevant for the Swedish Strategy of Regional Development cooperation in Sub-Saharan Africa for 2016-2021 and the Swedish government's Strategy for Ethiopia, in terms of learning how to create changes for decent work, in the government systems at a regional level.

For SIDA, the cooperation in the area of the garment sector met its strategic interest in human rights, gender equality and improving the working conditions. The project was also relevant for SIDA as it corresponded with one of SIDA's objectives - to have a strong private sector. The project was implemented within the Public Private Development Partnership, in which SIDA and actors from the private sector cooperate and jointly finance projects that seek to improve the lives of people living in poverty.

The textile and garment industry is one of the priority sectors for Swedish development cooperation, as many international brands, including H&M need to diversify their production countries and Ethiopia is an emerging sourcing country. As a sourcing company, the H&M Group works with textile and garment factories, but only those that respect human rights and comply with the UN and ILO conventions, and which are in line with the company's Social Responsibility Strategy and Fair Living Wage Roadmap. Therefore, the collaboration with the ILO is very important for H&M, as the ILO can provide support to the supply chain and ensure compliance with ILO core conventions.

The project was implemented within the framework of a public-private partnership (PPP) agreement on, "Promoting sustainable global supply chains in the garment industry", and was signed by ILO and H&M in 2014.

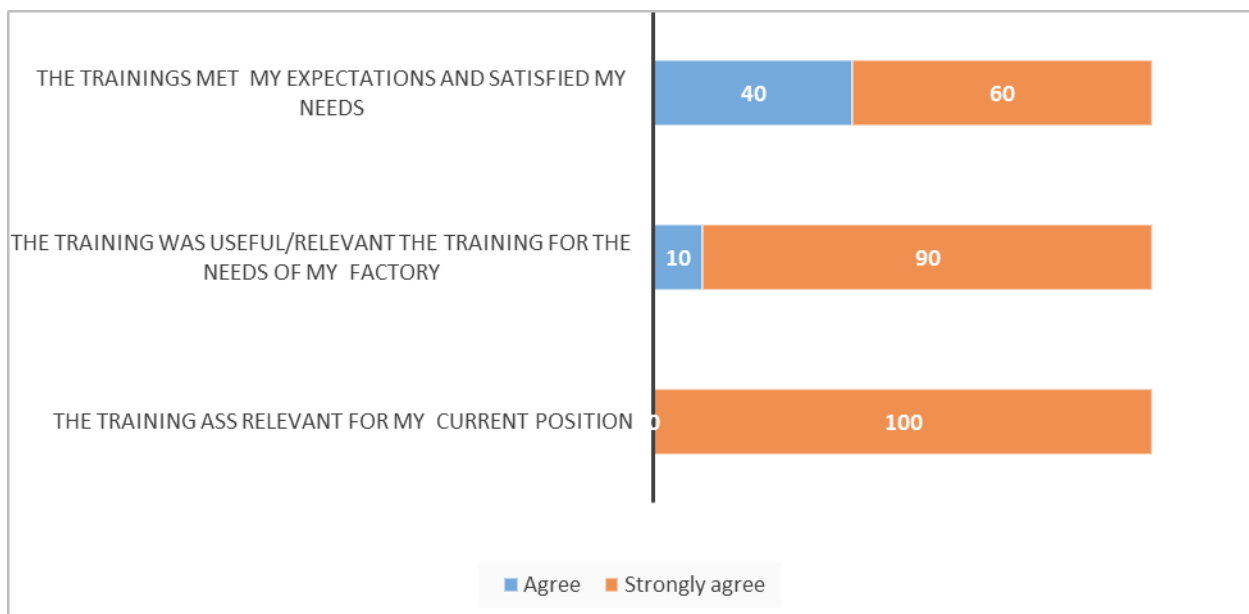
4.1.5 Relevance to the envisioned needs of beneficiaries

Interviews and FGDs with the stakeholders/beneficiaries at all levels (national, regional, and factory) clearly showed that the project was relevant to their expressed needs. Before the project began, the beneficiaries' needs were assessed using a baseline survey, which documented several capacity/knowledge gaps. The project activities were developed based around these gaps and many of the training topics were relevant to factory workers.

The training was also judged as relevant to management, because many of them knew nothing about human resources' management, as they had technical/engineering backgrounds. Furthermore, the beneficiaries confirmed that the project's training package was relevant to their needs because it was directly related to their knowledge gaps.

Surveys among workers and supervisors also showed that an overwhelming majority of them assessed the project's relevance as either satisfactory or highly satisfactory, as shown in Table 2, below.

Table 2: Relevance of the training for factory managers and supervisors (n=10)



Source: Questionnaires circulated by the evaluation team during FGDs with workers and managers.

4.2 Validity of the project design

The project was very complex in its design and covered issues which might not have seemed directly interlinked to the partners. Whereas the link between improved Occupational Health and Safety (OHS) and productivity is well known, the link between improved industrial relations (IR) and productivity might have been more distant for them.

The many activities in different fields of intervention made it necessary for the project team to prioritise, which lead to some issues, e.g., sectoral social dialogue (SD) being under-prioritised.

The project was designed in such a way that the ILO interacted directly at the regional and factory level, allocating sub-grants to the regional level and conducting activities directly or through suppliers at the factory level. This proved a very efficient method for meeting the immediate objectives; however, it did not contribute to capacity building among the ILO's constituents at the national level.

The project had an inception phase after which the project LFA/Results' Framework was adjusted, based on the findings of the base line study, institutional assessment and other input. No amendments were made to the project document (PD) itself. The targets, set out in the revised Result Framework, turned out to be too ambitious in some fields, e.g., the establishment of a social dialogue forum and productivity interventions and in other fields the project performed far beyond expectations. These differences in performance might have been minimised with a less complex design.

The project conducted a baseline survey, before commencing its capacity building activities, to determine any existing capacity gaps at various levels. It subsequently designed the capacity building activities based on those identified gaps. Consequently; federal, regional and factory level beneficiaries indicated that the capacity building training was relevant to the envisioned needs of labour inspectors, workers and their organisations (basic trade unions at factory level,(the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU) and CETU) and employers and their organisations (the Ethiopian Employers' Federation's (EEF), EEC and the Ethiopian Textile and Garment Manufacturers Associations (ETGAMA)).

According to FGDs with factory managers and workers' representatives, factory employees are young women who migrate from small towns and rural areas with no industry work experience and a limited knowledge of urban life. As a result, they do not know their rights and responsibilities and they have no know-how about using factory facilities and communicating with their peers and immediate supervisors. In this regard, the project provided training to workers on various issues, such as soft skills, OSH, communication and rights and obligations. The interview results indicate that over 95 percent of the surveyed employees could testify to the relevance of the training.

The training was also relevant to HR managers, line managers and supervisors, as most of them had problems in HR management, effective communication with their workers, dispute resolution and social dialogue. The surveyed HR managers and production supervisors confirmed that the project's training packages were relevant to their current positions and to the needs of their factories because the training filled in the gaps in their knowledge. Over 90 percent of the surveyed managers (n=10), at different levels, indicated that the training was relevant to the needs of their factories and 100 percent confirmed the training's relevance to their current position (see also Table 2).

4.3 Project progress and effectiveness

4.3.1 Effectiveness

The evaluation investigated the effectiveness of the project at the three levels, as indicated in the design: national, regional and sectoral and local/factory.

4.3.1.1 National level:

The project contributed to two very important political developments. Firstly, it contributed to the discussion on new regulations for industrial parks, where some stakeholders wanted them to be

exempt from labour regulation. However, the government decided to have one single labour market covered by the same legislation. Secondly, the project contributed to a revitalisation of the discussion on establishing a minimum wage board and, subsequently, a minimum wage was introduced in the country. The project's contribution to these two issues will have a long-term positive impact on the establishment of a socially sustainable labour market in Ethiopia in general and in the textile and garment sector in particular.

The project was expected to build up capacity among the ILO's constituents at a national level – however only happened to a limited extent. One of the concrete interventions, which strengthened constituents at the national level, was the support of the women's section of CETU, which helped to set up women's committees in five enterprises.

The project's efforts did not materialise into the development of social dialogue in the textile and garment sector, as foreseen in the project document. The project design did not consider the non-enabling environment and the challenges to face in full. Even though the legislation is open to such a possibility, the employers' associations currently do not have a mandate from their members to sign sectoral agreements on their behalf. The IFTLGWTU would need further strengthening and capacity building to meet the challenges of negotiating at the sectoral level. It needs to increase its membership base, through targeted organisational campaigns, but it also needs also training and coaching, if the organisation is to be politically and organisationally strengthened. Modernisation of the organisation – as an organisation that promotes harmonious industrial relations through social dialogue and that, simultaneously, firmly protects its member's rights and interest – would make the organisation more attractive to potential members and would make it a equal partner to the employers' organisations.

The project facilitated SD forums in the Tigray and Oromia regions, which were anchored into existing structures, as anticipated in the project document.

Strengthening the role of women was not given a high priority in the project. There were only limited initiatives to strengthen women leaders. However, some initiatives were taken to strengthen women's representation and leadership in the trade union confederation, CETU; however, similar initiatives were not taken towards to the other social partners. Very few women are employed or elected into the Ministry of Labour and Social Affairs (MOLSA), the Bureau of Labour and Social Affairs (BOLSA) and the Ethiopian Employers' Federation's (EEF) leadership.

4.3.1.2 Regional/sectoral level:

The establishment of industrial parks creates positive new dynamics at the regional level, but also many challenges. The TWGs functioned as good platforms for tripartite discussions of issues beyond the project's implementation and this positive experience encouraged the regional stakeholders to take the initiative to establish more permanent regional tripartite structures. However, this was a challenge that the regional structures did not fully meet. Whereas CETU has regional representatives, the IFTGLWTU does not have any regional representation. EEF and EEC do not have branch structures that follow the regional administrative structures in all regions. Therefore, there is currently only a limited natural platform for sectoral dialogue at the regional level.

As mentioned above, one major challenge for the project was to develop a sectoral dialogue. The basic structures were not in place; a fact which could have been foreseen in the project design or during

the inception period. Had this been done, focus could have been put on stimulating structures at the sectoral level.

The labour legislation is open to such an opportunity. According to their bylaws, the EEF, the EEC and the Ethiopian Textile and Garment Manufacturers Associations (ETGAMA) do not have the mandate to negotiate employment and working conditions on behalf of their members. The project tried to open up for a discussion on the employers' associations' mandates, using technical support from ACTEMP.

Until now, the sectoral federations have not gained the full capacity, on the workers' side, to take up the challenges of sectoral social dialogue. Under the current trade union structure, workers depend practically on the action of the CETU to a large extent, at the regional and national levels, rather than on interventions from the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU).

The industry would strongly benefit from a sectoral dialogue to meet the challenges of this aggressively expanding industry.

4.3.1.3 Factory level

All participants in the FGDs and all those interviewed highlighted how the project has contributed significantly to the improvement of the OHS awareness at factory level. According to reports from the targeted factories, this improved awareness has resulted in a decrease in the number of occupational accidents. However, a problem exists in the manner in which accident numbers are calculated. The factories count the number of accidents per year, whereas it is a more normal procedure to count accidents per a certain number of working hours (100.000 or 1 million). This is because the number of workers, employed in a factory, can change from year to year and, thus, the yearly figures can give an incorrect picture.

Soft skills training was very much promoted, but often workers' rights' issues were not included, when the factories continued their soft skills training beyond the project. This could be explained by a lack of awareness among factory management about the benefits of having a well-informed work force. This is extremely unfortunate and was not in line with the project's approach. In the factories where the local union was invited to conduct a session, during the introduction training, there seemed to be a good mutual understanding. International experience also shows that the number of labour disputes is lower in such enterprises.

The local unions' leaders are often inexperienced or do not have a modern approach to the development of trade union work. In some targeted factories, the local unions lacked a political understanding of the role of a local trade union. This may have hampered efforts to introduce a rights-based approach to social dialogue and industrial relations. Both the current project and (for example) IFMetall (for 11 years) have supported a strengthening of the IFTLGWTU and its affiliates, but the requirements are still significant. The big turnover among trade union officials in the factories has also had a negative impact on achievements in this field.

Efforts should be made to find a mechanism to ensure that workers' rights' issues remain an integrated part of the factories' introduction (soft skills) training.

More than 7,000 workers and their representatives and managers from 13 different garment and textile factories were trained on various issues. The most effective training was related to developing the workers' soft skills, OSH-related training and HR training. The effectiveness of productivity training was mixed, as some of the factories increased productivity, whereas others did not follow up on it. For example, in one factory the productivity in one production line increased by 17 percent, following the training and advice sessions, but the intervention was not scaled up to other production lines in the factory. The factory management explained this by citing a change of styles and many small orders, which did not make it profitable to introduce the same methods in the other production line.

