



**Project Code: NSDETI**  
**Project Title: Educating Trade Unionists and Developing Social Dialogue in Ethiopia**

## **LO - NORWAY- CETU FINAL EVALUATION REPORT, 2015-2018**



**BY**

**GRAYSON KOYI  
OLAV ANDRESEN  
MARY KARIMU**

**24 APRIL 2020**

## TABLE OF CONTENTS

<b>ACKNOWLEDGEMENTS</b> .....	<b>iii</b>
<b>ACRONYMS</b> .....	<b>iv</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>v</b>
<b>1.0 BACKGROUND INFORMATION AND CONTEXT</b> .....	<b>1</b>
1.1 Profile of CETU.....	1
1.2 Current socio-economic and political context in Ethiopia .....	1
<b>2.0 OBJECTIVES AND EVALUATION METHODOLOGY</b> .....	<b>3</b>
2.1 Project overview .....	3
2.2 Purpose and scope of the evaluation .....	3
2.3 Objectives of the evaluation.....	3
2.4 Evaluation criteria .....	4
2.5 Evaluation methodology .....	4
<b>3.0 KEY FINDINGS OF THE EVALUATION</b> .....	<b>6</b>
<b>3.1 Key Result Area (KRA) 1: Establishing more unions at enterprise level</b> .....	<b>6</b>
3.1.1 Objectives of KRA 1.....	6
3.1.2 Key strategies and inputs .....	6
3.1.3 Project activities and outputs .....	6
3.1.4 Achievement of objectives.....	8
3.1.5 Project management and coordination.....	9
<b>3.2 Key Result Area 2: Increasing trade union membership</b> .....	<b>10</b>
3.2.1 Objectives of KRA 2.....	10
3.2.2 Key strategies and inputs .....	10
3.2.3 Project activities and outputs .....	10
3.2.4 Achievement of objective .....	12
3.2.5 Project management and coordination.....	13
<b>3.3 Key Result Area 3: Increased collective bargaining agreements</b> .....	<b>14</b>
3.3.1 Objectives of the KRA3 .....	14
3.3.2 Key strategies and inputs .....	14
3.3.3 Project activities and outputs .....	14
3.3.4 Achievement of objective .....	15
3.3.5 Project management and coordination.....	16
<b>3.4 Key Result Area 4: Increased female trade union leaders</b> .....	<b>17</b>
3.4.1 Objectives of KRA 4.....	17
3.4.2 Key strategies and inputs .....	17
3.4.3 Project activities and outputs .....	17
3.4.4 Achievement of objective .....	18

3.4.5	Project management and coordination .....	18
<b>3.5</b>	<b>Key Result Area 5: Effective engagement in social dialogue .....</b>	<b>19</b>
3.5.1	Objectives of KRA5.....	19
3.5.2	Project Activities accomplished.....	19
<b>4.0</b>	<b>ASSESSMENT OF PROGRAMME RELEVANCE, EFFECTIVENESS, EFFICIENCY, AND IMPACT AND SUSTAINABILITY .....</b>	<b>20</b>
<b>5.0</b>	<b>CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS.....</b>	<b>23</b>
5.1	Conclusions.....	23
5.2	Lessons Learnt .....	23
5.2.1	Upstream (Project management and co-ordination).....	23
5.2.2	Downstream (Project Implementation) .....	24
5.3	Recommendations.....	24
5.4	Future Cooperation and Partnership .....	27
	<b>BIBLIOGRAPHY.....</b>	<b>28</b>
	<b>APPENDIX I: LIST OF INTERVIEWEES.....</b>	<b>29</b>

## ACKNOWLEDGEMENTS

During the course of this external evaluation, the team benefitted immensely from excellent backstopping and logistical support from the Confederation of Trade Unions of Norway (LO-Norway) International Department Team comprising Mrs. Nina Mjøberg, Head of Solidarity Section and Mrs. Alice Gondwe-Siame, Regional Consultant for Africa. In preparation for the study visit to Ethiopia between the 12th and 18th of January 2020, Mrs. Nina Mjøberg provided background documentation and support on practical matters and useful insights, for which the team is greatly indebted.

The leadership of the Confederation of Ethiopian Trade Unions (CETU) warmly received us and provided a congenial environment for the evaluation, always looking for ways of facilitating the evaluation. For this, we owe them a huge debt of gratitude. The point-person at CETU, Mr. Berhanu Deriba Birru, Head of Education and Training Department, was untiring in his efforts to ensure that everything went according to plan, and the Project Coordinator Mr. Hunde Gudeto was often with us way past normal working hours. We remain greatly indebted.

