



# Evaluation Summaries

## *Poverty Reduction through Decent Employment Creation in Ethiopia*

### Quick Facts

**Country :** Ethiopia

**Final Evaluation:** October 2008

**Mode of Evaluation:** Independent mid-term

**Technical Area:** Decent employment creation

**Evaluation management:** ILO Subregional Office in Addis Ababa

**Evaluation team:** Maureen Wang'ati (Measure Africa)

**Project Start:** September 2005

**Project end:** September 2008

**Project code:** ETH/06/50M/NET

**Donor:** United States Department of Labour (USDOL) (2, 100,000 US\$)

**Keywords:** Decent work, poverty reduction, employment creation

### Background & Context

#### Summary of the project purpose, logic and structure

Despite registering commendable macro economic performance overall since the 1990s, its effect have been minimal on reducing poverty levels in the country. Therefore, in an effort to reverse this trend, the Ethiopian Government (GoE) has developed national development strategies aimed at reducing poverty and its consequent socio-economic challenges. In 2002, the GoE launched a 3 year Sustainable Development for Poverty Reduction Program (SDPRP), which aims to build a free-market economic system. The SDPRP strategy is expected to enable the economy develop rapidly, end dependence on food aid and allow poor citizens to benefit from the country's economic growth. The updated version of this strategic

framework (SDPRP II) has been renamed and is now known as *A Plan for Accelerated and Sustained Development to End Poverty (PASDEP)*. The 3-year (2007-2010) funded DWCP programme was developed by the ILO and the United Nations Country Team in support of the PASDEP that focuses on improved commercialization in agriculture, private sector growth and scaling up efforts towards achieving the global MDGs to which Ethiopia is a signatory.

The main objectives of the programme are threefold:

1. To promote decent work in the cotton and textiles sector and making it nationally and internationally competitive;
2. To enhance productivity, competitiveness and market access through Decent Work in the Floriculture Sector of Ethiopia;
3. To create employment through sustainable solid waste management services by micro and small enterprises in Addis Ababa

#### Purpose, scope and clients of the evaluation

The purpose of the Mid Term Evaluation (MTE) and this report is to highlight the main findings, achievements, challenges, key lessons learned and recommendations of the Poverty Reduction through Decent Work Creation Programme in Ethiopia.

The geographic scope of the MTE is covering flower farms in Addis Ababa, Sebeta, Hoteta, Addis Alem and Debre Zeit. Also Cotton farms, ginneries and traditional weavers enterprises in Addis Ababa, Gambella, Arbaminch, Bahar-Dar,

Combolcha, Awassa and Nazret regions. Sectors that are the focus of the programme are also the focus of the evaluation: - Textile and Cotton, Solid Waste Management and Floriculture industries.

The objectives of this MTE are to identify the issues affecting service delivery and the slow rate of activity implementation and completion and to identify and propose practical recommendations to help re-design the programme and facilitate expedition of service delivery to ultimately achieve intended program results: outcomes and impacts.

Clients for this MTE are the Addis Abeba SRO, ILO's technical unit in HQ, USDOL and tripartite constituents.

### **Methodology of evaluation**

The methodology adopted entailed the following activities:

- Document reviews
- Web based research
- Round table meetings
- Focus group discussions
- Individual key informant interviews

An involved and participatory approach was adopted for the MTE to facilitate learning, information sharing and to enhance the quality of the study including interpretation of the findings. The Mid Term Evaluation was commissioned by the ILO Regional Office in Addis Ababa from 13<sup>th</sup>-10<sup>th</sup> November 2008 and conducted by an independent evaluation consultant.

### **Main findings and conclusions**

The findings of this study indicate that the Poverty Reduction through Decent Employment Creation in Ethiopia Programme is well aligned and relevant to the interests and priorities of the ILO, the government of Ethiopia, other NGOs, businesses and civil society institutions engaged in the bipartite and tripartite collaboration at meso, micro and macro levels. The programme experienced a late start due to government bureaucracy that is beyond the direct control of the Programme. Further to this, the rather new approach involving, for the first time, Ethiopian national counterparts from government has realized the benefits of

increased alignment, relevance, ownership and potential for sustainability. However the approach has also brought about unforeseen challenges of coordination, capacity building, and incentives for government workers, logistical planning and budget constraints that were not previously anticipated. This coupled with the Programme's focus in two commercial sectors (cotton and textiles and floriculture) as well as one sub-sector-Solid Waste Management and cross cutting issues of HIV/AIDS, Gender, International Labour Standards, Social Dialogue and Child Labour has contributed to a very complex and multi-faceted programme which requires very high standards of management and coordination to ensure its success and future sustainability.

The demands for inclusion, consultation and more formal involvement by important tripartite and social partners such as CETU, EEF, AACA among others further complicates this programme and impresses upon it the need to seriously reconsider its overall management structure, commitments in terms of outputs and activities; and its overall objectives and outcomes to ensure that they are realistic and achievable within the programme cycle and the context of the country's business re-engineering reform process.

The current changes being experienced on all levels and in all partner groups presents an opportunity for the programme to ensure its sustainability by being more responsive and timely in its and , coordination efforts. The Technical Working Groups although difficult to organize and work with initially have proven to be indispensable and a model for implementation in the cotton and textiles component. Their needs for capacity building and facilitation should however be re-considered by the programme if it is to achieve its wide mandate over the remaining period, including scaling up and replication of programme achievements and positive outcomes.

### **Lessons Learned and Recommendations**

#### **Important lessons learned:**

- The monitoring and evaluation function component of the programme should be strengthened. An M&E framework and results chain needs to be developed and continually

monitored and periodically updated by a team of dedicated staff and with the help of an experienced M&E consultant. Opportunities to share monitoring findings should be identified during regular office meetings and also through quarterly reports and informal discussions with managers and specialists for each component. This would allow timely adjustments to the programme that would help it be well aligned to the needs of each stakeholder group and increase opportunity for effective delivery of services by highlighting the status of expected outcomes regularly, given the project a chance to comment and expedite its activities.

- The work plan was found to be overambitious and with too many activities that cannot be effectively delivered with the low level of capacities of bipartite and some tripartite partners engaged in the delivery process. Therefore the programme should revisit the immediate objectives and activities as designed and determine together with their implementing partners which to prioritise in order to achieve the desired goal of the programme. Ultimately the focus need not be on the expenditure rate or activity delivery rate, but on the rate of achievement of planned outcomes and impacts of the programme through targeted activities.
- Since coordination was found to be generally weak at all levels, (macro, micro and meso) the recommendation is that the programme engage in a concerted effort with its partners to harmonize its approach to programme implementation. Outcome Mapping through Intentional Design can be applied so that staff can clarify and refine its vision, mission, partners, outcome challenges, and progress marker measures, priorities for monitoring, evaluation and reporting structures and for development of the M&E Framework.
- The current successful model in the cotton and textiles component should be

replicated to all components so as to lighten the workload for staff and government partners and as a strategy for capacity building and for scaling up and development of synergies necessary for achieving the ambitious objectives of this programme and other ILO interventions in Ethiopia in future.

- All three components of the DWCP for Ethiopia are well aligned and relevant to the macro, meso and micro sectors. Their complementarity is also well assured. However, as the programme document was drafted in 2006, certain aspects of the program (assumptions, strategy, design, planned activities and expected results) need to be revised and updated through relevant processes to fit the current priorities and needs of implementing partners and other stakeholders.