According to the interviewed workers during the field visit (see Appendix 6), the training and project events were effective in improving their productivity (67 percent agreed and 29 percent strongly agreed). Similarly, over 85 percent confirmed the effectiveness of training in increasing their bargaining power (52 percent of the interviewed workers strongly agreed and 33 percent agreed). The project's training was also effective in improving the working conditions of workers (67 percent agreed and 14 percent strongly agreed). However, over 14 percent disagreed that the training improved their working conditions. Over 81 percent of the interviewed workers claimed that the training was not effective in increasing the workers' salaries, indicating that salary increments need high-level policy change such as the establishment of a minimum wage, and not merely training. The project also proved less effective in enhancing discussions between workers and managers, as over 52 percent of the interviewed workers disagreed or strongly disagreed regarding this issue (see Table 3, below).

The interviewed HR managers and line supervisors/executives confirmed the effectiveness of the training on many fronts, such as acquiring new skills and knowledge (100 percent of the interviewees strongly agreed); increasing social dialogue between managers and workers (70 percent agree and 30 percent strongly agree); improving their working conditions (40 percent agree and 50 percent strongly agree). The interviewed managers and supervisors applied the training in their daily lives (70 percent strongly agree and 30 percent agree) but as with workers did the increased skills and knowledge not materialize into salary increase. (Table 3).

Table 3: Effectiveness of training for factory workers and managers

Workers interviewed (n=21)		Responses in %			
Items	Strongly disagree	Disagree	Agree	Strongly agree	Don't know
I produce more units per day after the training	0	0	66.7	28.6	4.8
The training has increased my bargaining power	0	9.5	33.3	52.4	4.8
My salary has increased over the last three year s	28.6	52.4	4.8	9.5	4.8
The training I got inspired me to seek more information	0	9.5	38.1	47.6	4.8
I have used the information to raise a discussion with other workers about working conditions in my factory	0	14.3	66.7	14.3	4.8
My working conditions have been improved over the last year	4.8	4.8	38.1	52.4	0
After the training by the project, I participated in discussions with other workers and managers of the factory about working conditions in my factory	4.8	47.6	28.6	19	0
The project has stimulated a debate between managers, workers and the trade unions in my factory about how working conditions can be improved.	4.8	38.1	28.6	28.6	0
Managers/supervisors (n=10)					
The training added values to my skills and knowledge	0	0	0	100	0
Since the training I was promoted/my wage increased because of my new skills	50	30	10	10	0
I applied the training in my daily activities	0	0	30	70	0
The training increased social dialogue between managers and workers	0	0	70	30	0
My working conditions have been improved over the last year	10	0	40	50	0
How do you rate overall usefulness of the training by the project	0	0	20	80	0

Source: Questionnaires circulated by the evaluation team during FGDs with workers and managers.

The project reports and reflections indicate that several factors may have hampered the intervention's ability to achieve its planned outcomes, even though the preliminary desk findings indicated that

efforts to do so were focused and consistent. Contributing factors may have been the intervention's level of ambitions, compared to its period and the resources invested.

Other challenges and barriers could be:

At the factory level:

The limited confidence and capabilities of factory level unions to engage factory management in collective bargaining and discussions about non-compliance with national labour laws:

- The limited motivation of some employers to engage in the project, as the benefits of engagement were unclear to them;
- Insufficient human resources available in the intervention to follow-up with trade unions and employers and to support social dialogue and the use of productivity potential.

Despite this, the intervention succeeded in engaging some factories in making changes to improve working their conditions, especially in the field of OHS.

At the regional level:

- Lack of EEF, EEC, ETGAMA and IFTLGWTU presence;
- The high turnover among labour inspectors (BOLSA);

Despite the challenges, BOLSA showed a very high level of motivation and engagement in the targeted regions.

At the sectoral level:

- The employer's organisation lack the mandate from their members to make commitments on their behalf;
- The limited capacity of IFTLGWTU;
- The limited number of textile and garment enterprises, which are affiliated to an employer's association.

At the national level:

- The structural challenges on both the employers and the workers' sides;
- MOLSA's priorities.

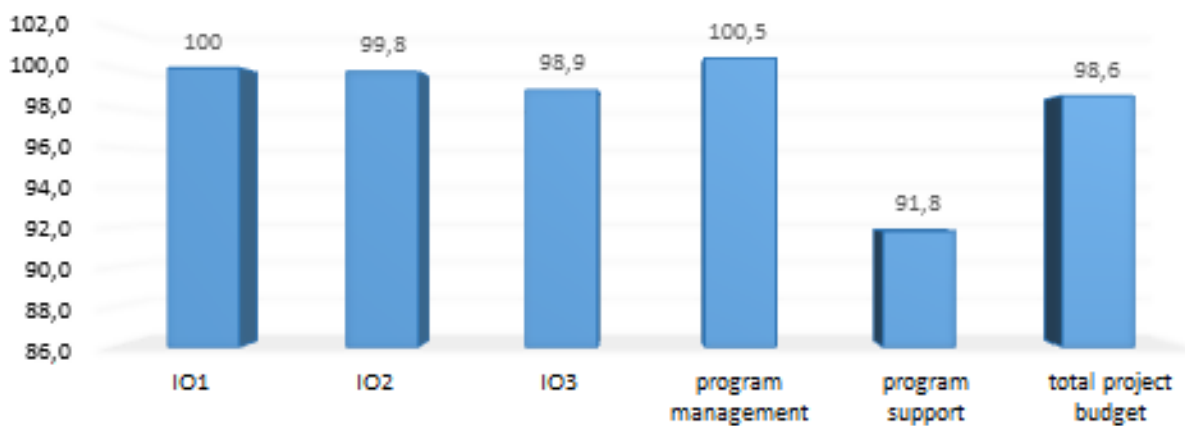
Despite the aforementioned challenges some very important and positive political decisions were taken by the government.

4.4 Efficiency in the use of financial resource

The total budget of the project was US\$ 3,094,710.66, which was obtained from two donors: SIDA (US\$ 2,954,710.66 or 95.5 percent of the budget) and H&M (US\$ 140,000 or 4.5 percent of the budget). From the budget, over 55 percent was directly allocated to the project's three immediate objectives, and the remaining 45 percent was allocated to project management and support. A breakdown of the amount allocated to the immediate objectives revealed that immediate objective 3 (Capacity in place for improved labour relations, higher productivity and decent working conditions, at the participating enterprises with due regard to addressing women and men's specific needs) took the lion's share (about 51 percent of the amount allocated to the three immediate objectives). This was followed by immediate objective 2, which took about 33 percent and the least amount was allocated to immediate objective 1 (16 percent). The amount of budget allocated to each immediate objective is proportional to the number and coverage of outputs under each immediate objective.

The project was efficient overall and well accomplished in respect of the resources used (inputs) considering the outputs achieved. The rate of budget use indicates that almost all the project budget was used (98.6 percent (see Figure 1).

Table 4: Rate of budget use by project component



Source: the evaluation team based on project data.

The project decided to hire external consultants to conduct training, assessments, research and other tasks. It could have considered building up capacity among the constituents at a national level, so that they could conduct training and awareness-raising activities on their own, long-term and this would have increased the interventions' level of sustainability.

The investments in OHS training and soft skills development were justified and delivered the respective outputs. The investment in productivity improvement is based on reports from the visited factories, which have not yet been delivered in full.

The evaluation team learned that no budget revisions were made, and some activities, such as the social dialogue fora were not implemented. The explanation given to the team was that reallocations have been made within the existing budget lines and the financial supervisors accepted this.

Even though the project could not secure additional funds from other or similar donors to those invited in the project document, it successfully established partnerships with target factories where they made in-kind contributions for training such as training facilities. This helped the project save some money and in turn, this made it possible to expand the project's outreach. It was able to add three additional factories, and provides demand-driven capacity building training to the managers and workers of these factories. Moreover, higher numbers of trade union leaders, workers, managers and labour inspectors were able to be trained compared to the initial plans.

4.5 Effectiveness of management arrangements

4.5.1 Management arrangements

The project had a decentralised structure and was administrated by the ILO CO Addis Ababa. Project management was delegated to a project team, composed of four staff members (International CTA, National Project Coordinator, Finance/Admin Assistant and Driver). The ILO CO Addis Ababa provided

human resources and administrative support to the project. Content-specific expertise was delivered by in-house experts (local and international), ILO staff (DWT Cairo, Abidjan-ROAF and relevant technical units from headquarters) and private sector consultants. The Inclusive Labour Markets, Labour Relations and Working Conditions branch (INWORK) provided the technical backstopping for the project.

Overall, the project management structure was able to implement the project's objectives. However, at the same time, it had insufficient staff numbers to advance all three-project components, with multiple sub-components, at one time. In particular, the project would have benefited from having one more staff member at the regional level for provisioning assistance in the implementation of factory level activities. In its recommendations, the mid-term evaluation pointed out the need for regional staff to ensure quality and timeliness in the implementation of regional and local activities. This recommendation was not followed.

The ILO's project management was seen by key interviewees as a neutral and credible actor with an understanding of the country's industrial relations and the specific priorities and concerns of each group. The donor representative confirmed that the project was professionally implemented, conformed to their requested inputs, and was responsive to information requests.

The project used service providers widely, to develop training materials and guides, and to conduct assessments and coaching at participating factories. The interviewed stakeholders perceived their work and deliverables as good quality, especially in OSH and soft skills' training. Some interviews with factory managers underlined that HR training was useful and, specifically, the coaching for the development of a tailored HR manual for each individual factory was very much appreciated. However, the interviewed managers remarked that the HR assessments that were conducted by the external HR consultants contained recommendations that were too general, which resulted in a lack of follow up in the target factories. However, the intervention design had foreseen that both, the assessment and the HR manual, should have had a general character and should then have been followed up by coaching, in order to customise the HR manuals to the needs of each individual factory.

4.5.2 Governance structure

In terms of governance structure, it was foreseen to be represented by the Project Advisory Committee (PAC) and the national/regional Technical Working Groups (TWGs). The PAC was composed of senior officials from the Ministry of Labour and Social Affairs (MOLSA), the Ministry of Industry, the Ethiopian Employers' Federation (EEF), the Confederation of Ethiopian Trade Unions (CETU), the Industrial Federation of Textile, Leather and Garment Workers Trade Unions (IFTLGWTU), the Ethiopian Textile and Garment Manufacturers Associations (ETGMA), the donors SIDA and H&M (as observers) as well as the ILO, whose role was to provide overall strategic guidance for smooth implementation and to achieve the stated objectives of the project. The PAC was supposed to meet twice a year; however, only one meeting took place. The main reason for this was reported as because of changes in the government's representatives as well as the busy schedules of the PAC's members.

The national/regional TWGs were composed of technical-level stakeholders, who were directly involved in the project planning, provision of assistance and guidance throughout project implementation. Regional TWGs were chaired by BOLSAs. TWGs meetings were held more regularly: a minimum of once a year.

Understandably, the project governance structure cannot be rated as effective, when only one PAC was conducted, because of factors outside of the project's influence. The project might have secured stronger ownership among the partners if they had had more influence, through the PAC, on decision-making. Likewise, the project might have missed important advice and input.

The TWGs are reported to have worked well and in some cases were a forum for tripartite discussions beyond the project's implementation.

It is therefore recommended that priority is given to ensuring the strongest possible involvement of the constituents at the national level in any potential future project.

4.5.3 Partnerships and cooperation

The project was able to establish cooperation with other stakeholders and implementing organisations, in order to avoid overlaps and duplication of interventions and to try to establish synergies between interventions.

The ILO and UNICEF agreed to collaborate, within the framework of UNICEF's rollout of Child Rights and Business Principles with a focus on the garment sector, and through the inclusion of policy commitments at factory level (during the development of the factory employee handbooks) on issues pertaining to (i) the employment of children, (ii) maternity rights, and (iii) hygiene in workplaces using OSH policies.

There also was some cooperation with UNFPA and UN Women on reproductive health and GBV.

Internally, within the ILO, cooperation was reported with the ILO DANIDA project, on IR Training manual development.

The project had good working relations with SIDA and H&M. At the global level, the ILO, SIDA and H&M met annually to map challenges and to identify common solutions, as well as to share good practices among the different industrial relations' projects that were implemented in Ethiopia, Cambodia and Myanmar.

Project management was proactive and provided constant updates on the planned/implemented activities. It engaged donors in the project implementation, e.g., the design of the terms of reference (ToR) for minimum wage study.

The interviews, conducted with stakeholders and beneficiaries, showed that the overall cooperation was seen as very good. The interviewed project partners (national and international) appreciated the ILO's flexibility and readiness for making adjustments to activities, as well as its responsiveness and action-orientation. This seemed to form a good basis for continued cooperation and coordination.

4.5.4 Monitoring, reporting and evaluation

The project made efforts to establish an M&E system to monitor its progress in the achievement of the expected results. A results logframe was used, as much as possible, as a management tool, with its programming including the baseline study and inception period conclusions. However, the weakness of some of the project indicators might have hampered systematic tracking and integration into

project reporting. For example for IO2, Output 2 refers only to targeted factories, whereas logically it should be all factories in the IP.

The project activity tracking system appeared adequate, as it included the implementation status of each activity, the sources of verification and a comments' section, all of which explained the reasons for delays in and/or the achievement of the medium-term results.