To all those met and interviewed during the course of the evaluation in Ethiopia, whose names are in Appendix I, this evaluation would not have been possible without your selfless sharing of your experiences and information. We sincerely thank you for your generous inputs, and for setting aside your valuable time to meet with us and discuss the activities you participated in, and your role in this Co-operation Agreement. We hope to have done justice to all the information you off-loaded, and that this Report will assist in taking this precious work forward to achieve all your objectives.

We would also like to express our sincere appreciation to the Norwegian Embassy in Addis Ababa, Ethiopia, who shared useful insights on the nature and scope of Norwegian bilateral cooperation in Ethiopia.

While we are happy to acknowledge the support received from the aforementioned, we remain solely responsible for the positions taken in this Report, and any errors of omission or commission therein.

Grayson Koyi  
Olav Andresen  
Mary Karimu

## ACRONYMS

CBA	Collective Bargaining Agreement
CETU	Confederation of Ethiopian Trade Unions
CSA	Central Statistics Authority
EEC	Ethiopian Employers' Confederation
EEF	Ethiopian Employers' Federation
EPRDF	Ethiopian People's Revolutionary Democratic Front
EY	Ernest and Young
GDP	Gross Domestic Product
GTP II	Growth and Transformation Plan (second phase)
GTUC	Ghana Trade Union Congress
ILO	International Labour Organisation
KRA	Key Result Area
LO-Norway	Confederation of Trade Unions of Norway
M & E	Monitoring and Evaluation
MoLSA	Ministry of Labour and Social Affairs
NOK	Norwegian Krona
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OSH	Occupational, Safety and Health
OSHE	Occupational, Safety, Health and Environment

## EXECUTIVE SUMMARY

This end of project evaluation was undertaken on behalf of LO-Norway and its Co-operating Partner in Ethiopia, namely, the Confederation of Ethiopian Trade Unions (CETU), covering the period 2015 to 2018. The aim was to evaluate the LO-Norway - CETU project "Educating Trade Unionists and Developing Social Dialogue in Ethiopia" for the period 2015-2018. The evaluation looked into the following areas: achievement of objectives; project management; project activities and coordination. The main purpose of the evaluation was to document higher-level results from the project, and to contribute to further development and project improvement and learning in CETU and LO-Norway. In particular, the findings and recommendations will be used to inform the project for the coming years. Given these identified needs, the evaluation applied the OECD-DAC criteria for evaluation, assessing project relevance, effectiveness, efficiency, impact and sustainability of results.

The evaluation relied heavily on qualitative research methods including literature review, interviews, and focused group discussions. The five (5) Key Result Areas (KRAs) tracked were: 1) establishment of more unions at enterprise level, 2) increase in members, 3) increase in the number of collective agreements, 4) increase in the proportion of female leaders in CETU, and 5) improving relations with the social partners and dialogue with the employers.

The key findings of the evaluation are as follows:

### **1) Establishment of more unions at the enterprise level**

In terms of the objective to establish more trade unions at the enterprise level, available information suggest that the number of basic trade unions increased by 45 percent at the end of the project period, rising from 1182 in 2015 to 1714 in December 2018. The increase in the number of basic trade unions established at enterprise level in turn increased union membership. In 2015, the number of CETU members was 415,515. This figure rose to 511,083, representing a membership increase of 23 percent over the project period. The increase in membership and basic trade unions altogether strengthened CETU in advancing and defending workers' rights in Ethiopia.

### **2) Increase in membership**

The agreed indicator for measuring the result on membership growth was to increase union membership from 415,515 members in December 2015 to 486,000 in December 2018, representing a targeted membership growth of about 16.9 percent<sup>1</sup>. This target was met and exceeded. Actual growth was 511,083 or 4.9 percent higher than the target. CETU membership increased to 511,083 by December 2018, which is an increase of 23 percent for the whole period, demonstrating high project effectiveness in regard to the membership growth objective. The steady rise in membership can largely be attributed to sustained organising and recruitment activities formulated and implemented during the LO-Norway project intervention period (2015-2018) which, resulted in organising and mobilisation of unorganised workers that brought on board 95,568 new union members during the project implementation period. But, it should be pointed out that considering the rapid industrial growth going on in Ethiopia (averaging 20 percent per annum), the membership growth target of around 4.2 percent per annum appear to have been on the low side<sup>2</sup>. Appropriate targeting would be of the essence going forward.