Although the project did not have an M&E plan, it had a well-established documentation system consisting of the ToRs, activity reports, feedback sessions with trainees/management in the target factories, narrative progress reports and project work plans. However, local service providers were not asked to conduct knowledge tests before and after the training delivery not to analyse the resultant data. Some of them still conducted these tests, for example on OHS. This hindered the measurement of the level of improvement in knowledge and skills after conducting activities.

There appeared to be a weak point in the data recording and in the maintenance of the database for the project's activities. This was addressed in the mid-term evaluation, but not followed up completely. Such a plan could have articulated a strategy for training and capacity building and could have highlighted the need for the development of a more effective, qualitative monitoring and evaluation mechanism. This in turn would have provided the ILO with an opportunity to measure the long-term impacts and sustainability of training provisioning and, in particular, its efforts to institutionalise training capacities within its tripartite partners and the participating enterprises.

At the same time, the project had a very good reporting practice. The ILO's reporting (within the organisation and to donors) was in accordance with agreed formats and time frames. The feedback received from SIDA during this evaluation shows that the donor was satisfied with the quality and accuracy of the ILO's reporting.

4.5.5 Management response to mid-term evaluation recommendations

Most of the mid-term evaluation recommendations were addressed. However, the majority of the recommendations were related to the next phase of the project and therefore beyond the scope of the current evaluation.

Recommendation 3 focused on the problems with data collection and management. To respond to it and at the request of labour inspectors, the project supported the development of a uniform federal labour inspection checklist. The new checklist not only improved the data collection for the projects' purposes, but it was also reported as having significantly improved the quality of the labour inspections.

Recommendation 5 raised the challenge of increasing managers' willingness and commitment to project activities. The recommended initiatives, to give managers the possibility of exchanging experiences, were realised and were highly appreciated by the interviewed managers, even among those who had a less than enthusiastic attitude towards the project in general.

Recommendation 11 concerned improving the monitoring and evaluation system. The project took steps to improve it, but still there is room for improvement. For example, the demands and guidelines for supplier and partner reporting could have been improved by including gender-disaggregated data.

4.6 Results towards impact

Impact is the change, both positive and negative, that is produced or likely to be produced by the project. Some impacts can be measured statistically and some, more subtle impacts can only be measured by observation.

4.6.1 Enterprise level

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

4.6.1.1 Impact of capacity building activities

The capacity building activities focused on offering training: to workers on soft skills; to workers' representatives/trade unions on CB/social dialogue; to trade union management, including finance, and OSH committee members on OHS; and to HR managers on communication and productivity improvement. The impact of the training, according to key informant interviews and FGD participants, was gained through OHS awareness and livelihood skills, and led to a decrease in accidents as well as stronger working discipline. Fewer conflicts were reported as managers developed better communication skills. No significant improvement was reported in trade union management skills.

4.6.1.2 Better knowledge and skills

One impact of the project's capacity building activities on the participants' knowledge was reported as a result of the OSH training. The level of knowledge was assessed before and after the training and results showed a substantial knowledge increase, i.e. an on average improvement of 52 percent. This suggests that the training on OSH was instrumental in improving the knowledge of the OSH Committee members.

Both women and men emphasised that the OSH training was very useful, especially the training on the use of firefighting equipment.

The OSH Committee members developed skills that enabled them to impact their own and their fellow workers' working conditions by (a) contributing to the development of new OSH policies and manuals, (b) by conducting basic risk assessments in each department, and (c) by informing workers about hazards.

4.6.1.3 Attitude

Many FGD participants reported changes in newly employed workers' attitudes towards personal hygiene, the wise use of time, and saving money and urban life in general. Many workers started wearing PPE for their own safety, because of being convinced by the training, after having avoided wearing them before the training. Trained OSH Committee members were motivated and took their own OSH initiatives, such as the labelling of safety signs, arranging storage for PEE and calculating the direct and indirect cost of workplace accidents, diseases and sickness absence.

In summary, based on the interviews, the capacity building and awareness-raising activities impacted a large number of workers and managers in many ways. However, it appears that the impacts of the capacity building activities differed from factory to factory. In general, in factories where the management had a strong commitment, workers were generally motivated and interested in

developing their knowledge and skills, which could enhance the factory's productivity, create good industrial relations, and in turn decrease turnover of staff.

4.6.1.4 Impact of developing/strengthening a systematic approach

The project exerted efforts to strengthen a systematic approach for reporting accidents in factories, as an integrated part of the capacity building activities. These efforts were fruitful in some factories, especially where OSH work has become more systematic, with regular meetings and follow-ups of reported accidents.

Both workers and managers reported to evaluation team that the establishment of trade unions in factories enhanced bipartite discussions and the dialogue to resolve labour disputes. Before the formation of trade unions, workers had usually pursued other ways of resolving problems, such as through the court or simply by leaving the factory. There will always be disputes between employers and workers, but sitting down and resolving them through negotiations is a win-win. Consequently, more and more disputes are being resolved at the factory level, through mostly bipartite negotiations and the number of disputes that reach the labour board has dropped significantly.

A further impact concerns OSH. OSH Committees were established in the target factories, because of the training on OSH and this led to the development of OSH policies, which were approved by the factories' management. These initiatives resulted in a decrease in workplace accidents. The number of workplace accidents dropped by at least 10 percent, from one year to the next and this was, according to the workers and management, attributable to the better knowledge that had been gained through the training on OSH and the formation of the OSH Committees in the factories.

Likewise, it was a challenge to establish fully democratic, transparent and inclusive OHS policies in factories where a large number of the OHS committee members, representing the workers, had managerial functions. This potentially hampered the mid- and long- credibility of the OHS committees in the eyes of the workers.

Improved OHS normally leads to increased productivity. This is because the listed impacts are directly related to improvements in working conditions and this in turn is related to productivity.

It is difficult to ascertain the impact of the project's capacity building activities and system strengthening on the factories' productivity, in empirical terms. The evaluation team could not gather adequate data on productivity. Even when the data was available, it was difficult to establish a cause-effect relationship between the project activities and productivity of the target factories, as there were many other variables that potentially confounded the relationship.

The evaluation team visited seven factories. The interviews and FGDs with the workers, supervisors and management, showed that the factories differed in terms of their level of commitment to using the tools that were provided by the project. In factories where the management was committed, there efforts were made to improve the working conditions, through training and system strengthening, and work plans were implemented smoothly with little or no problems.

4.6.2 Regional and national levels

The impacts of the project activities are less visible at the regional and national levels than those observed at the enterprise level, where the activities are relatively easy to see and more concrete. Apparently, those planned for the regional and national levels were more difficult to accomplish.

However, significant impact was seen at the regional level, in the area of strengthening the capacity of labour inspectors (at BOLSA). In the targeted regions, BOLSA played a very positive role in trying to improve the working conditions in the inspected factories through a consultative process. Their strong commitment was materialised into the allocation of a significant number of staff (nine and three respectively) to newly established service centres in the IPs. These centres already played a positive role in contributing to a better understanding of the benefits of compliance and to minimising the time used for grievance handling and the mitigation of conflicts. All partners reported an increase in the number of cases handled at the local level and the information service that was provided was highly appreciated by both the factory management and the workers. Little impact was reported in relation to the social partners' (EEF and CETU/IFTLGWTU) regional structures/local branches. Despite the project's efforts, the social partners were reported as still being weak and not fully functional as modern employers and workers' organisations. The major problems were reported as staff turnover, low salary scales and vacant positions and/or a shortage of staff.

Given the social partners' limited capacity to fulfil their roles, the project's choice to collaborate with the Legal Aid Centre in Mekelle proved correct in the short-term. The Centre has great potential to support the project's cause, in representing factory workers whenever they need legal support and representation in court. However, it is recommended that capacity is built up among the social partners; first and foremost among the trade unions, in order that they might take the legal assistance of their members upon themselves, in the mid- to long-term.

At the national level, limited impact was observed in strengthening the capacities of MOLSA and the social partners (EEF, CETU and IFTLGWTU). The project supported CETU, particularly, and the IFTLGWTU in establishing trade unions in the target factories as well as in non-target factories. The project also made an effort to support EEF and EEC and ETGAMA to gather more members from the textile and garment sector. The project's support was both technical (advice and capacity building) and financial (through the provision of sub-grants). In this regard, the project's contribution was important for the social partners to be able to implement their plans, as their functioning is hampered by budget and staff constraints. Therefore, the impact of the project activities at the national level should be measured against an increased membership in the social partner organisations.

Overall, the impact of project activities, on strengthening the social partners, was limited at the national level. Some of the reasons for the limited impact were beyond the control of the project. For example, the turnover of key officials from government offices (e.g., MOLSA) was something that meant that newly appointed officials had to be introduced to the project and to be supportive of its implementation.

By far the most significant probable long-term impact of the project, at the national level, was the contribution and advice the project offered the government, concerning labour legislation in the IPs. The government decided to have one labour market, with the same legislation overall, rather than exempting the IPs from the rules and regulations. This will have a long-term, positive impact on buyers'

readiness to source from factories in the IPs and in addition will have a long-term, positive economic impact on the country as a whole.

The contribution to the discussion on the establishment of a minimum wage can, if it will materialize into legislation on establishment of a Minimum Wage Board, have a very significant positive impact on the development of the ready-made garment sector in Ethiopia.

4.7 Sustainability

Sustaining project activities requires building the capacity of social partners and strengthening the system or institutionalising the activities.

4.7.1 Enterprise level

4.7.1.1 Capacity building

The many capacity-building activities were concentrated on different topics: soft skills, OSH, HR, productivity and CBA. The project offered training for trainers (ToTs) in some factories and ordinary training in others, depending on the availability of individuals in the factories who were capable of becoming trainers themselves. Accordingly, in those factories where training was first provided through ToTs, the trained trainers continued training the remaining workers, and in that way the training could be scaled up. In the factories where ToT was not conducted, it was difficult for the factories to scale up the training, after the project's lifetime. The evaluation team found (through desk reviews, interviews and FGDs) that the factories, in general, were continuing the training by their own means and some of the subjects proposed by the project had become an integrated part of the factories' regular introduction program for new employees.

The trainers trained in the project continued awareness-raising activities as an integrated part of the factories introduction training, in the majority of factories, and where more enthusiastic trainers were in place, they used the times where there were no orders and dry-lines to conduct ad hoc training/awareness raising.

Overall, as concerns capacity building at the enterprise level, sustainability of the project's activities proved to be realistic, and some quality issues could even be addressed in most of the factories. In addition, factories should be encouraged to have dedicated OSH staff, which could educate and mobilise workers and managers, and plan and implement OSH activities, is there is to be a long-lasting effect and sustainability of the OSH outcomes at enterprise level. It would be important, for the mobilisation of workers mid- to long-term, that they were represented by fellow workers in the OSH committees, not by lower-/mid-level managerial staff.

4.7.1.2 System strengthening

System strengthening is the main strategy for ensuring sustainability. In relation to this, a training system with capable and committed trainers, which can sustain the project's activities, is an important entity in the factory. It goes without saying that the managers' commitment is crucial for the system to function well. Currently, four to five out of the seven visited factories have established training systems, beyond their original introduction training of new employees.

In general, establishing a training system in a factory is a positive sign of sustainability. However, together with the system, careful and long-term planning concerning the trainers is essential, as a

turnover of even one or two committed trainers might disrupt the smooth functioning of the system. It is advisable to strengthen the OSH committee (or department) in each factory, so that the members can continue conducting the training on OSH for new and veteran workers. If strengthened, OSH committee members can also continue conducting risk assessment in the factories.

In summary, at the enterprise level, trainers, the OSH committee/department, HR department and the existing training system are essential components, if factories are to sustain the activities introduced by the project in the long term. Not all of the target factories have these entities within their structures. This makes effort to institutionalise the activities into the factories' structures difficult especially given the differences in the level of commitment of the management across the factories. Sustainability is questionable in some factories, whereas in others it has already become an integrated part of the daily routines of the management.

4.7.2 Regional and national levels

System strengthening at the regional and national levels focused on strengthening the tripartite constituents (BOLSA, MOLSA and the social partners, CETU and EEF) as well as strengthening collaboration between the partners and the legal aid centre in Mekelle and the establishment of an IR service centre at Bole Lemi IP.

The tripartite constituents were not as strong as expected at the beginning of the project, both at the regional and national levels. This hindered the implementation of the project's plan, particularly at the national level. For this reason, the project came up with alternative strategies of using the IR service centre and the legal aid centre to sustain at least part of the project's objectives.

Accordingly, the project established a close collaboration with the Legal Aid Centre in Mekelle. According to an interview with the centre's leadership, conducted by the evaluation team, the centre provides legal advice and legal representation in court. On average, it delivers legal advice to more than 2,000 individuals each year. Notwithstanding the small number of staffs working there, the project's decision to collaborate with the legal aid centre was a wise one, as the staff are university instructors who need little, if any, support in capacity building. The staff of the legal aid centre supported the project in several ways: as resource persons in strengthening the capacity of the social partners and as lawyers, in providing legal advice to factory workers and in representing them in court whenever such a need arose. Moreover, given the limited capacity of the CETU and EEF Tigray branch offices, collaboration with the legal aid centre was crucial. However, it was important for the project to create a forum, where the legal aid centre and CETU and EEF Tigray branch offices could discuss how they might work together after the end of the project period.