### **3) Collective Bargaining Agreements Signed**

---

<sup>1</sup> The initial target was to increase membership by 20 percent during the project period, or about 5 percent per annum but due to data harmonisation and reconciliation of baseline figures, this effectively translated into a project target of about 16.9 percent membership growth target or 4.2 percent per annum.

<sup>2</sup> Compare for instance, the annual membership growth target of the Building and Woods Trade Union of Cambodia (BWTUC) in 2019 was 10 percent, and that of Migration Asia which was 14 percent.

A key performance indicator was to increase the number of Collective Bargaining Agreements (CBAs) by 126, from 507 in January 2015 to 633 in December 2018. Available documentary evidence suggests a total of 295 new collective agreements were signed between 2015 and 2018, against a target of 126, representing a 58 percent achievement rate. In other words, there were about 74 CBAs (new and renewed) being signed every year. It was unclear, however, how specific sectors or industrial federations or provincial branches performed. In the same vein, it was unclear whether all these were newly signed or mostly re-negotiated agreements. The data available was not disaggregated according to industry sector or provincial branches. Data organisation appear to have been problematic during the project cycle. Knowledge of how sectors or industrial federations were performing in this regard, would have helped to know dominant sectors not only in terms of collective bargaining agreements but also in terms of source of membership growth for priority organising support. Nonetheless, the general project target was achieved and exceeded. Going forward, a baseline needs to be established in the context of duration/effectivity of CBAs in Ethiopia. In some countries like the Philippines, CBAs expires after 5 years. Targeting is on the basis of how many among existing CBAs of affiliates are set to expire on a yearly basis and new workplaces being organised and whether they have initiated and concluded new CBAs. However, newly signed CBAs have contributed to improved welfare not only of workers but their families as well because these agreements included social benefits.

#### **4) Proportion of Female Trade Unions Leaders**

Evidence suggests that the project activities led to the establishment of more women committee structures within CETU that opened up spaces for increased women participation in CETU leadership structures although the general feeling among women participants was that these established structures remained non-functional during much of the project cycle. Women are still grossly under-represented in CETU activities and organisational structures. The proportion of women in basic trade unions was reported at one third in December 2018. The objective was to increase female trade union leaders by 30 percent within four years, implying that the proportion of female leaders was to be increased from 2,123 (baseline figure in 2014) to 2,759 in December 2018. There is no evidence to show that this was achieved. At best, there was observed only one woman leader in the CETU National Executive Committee of ten members. Discussions with women representatives suggest that the proportion of women at local level was still very low although the situation was slowly improving. Data on the actual proportion of women in leadership structures was not available thereby limiting the analysis in that regard.

#### **5) Improvement in social dialogue with employers and government**

Evidence suggest that social dialogue has generally improved and that the external impact of the LO-Norway project has been notable with associated welfare enhancing outcomes linked to improved wages, social benefits and terms of employment in newly signed collective agreements. With the labour law revisions process, participation in the National Tripartite Consultative Board and Minimum Wages Board Forum, CETU and the participating affiliates have been able to improve their performance on social dialogue. The improvements made to the labour law and development of a minimum wage road map are cases in point. The societal impact of the project cooperation, therefore, appears significant. Some gaps do remain for future improvement, however. For instance, the low salaries in industrial parks calls for heightened advocacy and unionisation of workers in there while the low representation of women in trade unions urges the need for increased attention to women's right issues in the workplaces. There is certainly potential for CETU to improve its societal impact and further strengthen its voice although the industrial relations environment remains hostile, especially in industrial parks. Going forward, CETU needs to improve the overall skills of its provincial branch leaders. Interviews and available evidence suggests that most of the provincial branch union representatives are relatively weak on basic trade union skills set compared to leaders of industry federations who are mostly from the main city in Addis Ababa. But the bulk of negotiations and social dialogue for workplace improvements and the general terms and conditions of work happen in the industrial parks and factories. Those outside the

capital city will need a lot of capacity building and skills training, both in oral and written communications.

### **Assessment of relevance, effectiveness, efficiency, impact and sustainability**

The **relevance** of the project cooperation is not in doubt given the great need of CETU for organisational capacity building and the country's need for a labour friendly industrial and labour legislative framework. Admittedly, the project components resonated with the priorities of CETU as stated both in its Constitution and Strategic Plan (2015-19). Project support is particularly critical in a country with low levels of unionisation and weak implementation capacities amongst the three social partners. Further, and of special note, in terms of the relevance of the project was the emphasis of the project on social dialogue, particularly in the third and fourth years of project implementation which was aligned to the national policy priority of the country to revise the principle labour relations law. The support rendered to CETU enabled the organisation to build capacity and effectively input and influence the process and content of the newly enacted national labour law, namely the Labour Proclamation of 2019.

In this regard, the project also served as a technically relevant and adequate solution to the problem the country was trying to address of enacting a more internationally conforming industrial labour regulatory regime. On **effectiveness**, the project largely achieved its goals. Four (4) of the five (5) KRAs fully achieved their goals, representing an overall head count score of 80 percent for the entire project. More specifically, significant results were achieved on original goals set on each KRA. One drawback, however, which relate to project management was that information sharing across different departments associated with the project appear to have been less optimal. This highlights the need for improved coordination. In terms of **efficient** utilisation of resources, there was evidence of a conscious effort to do 'more-with-less' although room remain to have done better with human resource utilisation.

Evidence further suggests that social dialogue has improved and that the **societal impact** of the project has been seen in improved wage incomes through collective bargaining which has had social welfare enhancing effects on livelihoods of urban households. This notwithstanding, the real challenge is on **sustainability** of results, especially given the over-dependence on external support and in particular LO-Norway which still constitute over 80 percent of CETU's project budget. The picture of other cooperating partners aside from Lo-Norway was not very visible. This highlights the significance of implementing a concrete sustainability plan and an aid exit strategy. A useful starting point would be to leverage union dues and rental income from CETU buildings for future sustainability, with particular attention paid to dues structure, and cost-sharing between and among the industry federation, basic trade unions, and the provincial branches and grassroots unions.

Equally of note is that while programming improved generally, there were still recurring issues that increased risks in project management which even though they might have been highlighted fairly early, persisted throughout the project, including issues of gender inequality in trainings' participation, absence of young workers and youths as second line leaders, low proportion of female trade union leaders, data management gaps, and initiatives for sustainability of results. In essence, there is need to develop a comprehensive organising plan including a framework for systematically organising youths and informal workers in CETU. The establishment of women committees at CETU and affiliates unions is a good example of how to re-energize the labour movement in a gender-sensitive and inclusive manner as well as focusing on cross-cutting issues such as child labour, environment, disability and HIV/AIDS. But, it is not enough to establish the structures. These structures must be made functional with expressed increase in budget allocation towards them. A pro-active involvement of the women committee at confederation level in training activities would signal demonstrated commitment towards gender affirmative action. Besides, while only having one or two people from education and training department to deliver all the trainings might be cost-effective, it certainly is not efficient. Efficiency would constitute training more training of trainers and systematic utilisation of their skill and increasingly adopting more discursive and reflective learning methodologies that can complement non-discursive learning methodologies and equipping learners with capacities to design and implement and training programmes.



## Recommendations

The following recommendations can be logically derived from the conclusions:

1. **There is need to strengthen the implementation of standard results-based reporting** so that due attention is given to all aspects of the monitoring and evaluation (M&E) framework. Specifically, it is recommended that CETU undertakes the following actions:
  - a. Articulate and implement an M & E plan that should complement the project cooperation agreement. This should list all indicators and project targets, data sources, baselines and reporting frequency and level of reporting /disaggregation required during the entire project cycle. This will cure the inconsistencies observed whereby reporting formats and depth of information was not consistent across the project life cycle.
  - b. Increase the number of personnel involved in project's results reporting. Only having one or two persons from the education department may not be enough. The role of the research department, for instance, particularly in reporting higher-level results is critical as is the role of organising department, women affairs and finance departments. All these must be part of the project's results reporting framework.
  - c. Build a corps of trainers and establish regional training teams or provincial branch training teams from those that have already undergone basic training of trainers. Likewise, all industry federations should also establish their own training departments and form their own training teams.
  - d. Specify persons responsible for each monitoring activity. Identify and specify personnel responsible for data collection and management to ensure sufficient precision, accuracy, timeliness and disaggregation of data with an ability to measure all the relevant indicators across the entire results chain.
  
2. **It is important that CETU implements and prioritises a membership data management system** that captures membership characteristics and profiles to enable it strategically prioritise those sectors and industrial federations with great membership potential in organising efforts, in order not to thinly spread the limited resources that may be available in the short-run while the organisation seeks to build permanent capacities. Therefore, in an effort to ensure presence of comprehensive membership information gathering, it is recommended that CETU undertakes the following actions:
  - a. The current state of the Organizing Department should be evaluated, not only at the confederation level but also in the industry federations as well as in the provincial branches to understand the current needs for organising effectiveness in the context of the future of work.
  - b. Capacitate the Organizing Department. Ironically in the series of training programs, there appeared to be no skills training available for organizers to develop and improve their organising skills. Hence, there should be skills training in data base collection storage, management and analysis. The staff should be prepared for system upgrade.
  - c. Design and implement a standardised membership data collection template/form and procedure that should be availed to industrial federations/basic trade unions to ensure uniform and timely capture and organisation of membership demographics.
  - d. Establish a modern automated membership data storage and reporting system.
  - e. Direct affiliate federations to update membership information with CETU monthly.
  - f. Support the documentation and research departments with specific capacity building trainings in membership database management.