The project's main sustainability strategy at the national level was the establishment of an industrial relations service centre, anchored into MOLSA's existing structures. The centre was envisioned to be a one-stop information hub, which would provide capacity building and advice services to the private sector, workers, employers and trade unions. According to the plan, and among other things, the centre prepared and disseminated user-friendly information, offered induction training, needs-based training and coaching upon request, conducted research and created and facilitated referral links with key stakeholders. The centre worked closely with the tripartite constituents, the Ministry of Industry, the Investment Agency and other key ministries, at the national level, and their corresponding structures at the regional level.

The centre was expected to increase coordination and collaboration among service providers and to generate income by charging fees for some of the services that it provided in the long run. The centre was expected to be inaugurated in October 2017. No business case was developed to show any level of possible self-reliance.

At the regional and national level, strengthening the system, particularly the collaboration with the legal aid centre in Mekelle and the establishment and strengthening of the IR service centres in the IPs in Bole Lemi, proved to be feasible and were central to the effort to ensure sustainability beyond the duration of the project.

4.7.3 Sectoral

Sectoral social dialogue does not exist. However, it would be strategically important to establish it, so that Ethiopia might realise its full potential as a sourcing country for major international fashion brands.

4.7.4 Gender issues assessment

The project aimed to address gender issues in capacity building. However, it was hard to attract women trainees into HR Management, productivity, trade union leadership, labour inspectors and similar training, as there was limited female staff and elected officials in the partner organisations, whereas a large number of women participated in the soft skills training. This created a problem whereby males were gaining management/leadership skills and women “only” got soft skills thereby increasing the skills’ gap.

Women workers gained increased awareness about personal hygiene, time management (discipline) and financial literacy. Male beneficiaries were mostly in managerial positions and gained increased skills and knowledge.

There were only limited initiatives to secure leadership training for women and the empowerment of women, in general. There was a general lack of gender-disaggregated data in the project documents, and this was a follow on from the Project Document where those type of data and targets were lacking.

Within the current project, more attention to this aspect could have helped to put focus on the gender imbalance in training activities, especially in managerial and leadership-oriented training.

4.7.5 Tripartite issues assessment

Some tripartite structures are in place in Ethiopia, for example the Labour Advisory Board, Labour Board and others. The project interacted with these in connection with political interventions.

An attempt within the project, to establish a national forum for social dialogue failed to materialise – only one forum was conducted because of factors outside the reach of the project. However, at the regional level, partners gathered in the TWG and discussed issues beyond the project’s implementation. According to partner representatives, the TWG meetings were not continued after the project activities stopped, even after the initial positive experience.

According to the constituents, the project provided very well received advice on the establishment of a minimum wage in Ethiopia, an issue that had gained momentum during 2019.

4.7.6 International labour standards' assessment

Ethiopia has a high level of ratification of conventions and the government is doing its best to secure the implementation of the ILS. However, there seems to be room for improvement on SD related to CBA. Even though formal collective agreements are in place, their implementation and quality could be improved.

According to interviews with the constituents, the project contributed with advice on the issue of changing the IP regulations. It was decided to have one single labour market with no exclusion of the IPs from the labour legislation. This decision will have a long-term, positive impact on the international fashion brands' interest in sourcing in Ethiopia, as the risk to their image will be less, in a labour market that is regulated in line with the ILS.

The strong impact on new legislative initiatives is partly a result of the project activities, and partly because of the great authority of the ILO, in general, in Ethiopia.

5 CONCLUSIONS

5.1 General

Overall, Ethiopia has made significant progress in the promotion of decent work. Good progress was achieved in the improvement of working conditions.

There is no doubt that the project was very relevant and became even more relevant during the implementation period, at the same time as the number of industrial parks being established in the country increases. The project set out some very ambitious goals – goals that need long-term engagement to be achieved. The project had two pillars; one focused on working conditions and the other on productivity. The first part was very much seen by partners as the workers' part, and the second as the employers. The project seems not to have been able to create a complete understanding of the mutual benefits of decent work and high level of productivity, among the social partners. The project was strategic, demand driven and timely; however, it required long-term engagements to achieve any tangible impact and to ensure sustainability at each level of the intervention.

In assessing relevance, it was observed that the long-term funding constrained the possibility of defining and implementing strategic priorities that had a medium- to long-term vision.

The project operated in a difficult and complex context but managed to work positively with its tripartite constituents and implementation partners in Ethiopia.

5.1.1 Relevance and strategic fit

The project was consistent with the priorities affirmed by the Government of Ethiopia in its Growth and Transformation Plans I and II, in donors' strategies, in UNDAF for Ethiopia and in the ILO's DWCP for Ethiopia. The project also corresponded with the needs of the direct beneficiaries, ; this because the project's implementation methods were defined, based on the needs that were identified in a baseline study undertaken at the commencement of the project.

5.1.2 Validity of design

The project design was generally valid, as it targeted issues of utmost importance for the development of a sustainable textile and garment sector in Ethiopia, although it was quite ambitious in terms of its scope, budget and duration.

Consultation during planning and design phase was done primarily with tripartite constituents, at a national level and with limited involvement from regional- and factory-levels stakeholders. All components of the project were interlinked.

However, in some areas of the logical framework, there was room for improvement, in particular as concerns the creation of better links between factory- and national-level interventions.

Although assumptions and risks were defined in the project document, insufficient attention was paid to the level of importance of the management of target factories' commitment and willingness to cooperate with the project and to implement the necessary improvement plans. The focus on regional and factory level interventions should not be a long-term strategy.

5.1.3 Project effectiveness

Despite the challenging environment, the project demonstrated good achievements towards reaching the anticipated results at a factory level and even exceeded some targets, whereas fewer visible results have been observed, so far, at a national level.

The project promoted gender-mainstreaming aspects wherever applicable; however, it lacked a comprehensive gender strategy. Gender issues were considered through the incorporation of women's issues in soft skills, labour inspection and disputes settlement training, as well as into factories' HR policies, collaboration with Women Committees, regional Bureaus of Women and CETU's gender focal person.

5.1.4 Efficiency of resource use

The project was efficient overall and was performed well a concerns use of resources (inputs) as compared to qualitative and quantitative results (outputs). The budget's usage rate was very close to 100 percent. Nevertheless, the project suffered some delays in implementation at both national and regional levels, because of a number of external factors that were beyond the project's control.

Given its interest in achieving demonstration and learning, the project allocated half of the budget to factory-level activities, one third to regional activities and the rest to national level interventions. This was handled by rescheduling and by rethinking approaches; for example, the SD Forum and IR Service Centre.

5.1.5 Impact

The project showed positive signs of short-term impacts on participating enterprises at the individual and institutional levels, through capacity building and awareness raising on soft skills, conflict solution, SD, CB, OSH, HR and also strengthened various organisational structures such as the trade unions, women's committees, OSH committees and HR departments. In the targeted regions, the quality of the LI's work was reported to have improved and the now developing IR Service Centres in the IP's could have a big impact on future work. The project also contributed to significant positive legislative initiatives; e.g., the labour legislation that was applied in IPs and the progress that was made in establishing a minimum wage.

However, a limited impact was observed at regional and national levels in the area of strengthening the capacity of MOLSA and social partners.

5.1.6 Sustainability

The project's sustainability varied, depending on the partner. At the national level, little movement was reported in the SD, in general, and in the sector, in particular. Neither the employers' associations nor the trade unions built up sufficient capacity to be modern representative social partners. The IR Service Centres have a good chance of becoming sustainable, as many resources have been allocated by BOLSA, to make them operational. Many of the initiatives taken within the project, at a factory level, on awareness raising of OHS and life skills are being continued by the factories, beyond the project.

6 LESSONS LEARNED AND EMERGING GOOD PRACTICES

6.1 Lessons learned

Working directly with factories and regions only can lead to a loss of ownership at a national level.

An important lesson learned from the current project concerns the benefit, and the potential negative impact, of working directly with factories, without the full engagement of the national constituents. Direct interventions with factories gave the project some immediate results and had a positive impact on working conditions, especially in relation to OHS within the targeted factories. However, the chosen approach limited the attention paid to the much-needed capacity building of the national structures of the constituents. The constituent's ownership of the project also seemed to be less because of this approach.

In its design, it was foreseen that the project would focus on factory-level interventions, and capacity building at the sectoral level had a lower priority. Because of this, no significant contribution to the planned national sectoral dialogue happened.

Lack of gender-disaggregated data in the design phase can lead to a low prioritisation of the empowerment of women.

In many cases, the project documents lacked gender disaggregated data. Likewise, the targets that were set out in the project document were not gender disaggregated. There were limited activities for ensuring the empowerment of women through targeted leadership capacity building for women. As a result, few women participated in the skills development whereas many participated in the awareness raising. A consequence of this could be that the skills and knowledge gap between males and females will increase and there is a lower likelihood of more female leaders appearing in the workers and employers' organisations or among labour inspectors (for example).

By far the majority of workers in the industry are women, but there are very few women in any leading positions in factories, among MOLSA and BOLSA officials or in workers and employers' organisations.

6.2 Emerging good practices

Life skills' training for young workers has a positive impact on productivity, staff turnover, absenteeism, and worker's self-estimation.

The project aimed to contribute to increased productivity and improved working conditions. A major challenge for the garment industry is its huge turnover; in some factories this can be 100 percent per year. There are a number of reasons for this phenomenon, but the main one is that the majority of the workers are industrial workers with low educational backgrounds and who lack an understanding of industrial working discipline and the challenges of urban life. The turnover of staff and the lack of working discipline have a negative impact on productivity.

To meet this challenge the project suggested introducing life skills' training as a part of the introduction training for all newly employed staff. The soft skills' training was very well received and some factories prepared their own trainers and are continuing the life skills' training, beyond the

project, and using their own means. However, they often remove the originally foreseen workers' rights element of the training.

The following points should be noted as important elements of the success of the intervention:

- The trainers and course developers had earlier experience
- The training manuals were developed, based on concrete needs
- An adult pedagogical approach with mixed theory and practise was chosen
- The topics were selected, based on the participants wishes/needs

The following limitations and challenges for the intervention were noted:

- It was difficult for the managers to allocate production time for training, beyond the awareness training provided during the introduction period, although in some factories periods with "dry"-lines are used for non-scheduled training
- Managers often leave out the workers' rights element of the training. In some factories the union was invited to conduct the soft skills' training, and this included giving the union the opportunity to explain how the union works. The achievements of this practice could be seen in:
 - Increased awareness of urban and factory life
 - Lower turnover, and absenteeism
 - Better discipline at work
 - Better understanding of family planning
 - Better household economy with the same income

This good practice could be replicated by other female-dominated companies and sectors in and outside Ethiopia. If implemented correctly, it could also contribute to poverty reduction.

7 RECOMMENDATIONS

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
Validity	<u>Recommendation 1:</u> Strengthen the quality control in the project design phase.	ILO CO, ILO RO, ILO EVAL	Medium	Long-term	None
Effectiveness	<u>Recommendation 2:</u> High priority should be given to contributing to the development of a social dialogue.	ILO CO, ACTRA and ACTEMP, social partners	High	Mid-term	High
	<u>Recommendation 3:</u> Efforts should be made to find a mechanism to ensure that workers' rights' issues remain an integrated part of the factories' introduction (soft skills) training.	ILO CO, INWORK and factory management	Low	Long-term	Low
Effectiveness of management arrangements	<u>Recommendation 4:</u> A stronger ownership should be established at national level. The focus on regional and factory level might have been appropriate in the short-term, but without strong national social partners, it will be difficult to ensure sustainability and up scaling at the national level will be difficult to realise.	ILO CO	High	Short-term	Low

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Priority of importance	Time frame for the implementation	Resource implications to implement the recommendations
	<u>Recommendation 5:</u> Strong efforts should be made to involve the Textile Working Group of the Ministry of Industry in all the relevant aspects of the interventions.	ILO CO and GoE	Medium	Long-Term	None
Impact	<u>Recommendation 6:</u> Secure free, democratic and transparent elections of committee members in the factories.	ILO RO, Buyers	High	Mid-term	Low
	<u>Recommendation 7:</u> Attention should be paid to the occupational health aspects of OHS, not only accidents.	ILO CO, SAFEWORK	Low	Long-term	Medium
	<u>Recommendation 8:</u> The direct capacity building of local trade union leaders does not build up capacity at the federation level; this should be considered in future interventions.	ILO CO, ILO RO, ACTRAV/ACTEMP	High	Mid-term	High
Gender	<u>Recommendation 9:</u> Priority should be given to the skills and knowledge development of female managers at different levels in the factories, female labour Inspectors and leaders in trade union and employers' associations.	ILO CO, ILO RO, ACTRAV/ACTEMP, INWORK	High	Short-term	High