3. **A pro-active union organising agenda towards youths and workers in the informal economy is recommended** given the huge membership potential among youths and workers in the informal economy that are currently unorganised<sup>3</sup>. Specifically, CETU should consider:
  - a. Strengthening its youth outreach programme to college and university students.
  - b. Establish youth structures across different levels of the organisation and articulate specific activities for making them functional.
  - c. Articulate a pro-active union organising agenda towards the informal economy.
  - d. Strengthen collaboration and alliance building with civil society organisation already acting in the informal economy.
  - e. Arrange for exchange programmes to draw lessons from the experience of other countries in organising the informal economy (e.g., learning from the experience of SENTRO in the Philippines on Social Movement Unionism or Ghana or Uganda’s informal economy organising).
  
4. **A pro-active gender mainstreaming approach should be implemented** at both CETU and affiliate level in order to realise gender affirmative action, and that this pro-active approach must be linked to the overall results-based monitoring and evaluation of programme activities to ensure gender results at outcome and impact levels are achieved. Specifically, CETU should:
  - a. Revisit the CETU Gender Policy Document to clarify in its affirmative action targets for integration of women into the leadership structure at the highest levels of the Executive Committee (the statement in section 2.3.1 of the Gender Policy is not clear). A clear target of how many percent women representation needs to be clearly stated. The document only mentions enabling environment on initiatives for a 30 percent participation in the work force (section 3.4.2) but would benefit from further clarity and a definite action plan on the ascension of women leaders in all levels of the organisation. CETU should consider setting a quantitative target for such an affirmative action by, for instance, setting a quota just like many unions across the globe are doing.
  - b. Implement the 50-50 gender equality principle to ensure that for all project supported training activities, the distribution of participants should be 50 percent male and 50 percent female. The types and contents of the trainings conducted also need to be reviewed. A separate module on gender sensitivity training specifically for men need to be included.
  - c. Ensure that women structures established during the project are further supported to make them functional.
  - d. Increase budget allocation to women activities for continued capacity building.
  - e. Improve on project information sharing to keep women and other departments in CETU informed about planned project activities and corresponding budget lines.
  - f. Formulate a clear action plan and road map for actualizing the Gender Policy.
  
5. **CETU and affiliates should adopt and implement concrete sustainability** plans, including resource mobilisation and sustainability frameworks in order to address the perennial issue of sustainability of project results. Specifically, CETU should:
  - a. Prioritise union organising in the industrial parks to broaden its base.
  - b. Revise membership subscriptions structures to make them more viable.
  - c. Implement cost-sharing strategies in training activities with industrial federations; and

---

<sup>3</sup> Here, it may be useful to benchmark this approach on what is already working elsewhere. Thus, it may be useful to share, for instance, SENTRO’s strategy of organising the youth and informal sector in schools and urban poor communities using the Social Movement Unionism approach. CETU may draw some useful learning points from SENTRO’s Strategy. Another useful model may be that from COSATU’s SACTWU that has an innovative approach to union organising.

- d. Strengthen own sources of income, particularly on rental income from CETU buildings. It is also important for CETU to make available a comprehensive picture of its resources and properties like real estates and buildings and how this is managed and how this can be maximised<sup>4</sup>.
6. **To address project coordination gaps, there is need to establish a project committee** consisting of people from finance, women affairs, organising, and research and education departments. This committee could include a representative from LO-Norway (perhaps the Advisor) who can be drawn in discussions via electronic participations in meetings (virtual presence) or actual discussions with physical presence whenever opportunities would allow. In addition, consideration should be made to have a clearly designated Programme Officer for the Cooperation Project with clearly outlined duties and functions. The current situation appears like it is just an added responsibility of the Head of the Education Department. Appointments should be clear and if need be some honoraria can be given to the Programme Officer to incentivize the person doing the work.
  7. **Leverage its education and training capacity building activities for improved union organising, social dialogue and decent work.** Specifically, CETU should:
    - a. Adopt reflections, discussions and evaluation methodologies for effective workers' education and training that transcend non-dialogue teaching methodologies.
    - b. Innovatively involve trainers of trainers from other LO-Norway partner countries or the ILO, for heightened knowledge transfer on reflective and discursive-oriented training methodologies.
    - c. Place emphasis on training of trainers and organisers in education activities.
    - d. Package training to support decent work and efforts towards the realisation of a minimum wage at a national level.
    - e. Design and implement a programme on skills training for organisers, finance officers and leaders at various levels. This programme could incorporate the following elements: mobilising and campaign management training; financial management skills training for finance officers and leaders at the federation and grassroots levels; skills in strategic planning, information and communication planning and management skills; Para-Legal training; grievance handling and conflict resolution skills; and, political education, among others.

## Future Cooperation and Partnership

**The overriding need of CETU is capacity building** in its four (4) main departments in the following order of priority: 1) **Education Department**, to build a corps of trainers who can design and implement a Trade Union Education Programme with a 'laddered' approach of progression from basic to advanced skills using reflective and active learning methodologies; 2) **Organising Department** to build a Corps of Organisers who can develop an organising strategy to penetrate industrial parks/zones and urban poor workers communities that host both informal and formal workers in all major cities where Economic Processing Zones (EPZs) and Industrial Parks are concentrated; 3) **Women Department** that must build a Cadre of Women Leaders adequately trained in assertiveness and gender rights and are able to communicate, conduct trainings and run campaigns on gender awareness and rights; and, 4) **Finance Department**, where the staff is not only capable to ensure union dues collections and manage accounts but also manage CETUs assets such as real properties. This is critical if CETU is to accomplish its core business of improving the working conditions of the working people and reducing in a sustainable manner the huge decent work deficits that abound in Ethiopia.

---

<sup>4</sup> Available information suggests CETU has initiated the establishment of a Trade Union School and assets are available and mobilised already although things appear to have stalled.

The mode of delivery should continue along the current ‘modus operandi’ of sequenced release of funds with measured external control. A conscious aid exit strategy should be developed with CETU with agreed targets of reducing the contribution of external partners within specified timelines. Furthermore, greater cooperation and coordination with other CETU solidarity partners, and especially the ILO would help to align and harmonise activities to promote mutual accountability for results (see Paris Declaration on Aid Effectiveness of 2005).

## 1.0 BACKGROUND INFORMATION AND CONTEXT

### 1.1 Profile of CETU

The Confederation of Ethiopian Trade Unions (CETU) was legally established in April, 1963. It is made up of nine (9) industrial federations which are umbrella organisations for 1901 basic trade unions that cut across almost all economic sectors of the national economy. As at January 2020, CETU had a paid up membership of 542,597, with a gender distribution of 64 percent male and 36 percent female. CETU is currently the only trade union confederation in Ethiopia.

The organisational objectives of CETU include: defending the rights and interests of Ethiopian workers; organising workers and strengthening the unity of those organised; contributing its due share for democracy, human rights and people's equality; striving for the establishment of good relations between employees and employers and their organisations; representing members in labour dispute resolving courts; and; mobilising workers to participate in nation building activities (See CETU Constitution).

### 1.2 Current socio-economic and political context in Ethiopia

Ethiopia is located in the Horn of Africa, close to the Middle East. It shares borders with Eritrea, Somalia, Kenya, South Sudan, Sudan and Djibouti. It is a landlocked country and has been using neighbouring Djibouti's main port for the last two decades (World Bank, 2018). However, with the recent peace with Eritrea, Ethiopia is set to resume accessing the Eritrean ports of Assab and Massawa for its international trade (World Bank, 2018). Ethiopia's location gives it strategic dominance as a jumping off point in the Horn of Africa, close to the Middle East and its markets (Figure 1).

**Figure 1: Map of Ethiopia**



**Source:** Britannica.com/Place/Ethiopia

With about 109 million people (2018), Ethiopia is the second most populous nation in Africa after Nigeria, and the fastest growing economy in the region. However, it is also one of the poorest, with a per capita income of \$790 (World Bank, 2018). Ethiopia aims to reach lower-middle-income status by 2025.

Ethiopia's economy experienced strong, broad-based growth averaging 9.9 percent per year from 2008 to 2018, compared to a regional average of 5.4 percent (World Bank, 2018). Ethiopia's real gross

domestic product (GDP) growth decelerated to 7.7 percent in 2018. Industry, mainly construction, and services accounted for most of the growth. Agriculture and manufacturing made lower contribution to growth in 2018 compared to the previous year. Private consumption and public investment explain demand-side growth, the latter assuming an increasingly important role.