APPENDICES

Appendix 1

Results Framework analysis by indicator

Objective	Performance Indicator	Indicator Definition	Baseline Information	Target	Final Evaluation Findings
Development objectives: improved labour relations, productivity, wages and decent working conditions in the textile and garment industry	Number of factories at national level meeting labour compliance requirements.	Workplace compliance measured based on statutory minimum requirements defined in the labour laws and ILO core conventions (refer CAT sheet)	0	10	The end-line survey is expected to provide indication of progress.
	Number of women and men workers with higher wages	Change in wage levels for different types of worker since beginning of project	low skilled: 912 Middle skilled: 1737 High skilled: 4117	Low skilled 1218.5 Medium Skilled 2243.8 High Skilled 4678.1	The end-line survey is expected to provide indication of progress. The evaluation did however not find any evidence for any wage increase.
	Number of women and men workers in garment sector whose wages and working conditions are determined through voluntary collective bargaining	CB coverage at sectoral level	31%	40%	The end-line survey is expected to provide indication of progress. It should however be reported that none of the factories visited by the evaluation team had renewed expired CBAs.
	Number of women and men workers reporting improvement in working condition	Number of workers who reported satisfaction in the working conditions	satisfied 37%	50%	The end-line survey is expected to provide indication of progress. Improvement does however not always mean satisfaction. Many workers report improvements on safety issues, but general dissatisfaction with working conditions.
	Number of women and men workers reported as having more voice in the workplace	Increase % of workers who are union members Decrease % of workers who believe that workers need to get permission of their employer before forming a union Increase % of workers who claims employer tried to prevent worker from participating in strike Decrease % of workers who claims employer hired new workers to replace striking worker Decrease % of workers who claims employer punished some workers for participating in strike	37% 70% 16.8% 16.1% 16.1% 56.8%	55% 20% 8% 8% 8% 90%	The end-line survey is expected to provide indication of progress. Baseline and target talk about totals not increase/decrease as indicated in the indicator definition. The EEC estimate the number of organized workers to 25%. In factories where a union was established it seems that often 70-90% of the workers have joined the union. In some factories are the union invited to explain about their work and about rights and obligations during the introduction/training period of newly employed workers. Forced overtime work is reported to be a minor problem, which appears very seldom. The indicator definition talks about "selected" worker members of committees, it is assumed that this should be "elected". The evaluation found that most committees are either selected directly by management or the candidates for election are selected by management. The majority of interviewed members

		Increase % of workers who always freely choose to work overtime Increase % of worker representatives in the committee such as OSH selected directly by Workers	35%	90%	of committees representing workers were selected and had managerial positions in the factory. A clear definition of "worker" seems to be in demand.
Immediate Objective 1: Conducive environment created to address challenges of building decent working conditions and social responsible manufacturing industries in the textile and garment sector	Gender sensitive policy recommendations, working conditions and industrial relations policies, are adopted	Gender sensitive policy developed at factory level with industrial relation as a component of the document	0	10 factories	The Final Progress Report state that all 10 factories have developed gender sensitive policies; this was confirmed by visited factories.
	No of textile and garment sector policy makers, key stakeholders, workers and employers who knows the roles of labour compliance in facilitating sustainable industrial development.	high level meetings organized for high level policy makers, key stakeholders, workers and employers	0	4000	5.000 reported to have participated in various meetings. It is however, questionable if the participants have knowledge rather than awareness from participation in the meetings. It seems likewise questionable, if all these meetings have been high-level meetings.
Output 1: A multi-stakeholder social dialogue forum is established (or anchored in existing structures)	Functional social dialogue forum in place	Social dialogue forum created to identify key changes of the textile and garment industry and provide policy recommendation	0	3 forums	Only one national forum and two regional fora were conducted. No ongoing tripartite dialogue was established. The regional TWGs have however during the implementation period been a good platform for dialogue also beyond project related issues.
	Gender sensitive policy recommendations adopted by annual forum.	Gender sensitive policy recommendation provided by the forum established through the project	0	1 policy recommendation	As annual fora were not conducted no policy recommendations were adopted.
Output 2: Gender sensitive national actions plans are adopted and implemented for a socially-responsible garment and textile industry development	Policy recommendations based on Regional level experience are summed up and adopted by the Forum	Number of policy recommendation document developed by the regional and federal forum for the development of textile and garment industry in Ethiopia	0	3	As annual fora were not conducted, no policy recommendations were adopted.
Immediate Objective 2: improved capacity of tripartite partners for labour law enforcement, improve productivity, wages, decent working conditions, social and labour compliance at sectoral and enterprise level	Increased union and its membership in the sector	Building the capacity of excising unions and support the establishment of new ones.	37%	55%	Both indicator, baseline and target is rather unclear. However, two new unions were established in target factories.
	Number of factories with collective bargaining	CB coverage in participating enterprises	5	10 enterprise	No CB is ongoing, and all CBA's have expired, but are prolonged until a new is signed.
	% of factories with 'well-functioning' grievance procedures	existence of grievance procedures and workers reporting satisfaction with the procedures	63%	90%	All visited factories reported about well-functioning (improved) grievance handling procedures.
	Systems for provision of IR advice to members in place in EEF and ETGAMA	EEF and CETU have functional IR service	0	2	Seems like there is an error in the indicator definition it talks about CETU should properly be ETGAMA. None of the two organisations has systems for provision of IR advice in place. ACTEMP is reported to have made many efforts within the project to support ETGAMA, but significant progress was not reported.

	No of improved labour inspection conducted in line with the training	Inspection guideline, standard practice and protocol developed and inspection training conducted	0	10 inspection/month	The target was overoptimistic the total number reached 57. It is however the impression that the quality of the inspections has improved significantly. The development of a standard federal checklist has proven to be an important tool for improving the work of the Labour Inspectors.
	No work related accidents in the last 12 months	average accident calculated based on the response from managers and workers	8	5	The methodology for calculating the accident frequency is normally per 100.000 working hours. To calculate per 12 months does not give much meaning as the number of workers differs. All factories report a decrease in the number of accidents.
Output Regional tripartite working groups are formed in	Functional regional/federal tripartite working groups established	TWG established in Oromia, Tigray and Federal level to guide the work of the project	0	3	Only related to project implementation. The Output indicates working groups working beyond the project implementation.
Output 2: An industrial relations service centre, as one-stop information hub, is established to provide capacity building and advisory services to workers and employers in the textile and garment industry.	IR Service Centre established	IR service centre established at MOLSA	0	1	Originally, it was planned to have a Regional IR Service Centre, then the PAC decided to place it in MOLSA this did not work, and it was decided to return to the original plan. This exercise created significant delay, but one centre is established and working with good success. A second centre is in the pipeline.
	No of advisory service provided by the centre for the factories	Factories targeted by the project	0	10	The one established IR Service Centre is covering two of the targeted factories. The centre has 7-8 requests for advisory and assistance per day from the 11 factories in the IP where it is based.
Output 3: Strengthened capacity of regional labour bureaus to provide effective labour inspection and industrial relations service	Number of labour inspectors trained	Training on specialized inspection focusing on garment and textile industry	0	129	200 are reported to have been trained.
	Average number of days to settle dispute	average days calculated based on the response from Managers and workers	13	5	The end-line survey is expected to provide indication of progress. All interviewed reported improvements and that disputes in general are handled within the timelines indicated by law.
Output 4: Strengthened capacity of trade unions in organizing, collective bargaining and social dialogue	Training curriculum on organizing, collective bargaining and social dialogue in place	curriculum agreed by tripartite partners	0	1	The evaluation could not find a justification for the request that curriculum for trade union training should be agreed by the tripartite partners. The curriculum now in place is developed in another project.
	Number of trade union leaders in the sector who have undergone training	Training in line with the curriculum	0	100	421 leaders and members are reported to have been trained, but no info how many of these were leaders.
Output 5: Strengthened capacity of employers' and their organisations for harmonious industrial relations in the sector	Adoption of new IR strategy by EEF and ETGAMA	IR strategy for EEF and ETGAMA	0	2	ETGAMA has adopted a new IR strategy.
	Number of HR managers trained in IR	HR managers trained by the project	0	60	It is reported that practically all HR managers in the targeted factories have been trained.
	% of workers who reported absence of CBA due to employer refusal to bargain with union members or worker representative decrease	Mutual gain collective bargaining training will be conducted for Employers and workers representatives.	18.8%	9%	The end-line survey is expected to provide indication of progress. Only in one of the visited factories were negotiations on going in all others were the CBAs expired.

Output 6: Strengthened capacity of workers' and employers' organisations at sectoral level for developing sound practices of social dialogue and ensuring social and labour compliance	Bi-partite consensus reached in respect of national laws and international labour standards	agreement on sound industrial relations, collective bargaining, grievance handling and dispute settlement	0	1	No such agreement is in place. The indicator was too ambitious, as the employers does not have the mandate from its members to negotiate sectoral agreements. ACTEMP has made efforts to create a joint employers platform.
	Number of functional OSH committees	OSH committee's with TOR, action plan and budget	0	10	There are OHS committees in all targeted factories, these have developed action plans, but does not have an own budget (which also would be unusual).
Immediate Objective 3: Capacity in place for improved labour relations, higher productivity and decent working conditions, at the	Productivity improvement	Increase in labour productivity calculated at Labour productivity = Total number of output per day per line/number of workers worked	23 piece per worker	30 piece per worker	These targets seem unclear, as the number of pieces will depend on the style in production. The end-line survey is expected to provide indication of progress.
	Increased union and union membership	Union membership figures at target enterprise level	37%	50%	The Indicator is unclear. The union membership in targeted factories is higher in most cases 70-90%.
	Increase in reported satisfaction with working conditions	Workers responding to positively to the following questions: E_24 Are you satisfied with the working condition with your current employer?, E_26 Would you like to get a different job, or are you happy to stay in this job for now? For how long do you plan to stay working at this job?	33%	60%	The end-line survey is expected to provide indication of progress.
	Number of workers with formal contract	for both regular and temporary workers	90%	98%	The end-line survey is expected to provide indication of progress. Workers report that permanent contracts normally are issued after the probation period. Non-permanent contracts seem not to be a major problem.
Output 1: Strengthened capacity of 10 selected enterprises for improved labour relation, productivity and decent working conditions in textile and garment sector	10 enterprise specific work plan to address industrial relations and working conditions	Enterprises that develop working plan to improve industrial relation through the bipartite committee	0	10 enterprises	Annual WPs were developed
	Number of participating factories implementing the work plan plans	Number of enterprises that implement working plan 2017-2019 to improve industrial relations	0	10 enterprises	All factories are reported to have developed and implemented work plans.
Output 2: Managers and supervisors are trained on modern and participatory practices for improved productivity	Number of companies with trained managers, supervisors and workers	Number of companies that have trained managers on industrial relation for productivity, collective bargaining, human resource management and occupational safety & health	0	10 enterprises	There are trained managers and workers in all the targeted factories. There are however, certain differences in the way the gained knowledge and skills are used.
	10 companies have improved HR policies in place	Number of companies that have human resource manual in line with the country legal framework and worker participation on HR policy development	0	10 enterprises	Some target factories have used the generic HR Manual developed within the project others have modernized their existing manuals coached by consultants made available by the project.

Output 3: OSH challenges are addressed by bi-partite OSH committees at participating enterprises	Number of enterprises with trained OSH committee	Number of enterprises that have trained OSH committee members and managers on OSH for	2	10 enterprises	All target factories have OHS Committees with trained members. Most of the members are reported to have been selected by management not elected by workers.
	Improved industrial accident recording and notification	Accident management recording on regular bases and analysis of the accidents by the OSH	0	10 enterprises	All target factories are reported to have systematic accident recording in place.
	Decrease of accidents rate at enterprise level	Accident rates	8	5	The target does not indicate any accident rate as foreseen in the Indicator.
Output 4: Employers' and workers' representatives are trained on sound labour relations practices of two-way communications, information sharing, consultation, negotiation and grievance handling	% Increase in awareness of Freedom of Associations and Collective Bargaining rights among workers and managers	Workers and managers response to the FOA and CB questions correctly % of workers who believe that workers need to get permission of their employer before forming a union and % of employers who allow representatives of the IFTLGWU or CETU onto the premises to talk to workers	70% 53%	20% 90%	The end-line survey is expected to provide indication of progress. The project reached out to 10 factories only, It is therefore not to expect, that there should be a significant general improvement on this basis.
	No of enterprise level dialogue	Number of dialogues at enterprise level for improved productivity, wage and better working environment	2	10 enterprises	Only in one of the factories visited by the evaluation team was a full-scale dialogue ongoing in the others was some and regular dialogue ongoing, but not on key issues such as renewing CBA.
	Number of enterprises engaged in good faith Collective Bargaining	factories managers and workers trained on mutual gain collective bargaining by the project	0	10 enterprises	Only in one of the visited factories was CB in good faith in place.
Output 5: Company policy implemented on HIV and AIDS and Sexual Harassment	Number of enterprises with policy in place on HIV/AIDS and Sexual Harassment including procedures to handle harassment in the workplace	enterprises that have develop/revise their policy of HIV and AIDS and Sexual Harassment	0	10 enterprise	All factories are reported to have HIV/AIDS and harassment policies and information activities in place.
	Number of enterprises which provided training on sexual harassment and HIV and AIDS		0	10 enterprise	Harassment and HIV/AIDS training is a part of introduction program in all factories.
Output 6: Workers capacity built on personal financial management to facilitate productivity.	Improvement in financial literacy score among workers	the score is calculated based on knowledge on basic money management and arithmetic skills such as budgeting and basic mathematical skill computation, 5 maximum	3.5	5	The end-line survey is expected to provide indication of progress.

	Number of workers who have received training on personal financial management	Number of workers who received a training on basic saving and financial management skill including arithmetic skills such as budgeting and basic mathematical skill computation	0	375	Final Progress Report says that 2.500 have received training, but the figure might be higher as factories continue beyond the project.
Output 7: Progresses including social compliance and labour relations, made by the project	Number of enterprises with best practice on labour relations.		0	10	In one visited factory, the HR manager described the union representatives as “bad people” in others are CBA’s not renewed one year after the existing expired.



Terms of Reference for Final Evaluation

FINAL VERSION 31 MARCH 2019

Project Title	Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia
Project Code	ETH/15/02/SID
Implementer	ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan
Partners	MOLSA, EEF, CETU, Industrial Federation of Textile, Leather and Garment Workers Trade Unions, Oromia and Tigray BOLSA
Backstopping units	INWORK
Development partners	SIDA and H&M
Budget	USD \$ 3,094,710.66 (SIDA US\$ 2,954,710.66 and H&M US\$ 140,000)
Duration	2015 - 2019
Type of Evaluation	Independent
Timing of evaluation	April-June 2019

I. Background of the Project

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

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

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

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

II. Link to the Decent Work Country

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

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

III. Project Management Arrangement

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

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

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

The responsibilities of the NSC include:

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

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

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

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

IV. Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with a budget over three USD million must have to go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation managers. The independent evaluation is implemented by a consultant expert in evaluation with no link with the project managed by an ILO evaluation manger oversights by EVAL.

The evaluation in ILO is for the purpose of accountability, learning and planning and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

The project was subjected in October 2017 to an independent mid-term evaluation, which has contributed to inform the design of a newly launched ILO programme titled “Advancing Decent Work and Inclusive Industrialization in Ethiopia”. In 2016, the project conducted a baseline study to evaluate the state of industrial relations and working conditions in selected factories active in the garment and textile sector. Building on the results of the baseline study, the ILO CO in Ethiopia is currently undertaking an additional survey and related analytical work that will serve as endline study⁵ for the project, as well as a baseline for the new “Advancing decent Work and Inclusive Industrialization in Ethiopia” programme. These are key studies that needs to be taken into account by this final evaluation.

V. Purpose of the Evaluation

The overall purpose of the independent final evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project
- Assess the extent to which the recommendations of the midterm evaluation have been taken into consideration and implemented;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;

⁵ The endline study will be available in preliminary results only at the time of the evaluation.

- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

VI. Scope of the Evaluation

The final evaluation will focus on the whole implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project.

The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines⁶ define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality as a cross-cutting concern throughout its deliverables and process, with special attention to women workers. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue and international labour standards.

The evaluation will take into consideration the Midterm evaluation report to avoid as much as possible duplication in the data collection and to understand changes that could take place from the time of the mid-term evaluation.

VII. Clients

The principal audiences for this evaluation are the Governments of Ethiopia, the social partners, the national and local project partners, factories, the ILO (ILO CO in Ethiopia, ILO Advancing Decent Work and Inclusive Industrialization team, ILO INWORK branch, as well as other relevant ILO policy departments, branches and programmes), and the development partners.

VIII. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

- i) relevance and strategic fit,
- ii) validity of design,
- iii) project effectiveness,
- iv) efficiency,
- v) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation⁷.

6

⁷ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 3rd edition , 2017

The evaluation will be conducted following UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC).

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

The evaluation should address the questions bellow. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,
 - Was the project relevant to the related government's strategy, policies and plans, the DWCP of Ethiopia, UNDAF and SDGs?
 - Was the project relevant to the felt needs of the beneficiaries?
 - How well has the project complemented and fit with other ongoing ILO and other organizations' programmes and projects in the country.
2. Validity of design
 - Has the design clearly defined outcomes, outputs and performance indicators with base-lines and targets?
 - Was the project design realistic?
 - Did the project design include an integrated and appropriate strategy for sustainability?
 - Was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
 - Has the project addressed gender issues in the project document?
 - Were any lessons learned from previous pilot projects considered in the design and implementation of the project?
3. Project effectiveness at micro, meso, and micro levels
 - To what extent has the project achieved their objectives in terms of stated targets at national and regional/sub-national levels
 - Have policies targeted by the project improved?
 - Has this been done through the planned outputs or new ones have been included, why and how effective have been?
 - Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
 - Which have been the main contributing and challenging factors towards project's success in attaining its targets?
 - What, if any, unintended results of the project have been identified or perceived?
 - How useful are the baseline and end line reports to assess the project effectiveness?

4. Efficiency of resource use
 - How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
 - To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?

5. Effectiveness of management arrangements
 - Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
 - Assess if the management and governance arrangement of the project contributed to facilitate the project implementation
 - Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?
 - Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis, DWT Cairo and Abidjan-ROAF) and the responsible technical units (INWORK) in headquarters?

6. Impact orientation and sustainability
 - To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?
 - Assess whether project outcomes are sustainable and identify the steps that have been taken to enhance it.
 - Identify and discuss gaps in the sustainability strategy and how these could be addressed by the stakeholders, including other ILO projects support.

IX. Methodology

The evaluation will be carried out through a desk review, Skype interviews with ILO officers in HQ and Cairo. Field visit to the project sites in Ethiopia that will cover consultations with development partners, the Government, employers' and workers' organizations, implementing partners, beneficiaries and other key stakeholders.

The baseline study and the endline preliminary data available will be considered a key reference point to assess the results of the project. Duplication of data collection will be avoided. However, the evaluator should complement and triangulate the preliminary data from the endline study.

The evaluation will be implemented through a consultative and transparent approach and made use of the following methods and tools: (i) a desk review of literature, (ii) semi-structured interviews with key informants and stakeholders including factory workers and factory managers/supervisors; (iii) focus group discussions with workers, factory managers and supervisors; (iv) direct observation during field visits to Ethiopia (Addis Ababa, Hawassa, Tigray and Oromia) and (vii) validation workshop on preliminary findings, conclusions and recommendations with all key stakeholders at the end of the field work, including tripartite partners, implementation agencies, ILO relevant officers and development partners, in Ethiopia and a de-briefing with the project team.

Desk review

A desk review will analyze project and other documentation including the approved logframe (annex II), implementation plan, annual reports project deliverables and other relevant documents. The desk

review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. The desk review will include briefing interviews with the project team and the development partners.

This will be reflected in the Inception report that will translate the TORs in an operational work plan. The Inception report will be reviewed and approved by the evaluation manager prior to the field work phase.

Field work

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

A first meeting will be held with the ILO Country office Director and with the Project Team. After that, the evaluator will meet relevant stakeholders including members of the Project Steering Committee (PSC) and TWG at national and regional levels, project beneficiaries, and experts to examine the delivery of outputs at local level and achieved expected and unexpected outcomes. List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluator.

A stakeholders' workshop will be organized to validate findings and complete data gaps with key stakeholders, ILO staff and representatives of the development partners.

After the workshop debriefing to the ILO Director of CO Addis and the project team will take place.

Draft Report

After the field work the evaluator will develop a draft evaluation report (see Deliverables below for the report outline its content) in line with EVAL Checklists 5 and 6.

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; background and details on specific projects evaluated can be provided in the annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The Evaluation Manager will circulate the draft report to key stakeholders, the project staff and the development partners for their review and forward the consolidated comments to the evaluation team. The project will translate the report into national languages, if necessary, for submission to stakeholders in the countries.

Final report

The evaluator will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5⁸. The report should address all comments and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good

⁸ *Opus cit.*

practices fact sheets from the project should be submitted as well. The quality of the report will be assessed against ILO/EVAL's Checklist 6⁹.

The evaluation manager will review the final version and submit to EVAL for final review. The evaluation report will be distributed to the key stakeholders to ensure enhance learning. The final evaluation report, good practices and lessons learned will be storage and broadly disseminated through the EVAL's database¹⁰ as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

Sources of information for the desk review:

- ILO Evaluation guidelines and templates
- Project documents
- Technical Progress reports
- Project deliverables
- Baseline and endline studies
- Research and studies conducted by the Project

Consultations will be held with:

- Implementing partners
- Direct beneficiaries of the project (factory managers and men and women workers, government),
- National and Regional Government officials
- Employers' and workers' organizations
- Civil Society Organizations/NGOs working with the project
- Development partners: SIDA and H&M
- Project staff
- ILO HQ, ROAF, DWCT Cairo and Ethiopia CO

X. Deliverables

1. Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, the report should include:
 - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.
 - Guide questions for questionnaires and focus group discussions;
 - Detailed fieldwork plan should be developed in consultation with the Evaluation Manager and project team;
 - The proposed report outline structure.
2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms

⁹ [EVAL Checklist 6: Rating the quality of evaluation reports.](#)

¹⁰ [ILO i-eval Discovery.](#)

- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each criterion or per objective
- Conclusions
- Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of the field work
 - Documents reviewed
 - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed.

All reports, including drafts, will be written in English.

XI. Management arrangements, work plan & time frame

The evaluation team leader will report to the evaluation manager Mr. Ricardo Furman (Senior M&E officer for ILO Africa), with whom he should discuss any technical and methodological matters. The evaluation manager will supervise the evaluator. The final approval of the report will be responsibility of the evaluation manger and EVAL.

The evaluation will be carried out with full logistical support of the project staff, with the administrative support of the ILO Office in Addis.

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

The first draft of the report will be circulated to all partners for a two weeks review. Comments from stakeholders will be presented to the evaluator by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included,

Evaluation team

The evaluation will be conducted by an independent international evaluator selected after a Call for expression of interest based on the profile presented below. The team leader will work together with a national independent evaluator as a team member.

Responsibilities and profile of the Evaluation Team

For the international evaluator and team leader:

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Briefing with ILO/ Evaluation Manager • Development of the evaluation instrument • Telephone interviews with ILO and development partners • Undertake Interviews with stakeholders and key informants • Undertake field visits in projects areas • Facilitate the stakeholders workshop • Draft evaluation report • Finalise evaluation report 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in social and/or economic development or other related field. • 7 years' experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant experience in the region in textile and the garment sector will be an asset • Demonstrated ability to deliver quality results within strict deadlines. • Fluency in English is essential • Experience facilitating workshops for evaluation findings.

For the National consultant:

Responsibilities	<u>Profile</u>
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Provide or facilitate translation and interpretation as required • Co- facilitate Interviews with stakeholders and key informants • Co-facilitate stakeholder workshop (under the team leader leadership) 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in country social and/or economic development or other relevant field. • 5 years' of experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience • Experience in facilitating workshops for evaluation findings. • Fluency in English • Knowledge of local languages in the field visit areas would be preferred • Experience in the UN system or similar international development experience desirable.

<ul style="list-style-type: none"> • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	
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Timeline

The evaluation will be conducted between April and June 2019, in accordance with the tentative timeline below¹¹:

Phase	Tasks	Responsible Person	Days TL	Days NC	Tentative timing
I	Preparation of TOR and consultation with stakeholders and ILO	Evaluation manager	0	0	06 -29 March 2019
II	Identification of independent international evaluator	Evaluation manager	0	0	1-5 April 2019
	Finalizing contracts	CO Addis	0	0	8-12 April 2019
III	Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument designed based on desk review	Evaluation team	5	3	15-19 April 2019
IV	Consultations with Project staff/management in Ethiopia Consultations with ROAF, ILO Addis, DWT Cairo and HQ Units Consultations with participating government officials Consultations with other stakeholders Debriefing and presentation of preliminary findings to the project team, government partners and other stakeholders	Evaluation team with logistical support by the Project	13	13	22 April-10 May 2019
V	Draft evaluation report based on desk review and consultations from field visits	Evaluation team	5	3	13-23 May
VI	Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to consultant leader	Evaluation manager	0	0	6 June 2019

¹¹ The exact dates will be established once the evaluation team has been selected.