Higher economic growth brought with it positive trends in poverty reduction in both urban and rural areas. The share of the population living below the national poverty line decreased from 30 percent in 2011 to 24 percent in 2016 (World Bank, 2018). The government is implementing the second phase of its Growth and Transformation Plan (GTP II) which will run to 2020. The GTP II aims to continue expanding physical infrastructure through public investments and to transform the country into a manufacturing hub. The GTP II targets an average of 11 percent GDP growth annually, and in line with the manufacturing strategy, the industrial sector is set to expand by 20 percent<sup>5</sup> on average, with the intention of creating more jobs (World Bank, 2018).

Ethiopia's main challenges are sustaining its positive economic growth and accelerating poverty reduction, which both require significant progress in job creation as well as improved governance. The government is devoting a high share of its budget to pro-poor programmes and investments. Large scale donor support will continue to provide a vital contribution in the near-term to finance the cost of pro-poor programmes. Key challenges are related to:

- Limited competitiveness, which constrains the development of manufacturing, the creation of jobs and the increase of exports.
- An underdeveloped private sector, which limit the country's trade competitiveness and resilience to shocks. The government aims to expand the role of the private sector through foreign investment and industrial parks to make Ethiopia's growth momentum more sustainable.
- Political disruption, associated with social unrest, which could negatively impact growth through lower foreign direct investment, tourism and exports.
- Poor terms and conditions of work across the labour market landscape, associated with frequent violations of fundamental rights and principles at work in private sector workplaces which continue to undermine decent work aspirations. Besides, trade union density remains on the low side, with only about half a million workers (511,083) out of 7.5 million in urban Ethiopia organised in trade unions in December 2018. This adds to the challenge on the need to raise the level of membership growth target.

On the political front, Ethiopia is currently undergoing a system transition, set off by the 2018 appointment of Prime Minister Abiy Ahmed following sustained anti-government protests. Abiy has pledged to reform Ethiopia's governance system, ruled by the Ethiopian People's Revolutionary Democratic Front (EPRDF) since 1991. The President is the head of state and is indirectly elected to a six-year term by both chambers of Parliament. The Prime Minister is head of government, and is selected by the largest party in Parliament after elections, or in the case of a resignation. Prime Minister Abiy Ahmed—a 42-year-old former military officer from Ethiopia's largest ethnic group, the Oromo, and a member of the ruling EPRDF—was sworn in as Prime Minister in April 2018, succeeding Hailemariam Desalegn, who resigned in February 2018 amid growing protests at which demonstrators demanded greater political rights. Abiy was reconfirmed at the EPRDF Party Congress in October 2018. Overall, Ethiopia is run on a Bicameral Parliament System which, includes a 153-seat House of Federation, whose members are elected by state assemblies to five-year terms, and the House of People's Representatives, with 547 members directly elected to five-year terms.

In terms of the labour market, Ethiopia has an urban labour force of 9,289,150, out of which 7,518,855 are currently employed (see the Urban Employment and Unemployment Survey, 2018). Of the

---

<sup>5</sup> Given this pace of industrial growth, CETUs membership growth targets should keep pace.

7,518,855 employed persons aged ten years<sup>6</sup> and above, 21.7 percent are in informal employment. Urban employment by major sector suggests that the highest proportion of employed persons (51.5 percent) are absorbed by the service sector, followed by the trade sector (21.1 percent), industry (20.1 percent) and agriculture (7.2 percent). About 3,340,391 or 44.4 percent of the total employed persons in urban areas are young workers aged 10-29 years. The proportion of female workers in total urban employment was reported at 40.5 percent in October 2018. The unemployed population in the urban areas of the country was 1,770,294, representing 19.1 percent of the urban labour force (Central Statistical Agency, 2018).

## **2.0 OBJECTIVES AND EVALUATION METHODOLOGY**

### **2.1 Project overview**

Since 2014, CETU and LO-Norway have cooperated on a project entitled “Educating Trade Unions and Developing Social Dialogue in Ethiopia” which aimed at strengthening trade union work on collective bargaining and social dialogue. The project had the overall development goal of ensuring that: “Ethiopian workers through their trade unions have more influence on labour policies”. The project had emphasis on establishing more unions at enterprise level; increasing members in order to achieve higher levels of organisational and financial strength; increasing the number of collective agreements and increasing the proportion of female trade union leaders in the organisation. In addition, there was an emphasis on equipping the social partners with tenets of tripartism and improving relations and social dialogue with the employers. In this regard, three key performance indicators were specified as follows:

- Membership has increased by 20 percent in the project period (baseline 2014: CETU had 910 basic unions organised in 9 federations. The total number of members were 405,000 out of which 137,330 were women and 267,670 were men).
- 126 new collective bargaining agreements signed (increased by 25 percent- baseline 2014:507 )<sup>7</sup>
- Female trade union leaders increased by 30 percent within four years (baseline one third of the 6,370 trade union leaders were women).