VII	Incorporate comments and inputs including explanations if comments were not included	Evaluation team	2	1	10 June 2019
VIII	Approval of report by EVAL and dissemination	ILO-EVAL	0	0	11- 7 June
TOTAL			25	20	

XII. RESOURCES

Estimated resource requirements at this point:

- Team leader: travel to Addis and project target areas including flights and DSA days
- National consultant: travel to the project target areas including flights and DSA days
- Local transportation in the country
- Stakeholders' workshop

Appendix 3 Lessons learned and Good practices

Lessons learned

ILO Lesson Learned Template	
<p>Project Title: Improving industrial relations for decent work and sustainability development of textile and garment sector in Ethiopia</p> <p>Project TC/SYMBOL: ETH/15/02/SID</p> <p>Name of Evaluator: Sten Toft Petersen and Jonse Boka</p> <p>Date: June 2019</p> <p>The following lesson learned was identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Working directly with factories and regions can lead to loss of ownership at national level.</p> <p>An important lesson learned of the current project is the benefit and the potential negative impact of working directly with regional structures and factories without the full engagement of the national constituents. The direct interventions with the factories have given the project some immediate results and had a positive impact on the working conditions especially in relation to OHS in the targeted factories. The chosen approach did however limit the attention paid to the very much needed capacity building of the national structures of the constituents. The constituent's ownership to the project seems also to have become less because of this approach.</p>
Context and any related preconditions	<ul style="list-style-type: none"> - Project was designed to have focus on factory level interventions - Little attention was paid to build up sectoral social dialogue
Targeted users / Beneficiaries	<ul style="list-style-type: none"> - Tripartite partners - Factory managers, supervisors and workers
Challenges /negative lessons - Causal factors	<ul style="list-style-type: none"> - Loss of social partners ownership - Up-scaling limited - Huge workers turnover gives a relatively small output 3 to 6 months after the intervention.
Success / Positive Issues - Causal factors	<ul style="list-style-type: none"> - Immediate improvement of working conditions - Increased awareness among thousands of workers - Improved skills among managerial staff at factory level

ILO Administrative Issues (staff, resources, design, implementation)	- Increased use of outsourcing to private consultants due to lack of own expertise and human resources
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ILO Lesson Learned Template

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

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

Name of Evaluator: Sten Toft Petersen and Jonse Boka

Date: June 2019

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

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Lack of gender disaggregated data in the design phase leads to low priority of empowerment of women.</p> <p>The project documents were generally lacking gender disaggregated data, likewise were the set-out targets also not gender disaggregated. There were limited activities for ensuring women empowerment through targeted leadership capacity building for women. As a result, were few women participating in skills development whereas many participated in awareness raising. A consequence of this will be that the skills and knowledge gap between males and females will increase and by that is the likelihood that more female leaders will appear in the workers and employers' organisations and among e.g., Labour Inspectors be minimised.</p>
<p>Context and any related preconditions</p>	<p>The far majority of workers in the industry are women, but there are very few women in any leading positions in the factories, among MOLSA and BOLSA officials and in the workers and employers organisations.</p>
<p>Targeted users / Beneficiaries</p>	<p>Workers (young women) and potential female leaders and senior officials.</p>
<p>Challenges /negative lessons - Causal factors</p>	<ul style="list-style-type: none"> - Traditional role of women in rural areas where the young women are migrating from - Workers with low educational background - "Workers" representatives selected by management - Insufficient data to demonstrate the needs and challenges

<p>Success / Positive Issues - Causal factors</p>	<ul style="list-style-type: none"> - The young women are benefiting a lot from the soft skills/livelihood training they received within the project - Many of the women are now reported to use family planning - The working discipline and turnover has improved
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<ul style="list-style-type: none"> - The project budget did not allocate specific resources for women leadership development

Appendix 4: List of documents reviewed

List of Documents available and reviewed for the final evaluation

Project Documents and ToR for independent final evaluation

- Project document by ILO titled “Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia” (ETH 15/02/SID) with the outcome of increased capacity of ILO's constituents to apply social dialogue principles at the workplace
- Project’s logical framework
- ToR for independent final evaluation of the project, draft version 12 MARCH 2019

Development Country Programmes

- Federal Democratic Republic of Ethiopia “Growth and Transformation Plan 2010/11-2014/15”, November 2010
- Decent Work Country Programme 2014-15 (Ethiopia), July 2014

Annual Work plans

- Work plan 2016
- Work plan of 2017

Policy advice facilitated for the project

- Comments on the draft directive on labor in industrial parks and on the draft council of ministers’ regulation on industrial parks of Ethiopia, December 2015
- Technical advice to Ethiopia on the proposals to amend Labour Proclamation No. 377/2003

Project baseline survey

- A baseline report on: A decent work profile of the Ethiopian textile and garment industry-An evaluation of the state of industrial relations and working conditions in selected factories, including a ‘mapping’ of the capacity of Ethiopia’s industrial relations institutions, with recommendations to the social partners for change to policy and practice, November 2016

Project midterm evaluation report

- Mid-term evaluation report on the project “Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia”,

Project finances

- ILO Project Financial Status Report by Project Outcome, Output and Activity, ETH/15/02/SID, 09-SEP-2015 - 30-JUN-2019
- ILO Project Financial Status Report by Project Outcome, Output and Activity, ETH/15/05/HNM, as of as 31 December 2018.
- Project delivery rate, August 21, 2017

Project Reports

- Technical Cooperation Progress Report, September 2015 – February 2016
- Technical Cooperation Progress Report, January - December 2016
- Technical Cooperation Progress Report, January - December 2017
- Final Progress Report of the project, July 2015 – December 2018

Factory Review meeting notes

- Review meeting with Almeda Textiles PLC, February 22, 2017
- Review meeting with Ayka Addis Textile Investment group P.L.C, March 3, 2017
- Review meeting Beconnected Industrial, March 6, 2017
- Review meeting with GMM Garment PLC, March 7, 2017
- Review meeting with Arvind Lifestyles Apparel, March 22, 2017
- Review meeting with Jay Jay Textiles PLC, March 22, 2017
- ILO PROJECT REVIEW MEETING REPORT. March 2017

Factory level various training materials/manuals and presentations

- Effective Grievance Mechanisms – an ILO Perspective, February 2017
- Grievance Handling and Dispute Prevention, a discussion note
- Productivity Manual: Productivity Improvement Technical Support for Selected Textiles and Garment Factories in Ethiopia
- Model Grievance Procedure
- Grievance handling: a training course for employers and workers' representatives
- Principles of Freedom of Association, a discussion note
- HRM Policies and Practices
- The Importance of People and Relationships for Workplace Cooperation
- Social Dialogue as an Instrument for Productivity Improvement, a discussion note
- Successful Communication, a discussion note
- Workplace Cooperation, a discussion note
- Women Committee Capacity Building Training
- Report about training for Ayka HR managers and line managers and supervisors
- MANAGING HR COMMUNICATION, designed for Human Resource managers
- APPRAISING PERFORMANCE
- Employees retaining mechanisms

Human resources policy and manual development

- Human Resource Management Capacity Assessment Checklists
- Report on the human resource management & industrial relations consultancy assignment, May 2017
- Sustaining human resource management (HRM) capacity building for 10 textile and garment industries"

HR Manual

- HR Manual Employee Handbook, MAA GARMENT & TEXTILE FACTORY
- HR Manual, Almeda Altex
- HR Manual, Jay Jay factory
- HR Manual, Beconnected Labelling PLC
- HR Manual, GMM
- HR Manual, Ayka Addis
- HR Manual, Nazareth Garment

Employees Handbook

- Generic Employee Handbook
- Employee Handbook, MAA GARMENT & TEXTILE FACTORY
- Employee Handbook, Almeda Altex
- Employee Handbook, Jay Jay factory
- Employee Handbook, Beconnected Labelling PLC
- Customized Employee Handbook, GMM
- Employee Handbook, Ayka Addis
- Employee Handbook, Nazareth Garment

Labour Inspection

- Manual for Labour Inspectors in Ethiopia, November 15-20, 2016
- Report - TOT on strengthening the Capacity of regional labour and social affairs bureaus on effective labour inspection skills. November 2016

Miscellaneous documents

- Towards a National Minimum Wage in Ethiopia: An Exploratory Study, 2018
- Ethiopia “Textile and clothing value chain roadmap 2016-2020”
- Mapping of the garment and textile industry in Ethiopia, October 2016
- Confederation of Ethiopian Trade Unions: Research on the situation of working women in the Ethiopian flower growers, textile and leather-hide processing companies, November 2016
- Study on the state of industrial relations in Ethiopia -The case of large scale manufacturing, and construction sectors, December 2016
- A study on sustainable development of textile and garment industry in Tigray, June, 2017
- Productivity Improvement Technical Support for Selected Textiles and Garment Factories: Assessment Report, 2018
- Productivity Improvement Technical Support for Selected Textiles and Garment Factories in Ethiopia: a draft report
- CBA Mapping report of Ethiopian Textile and Garment Industry for International Labor Organization, September 2017
- CBA MAPPING MATRIX
- A STUDY ON SUSTAINABLE DEVELOPMENT OF TEXTILE AND GARMENT INDUSTRY IN TIGRAY
- National action plan for strengthening labour market governance and sustainable garment and textile industry development
- Report on the human resource management & industrial relations, precise consulting firm 2017
- Sustainability plan for human resource management capacity building, precise consulting firm, December 2017
- Terminal Report on the Human Resource Management & Industrial Relations, precise consulting firm, December 2017
- Labour Administration in Ethiopia: Institutional Mapping, June 2016

Multi stakeholder platforms

- Multi-stakeholder Social Dialogue Platform (federal level) “Ensuring Harmonious Industrial Relation and Decent Working Conditions for the Sustainable Development of the Garment and Textile Industry of Ethiopia”, December 14, 2016
- Oromia Regional Forum Amharic “Tripartite Industry Forum Background Document”
- Tigray Region Multi-Stakeholder Forum, Terms of Reference, July 2016

Occupational safety and health assessments and trainings

- Revised OSH Assessment Checklist, July 2017
- The Benefits of Integrating OSH into Business
- Recommendations on occupational safety and health gaps identified at JAY JAY Textile PLC, July 2016
- Recommendations on occupational safety and health gaps identified at Hirdaramani Garments PLC, July 2017
- Summary of recommendations on occupational safety and health gaps identified at Shints garments PLC, June 2017
- Summary recommendations on Occupational Safety and Health Gaps Identified at Nazreth Garment Share Company, June 2017
- Summary of Recommendations on Occupational Safety and Health Gaps Identified at ASHTON Apparel Manufacturing PLC
- Safety Hand book after Adama and Dire Training Comment
- Fundamentals of Occupational Safety and Health Course, June 2017
- Occupational Safety and Health Capacity Building activity in the Textile and Garment factories of Ethiopia, August 16 – December 15, 2016
- Training report “Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia”, July 20, 2016
- Training report of Almeda Textile and Garment Manufacturing, September, 2016
- OSH training report of Arvind Life Style Apparel Manufacturing PLC, September, 2016
- OSH training report of BeConnected Industrial September, 2016
- OSH training report of MAA Garment and Textile Manufacturing PLC, September, 2016
- Terms of Reference “Soft Skill training for Textile and garment Industries”
- Training Report “Soft Skill training for Textile and garment Industries” prepared by Organization for Women in Self Employment, April 2017
- First round Training Report “Soft Skill training for Textile and garment Industries” prepared by Organization for Women in Self Employment, March 2017
- Activity Report “HIV\ AIDS Day Event Celebration”, January 3, 2017
- World Day for Safety and Health at Work Celebration Report, May 2017

Workers empowerment

- Financial Literacy Training for Workers in the Textile and Garment Industry prepared by International labor organization (ILO) in collaboration with Confederation for Ethiopian Trade Unions and Organization for Women in Self Employment (WISE), January, 2017
- Basic Life Skills Training prepared for Workers in the Textile and Garment Industry by International labor organization (ILO) in collaboration with Confederation for Ethiopian Trade Unions and Organization for Women in Self Employment (WISE), January 2017
- Performance Report on Soft Skills Training for Textile and Garment Factory Workers and Training Unions Leaders, WISE, December 2018
- Report on Basic life Skills Training provided for Micro and Small Enterprise Operators, WISE, May 2019

Appendix 5: Data Collection Tools

Guide for Focus Group Discussions (FGDs) with workers/trainees

Background information

- 1) Date of FGD _____
- 2) Region _____
- 3) Name of Factory _____
- 4) Number of participants _____
- 4a) Union members: _____ Not Union members: _____
- 4b) Male _____ Female _____
- 5) Average age (estimate) _____
- 6) Month of latest training by the project _____

Relevance and contributions of the project

- Do you know the ILO project? Do you know the name of it?
- Do you know how you were selected for the training by the ILO project?
- What types of trainings and supports did you get from the project?
- What are major focuses of trainings and supports?
- Are the trainings and supports relevant?
- What are limitations of trainings and supports?
- What are main challenges of the workers in this factory?
- Which challenges have been solved due to the project and which ones are not solved?

Handout for participants in FGD

	Strongly disagree	Disagree	Agree	Strongly agree	Don't know
1. The training was useful/relevant					
2. I produce more unit per day after the training					
3. I feel more self-confident after the training					
4. My salary has increased over the last three year					
5. The information/training I got inspired me to seek more information (with my local TU)					
6. I have used the information to raise a discussion with other workers about working conditions in my factory					
7. My working conditions have been improved over the last year					
8. After the trainings by the project, I have participated in discussions with other workers and managers of the factory about working conditions in my factory					
9. The project has stimulated a debate between managers, workers and the trade unions in my factory about how working conditions can be improved.					

Semi-structured interviews with informants as outlined in the table below:

Informant	Issues to explore
ILO (Project staff)	<ul style="list-style-type: none"> ➤ Project set-up, ➤ Links and cooperation with other actors in the intervention, ➤ Partner selection criteria, ➤ Mechanisms for monitoring and self-evaluation and key lessons learnt, ➤ Project's main achievements and main difficulties experienced
Local partners leadership (PAC members)	<ul style="list-style-type: none"> ➤ Cooperation with ILO, ➤ Engagement with the project. ➤ Motivation to join ➤ Project's main achievements, ➤ Main difficulties experienced ➤ Main ideas and recommendations for a strengthening if the approach
Trade Union Representatives (Local, Regional and National)	<ul style="list-style-type: none"> ➤ Reasons to engage with the project, ➤ Relevance of the intervention, ➤ Opportunities to strengthen relevance, ➤ TU barriers and drivers for using capacity provided through the project
Employer Representatives (Local and National)	<ul style="list-style-type: none"> ➤ Reasons to engage/not engage with the project, ➤ Relevance of the project to employers, ➤ Factors that may strengthen relevance of project and its activities, ➤ Employer barriers and drivers for using information and capacity provided through the project.
MOLSA	<ul style="list-style-type: none"> ➤ Relevance of the project to the work of MOLSA at federal and regional level ➤ Opportunities to strengthen relevance

	<ul style="list-style-type: none"> ➤ Has the project filled in resource gaps in MOLSA
<p>Other stakeholders (SIDA, IndustriAll Global Union, IFMetall, WRC, Legal Aid Center, Mekelele, WISE, Precise and others)</p>	<ul style="list-style-type: none"> ➤ Relevance of the project initiatives in your field of work, ➤ Opportunities to strengthen relevance, ➤ Interaction/synergy between ILO project and other initiatives.

Guide for Semi-structured interviews with Project management (ILO country director, CTA, NPC) and project partners (SIDA)

- What are/were motivations for the project set-up?
- Who are partners in the project? What are partner selection criteria?
- Was project design participatory and realistic?
- Has the project design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- How relevant the project in terms of alignment with government priorities? ILO and UN priorities? Needs of beneficiaries?
- What are interactions/synergies between ILO project and other government and NGOs initiatives?
- What are the underlying assumptions of the project? What are strengths and weaknesses of these assumptions?
- What previous experiences were used in designing and implementing the project?
- What are major **achievements** and **challenges/difficulties** faced of the project?
- What are mechanisms for monitoring and self-evaluation and key lessons learnt?
- How lessons learned and knowledge gained have been captured, compiled and shared?
- Are results of the project shared and used to facilitate scale up best practices (**scalability**)?
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?
- How useful are the baseline and end line reports to assess the project effectiveness?
- Is there any strategy put in place to ensure sustainability of the results after the life of the project (**sustainability**)?

Guide for Semi-structured interviews with: PAC and TWG (federal and regional) members

- Was project design participatory, realistic and its implementation valid and timely?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- Relevance of the project to the government development strategies, plans and policies at federal, regional and local levels? Is it relevant to the felt needs of the beneficiaries: employers and employees?

- Who are major beneficiaries of the project? How project beneficiaries were selected (beneficiary selection criteria)? Any potential appropriate beneficiaries left out from the project?
- What are major achievements of the project in terms of improving targeted policies, creating enabling environment (systems, people's attitudes, etc.), improving social dialogue and meeting other targeted outputs/outcomes at various levels?
- What are unintended/unexpected effects of the project (both positive and negative)?
- Have the available technical and financial resources been adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Assess if the management and governance arrangement of the project contributed to facilitate the project implementation
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?
- Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?
- Do you think that the project outcomes/results are sustainable? Why?
- What foundations have the project laid in place in order to ensure sustainability?

Guide for Semi-structured interviews with:

Federal and Regional government officials/staff (MoLSA, MoI, BoLSA, BoI, TIDI and others)

- Why your office/bureau/institute has been engaged in the project?
- Was project design participatory, realistic and its implementation timely and valid?
- Who are project beneficiaries? How project beneficiaries were selected (beneficiary selection criteria)? Any potential/appropriate beneficiaries left out from the project? If yes, why?
- Relevance of the project to the government development strategies and objectives of your office? Is it relevant to felt needs of beneficiaries (employers and employees)?
- Has the project filled gaps in government offices/bureaus in terms of skills and resources at various levels?

- What are major achievements of the project in terms of improving targeted policies, creating enabling environment (systems, people's attitudes, etc.), improving social dialogue and meeting other targeted outputs/outcomes at federal and regional levels?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are barriers in your office/bureau (if any) that limited full utilization of resources, information and capacity provided by the project?
- Has the project received adequate administrative, technical and - if needed – policy support from the ILO office and specialists in the field
- Do you think that the project outcomes/results are sustainable? Why?
- What foundations have the project laid in place in order to ensure sustainability?
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?

Guide for Semi-structured interviews with:

Employers/Factory management

- What are reasons to join the project?
- How relevant the project is to the needs of employers in terms of improving labor relations (increasing productivity, reducing absenteeism, motivating workers, increasing understanding of employers about rights of workers, etc.)?
- Has the project influenced your relations with buyers?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges related to labor relations?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are employers' barriers and drivers for using information and capacity provided through the project?
- How results of the project can be sustainable?
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?

Guide for Semi-structured interviews with:

Employers' federations/associations

- Why did this employers' association join the project?
- What are relevance of the project to the needs of employers in terms of improving labor relations (increasing productivity, reducing absenteeism, motivating workers, increasing understanding of employers about rights of workers, etc.)?
- In what way has the project helped to increase the capacity of your organization?
- Has the project filled in skills and/or knowledge gaps in your organization?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges between employers and employees?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?
- What are employers' barriers and drivers for using information and capacity provided through the project?
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?
- How results of the project can be sustainable?

Guide for Semi-structured interviews with:

Trade Union federations/confederations

- Why did your organization join the project?
- What are relevance of the project to the needs of workers in terms of improving labor relations (increasing wage, reducing conflicts, motivating workers, awareness creation among workers about their rights and responsibilities, etc.)?
- In what way has the project helped to increase the capacity of your organization?
- Has the project filled in skills and/or knowledge gaps in your organization?
- What are factors that may strengthen the relevance of the project and its activities?
- What are major challenges between employers and employees?
- What are key successes of the project in addressing the major challenges?
- What are impacts of the project on the beneficiaries (employers and employees)?
- What are unintended/unexpected effects of the project (both positive and negative)?

- What are barriers and drivers for using information and capacity provided through the project?
- Crosscutting issues: gender clearly indicated in the project document and did the project equally benefit female workers? How results of the project can be sustainable?

- **Guide for Semi-structured interviews with:**

Brands (H & M, others, ...)

- Why brands have engaged in the ILO project?
- How much the ILO project is known to the brand community?
- Is the project relevant to the brands? If yes, in which way? If no, why?
- So far, has the brand community benefited from the project? What are the major benefits?
- Have outcomes of this project been noticed during audits?
- How the benefits/results of the projects would be maximized and sustainable?
- **Crosscutting issues:** gender clearly indicated in the project document and did the project equally benefit female workers?

Appendix 6: List of interviews, meetings and sites visited

List of Interviews, Meetings and Sites Visited

Monday, 20 May 2019	
9:00-10:30	Meeting Kidist Chala (F), CTA, ILO CO
11:30-12:30	Interview with Angesom Gebreyohannes (M), IFTLGWTU
2:30-4:00	Interview with Oromia BoLSA:
	Ayele (M), Harmonious Industrial Relation, Department Head
	Kebede Alemu (M), Industrial Relation, Team Leader
	Nemera Abdisa (M), Industrial Relation Expert
	Inawu Delju (M), Labor Inspector
4:30-5:15	Skype meeting with:
	John Ritchotte (M), Project Team Leader, INWORK, ILO HQ
	Andrea Marinucci (M), Project Technical Officer, INWORK, ILO HQ
Tuesday, 21 May 2019	
9:00-10:30	Interview with Addis Ababa BoLSA:
	Buzeyehu Taddesse (M), Harmonious Industrial Relation, Department Head
	Seyoum Lemma (M), Industrial Relation, Team Leader
	Dereje Teferi (M), Labor Inspector, Team Leader
11:45-12:30	Fistum Berhanu (M), Expert at Bole Lemi Industrial Park Service Center
2:45-3:45	Discussion with Fekadu Gebru (M), Director, Harmonious Industrial Relation Directorate, MoLSA
4:15-5:30	Interview with Mesay Legese (M), Precise Consulting, Project Manager
Wednesday, 22 May 2019	
8:45-9:15	Interview with Tesfayesus Yetbarak (M), Deputy HR Manager, Shints Factory
9:20-10:00	Interview with Shints Factory OSH Committee:

	Sara Asayehagn (F), Internal Auditor of local trade union and OSH Committee Member (workers)
	Amsalu (M), OSH Committee, Member (workers)
10:00-11:15	Focus Group Discussion with Shints Factory TU leaders:
	Mulugeta Mihirat (M), President of local trade union
	Sara Asayehagn (F), Internal Auditor of local trade union
	Getachew Fikadu (M), member of trade union
11:30-12:00	Interview with Jay Jay Factory management:
	Wondemagegn Zewdu (M), Deputy HR Manager
12:00-1:00	Focus Group Discussion with Jay Jay Factory OSH committee:
	Meron Melaku (F), OSH Committee, Chair, line manager/supervisor
	Hailu Gebru (M), OSH Committee Member (workers), line manager/supervisor
	Wosene Mulugeta (F), OSH Committee Member (workers), line manager/supervisor
	Elina Taddese (F), OSH Committee Member (workers), line manager/supervisor
	Selam Adissu (F), OSH Committee Member (nurse)
2:30-3:00	Interview with Beconnected Labelling Factory management
	Mr. Alemayehu, HR Manager
3:00-4:15	Focus Group Discussion with Beconnected Labelling Factory OSH committee
	Mr. Abraha Abera, OSH Committee and Compliance Handling Manager
	Mr. Zadik Moges, OSH Committee Member (worker), line supervisor
	Mekidas Mulugeta (F), OSH Committee Member and OSH Officer
4:15-5:00	Interview with Beconnected Labelling Factory TU leaders
	Tsigerada (F), TU Vice President
	Chaltu (F), TU Internal Auditor
Thursday, 23 May 2019	
9:00-10:30	Focus Group Discussion with Almeda Textile PLC management
	Hagos Berhe (M), HR Manager
	Fistum (M), Training Department Head

	Yeshareg (F), Personnel Head and OSH Committee Member (management)
	Giday (M), Personnel Officer
10:45-12:00	Gebremedihin Woldemariam (M), Almeda Textile PLC, TU President
2:00-4:30	Focus Group Discussion with line managers and supervisors of Almeda Textile PLC
	Teklemariam (M), Sewing line Supervisor
	Kifle (M), Planning Manager
	Teklu (M), Shift Supervisor
	Werawi (M), Industrial Engineer
	Zemanawit (F), Production Supervisor
Friday, 24 May 2019	
10:30-12:00	Focus Group Discussion with SNNP BoLSA:
	Asres Gizaw (M), Harmonious Industrial Relation, Department Head
	Behailu Zebdwos (M), Labor Board Officer
	Hassen Abduraman (M), Training Officer
	Meseret Markos (F), OSH Officer
	Wolela Shalemu (F), Dispute Resolution Officer
2:30-3:30	Interview with Hirdaramani Factory management
	Yekoyesew (M), Compliance Manager
3:40-5:00	Focus Group Discussion with Hirdaramani Factory OSH committee:
	Genet (F), Production Supervisor and OSH Committee Member (workers)
	Hirut (F), OSH Committee and Workers Council Member (workers)
	Wanete (M), Production Executive and OSH Committee Member (management)
Monday, 27 May 2019	
9:00-10:20	Interview with Alem Abraha (M), Legal Aid Centre: Labour Law and Collective Bargaining, Mekelle University
10:30-12:00	Interview with Tigray BoLSA:
	Solomon Gebrehiwot (M), Harmonious Industrial Relation, Department Head

	Aregai Kebede (M), Labor Inspector
12:00-1:00	Interview with Molalign Mekonnen (M), CETU Branch Office, Tigray
2:30-3:20	Interview with MAA Garment and Textile Factory management:
	Girmay Abraha (M), Training and Personnel Manager
3:30-5:00	Focus Group discussion with MAA Garment and Textile Factory OSH Committee and TU:
	Woldebirhan (M), TU Vice President and OSH Committee (workers)
	Senay (M), Compliance Manager and OSH Committee Member (workers)
	Goay (F), Nurse and OSH Committee Member
Tuesday, 28 May 2019	
9:00-10:30	Interview with Tsgie Haile (F) , General Director, WISE
11:00-12:30	Interview with Fiteh Woldesenbete (M), President, EEC
2:30-4:30	Interview with Yichalal (M), Communication and Marketing Director, EEF
Wednesday, 29 May 2019	
8:23-9:30	Interview with Anette Dahlstrom (F), Counsellor of SIDA project, Embassy of Sweden, Addis Ababa
10:20-11:25	Interview with Sara (F), Sustainability Manager, H&M Addis Ababa
11:45-12:30	Interview with Measho (M), CETU, External and Foreign Relation Dep. Head
2:45-3:30	Interview with Tesfaye (M), Ayka Addis Factory OSH Committee Member (Workers) and TU Leader
3:30-4:45	Interview with Ayka Addis Factory Management:
	Meseret Bireda (F), Compliance and Training Manager
	Haile (M), HR Manager
Thursday, 30 May 2019	
9:00-11:00	Interview with Agazi (M), ETGAMA
Friday, 31 May 2019	
11:30-2:30	Debriefing with Kidist Chala (F), CTA, ILO CO