### **2.2 Purpose and scope of the evaluation**

The aim of this consultancy assignment was to evaluate the LO-Norway - CETU project "Educating Trade Unionists and Developing Social Dialogue in Ethiopia" for the period 2015-2018. The evaluation was conducted at organisational level with LO-Norway's partner in Ethiopia, the Confederation of Ethiopian Trade Unions (CETU). The evaluation was conducted by an external consultant, one internal LO-Norway staff member and one representative from one of LO-Norway's partner organisations. Broadly, the evaluation looked into the following areas: achievement of objectives; project management; project activities and coordination. The main purpose of the evaluation was to document higher-level results from the project, and to contribute to further development and project improvement and learning in CETU and LO-Norway. In particular, the findings and recommendations were to be used to inform the 2019-2023 project.

### **2.3 Objectives of the evaluation**

---

<sup>6</sup> According to the Ethiopian context, the working age population refers to persons aged ten years and above (CSA, 2018:2).

<sup>7</sup> It was unclear from the project document's matrix whether these were all new or some were just to be renewed. It appears there was some oversight in the M+ E framework at design stage. It might have been useful to disaggregate according to sector and region. A quality criteria for benchmarking the quality of the collective agreements was also missing.

The specific objectives of the evaluation were:

- To assess the relevance of the project cooperation, determining whether the project targeted the needs of the organisation and whether potential modification made during the implementation had successfully targeted changed needs.
- To assess progress made towards achievement of the project goals (2015-2018).
- Identify challenges, gaps and opportunities experienced in the project.
- Identify good practices and recommendations for future project cooperation CETU-LO.
- Assess the work with gender, gender activities and gender mainstreaming in CETU and document results achieved in this regard.
- Assess added value of LO-Norway to the project.
- Assess the internal governance structures of CETU in areas of internal democracy, ownership, financial management and accountability among its leadership, secretariat and affiliated unions.
- Assess CETUs organisational strengths and weaknesses.

## 2.4 Evaluation criteria

The evaluation applied the OECD-DAC criteria for evaluation. In this regard, the evaluation covered the following aspects:

- (1) **Relevance:** assessed the relevance of the project, determining whether the project targeted the needs of the organisation and whether potential modification made during the implementation successfully targeted changed needs;
- (2) **Effectiveness:** assessed the effectiveness of the project, determining whether the project achieved its goals (objectives);
- (3) **Efficiency:** assessed the efficiency in the implementation of the project, determining whether costs in the project can be justified by the results it produced;
- (4) **Impact:** assessed the impact of the project, determining the wider effects (including the societal effect) of the project. In assessing the impact of the action, the evaluation looked at the intended as well as the unintended effects of the action, both what is positive and what can be considered negative impact; and,
- (5) **Sustainability:** assessed the sustainability of the project, determining if the results or benefits produced by the project are likely to continue after the end of the project period.

## 2.5 Evaluation methodology

### *Team composition and primary responsibilities*

The evaluation was conducted by a team of three members comprising one internal evaluator and two external evaluators as follows: Grayson Koyi (external consultant/evaluator and team leader) from the University of Zambia, Institute of Economic and Social Research; Olav Andresen (internal evaluator) representing LO-Norway; and Mary Karimu (external evaluator) representing Ghana Trade Union Congress (GTUC). The external evaluator's main responsibilities included designing the evaluation approach and methodology, document review, development of data collection instruments, primary and secondary data collection, data analysis and report writing. The internal evaluator's main responsibilities included field work organisation, document review, field data collection, data analysis and peer review of first draft report. The second external evaluator's main responsibilities included document review, field data collection, data analysis and peer review of first draft report. During field work in Ethiopia, summary sessions were held at the end of each day to agree on key messages emerging from discussions with participants. At the end of the five day field work, key findings and recommendations were identified and discussed by the team and documented which then formed a framework for developing a comprehensive report by the external evaluator. There were no notable disagreements about the key fieldwork findings from daily sessions. Information gaps that pended at the conclusion of the field work were noted and received about a month after the field work and were included in the report. To maintain



the objectivity of the external consultant, it was decided that he would develop the first draft report building on agreed primary findings and analyses and then circulate the report through email among the team members for report consolidation in the first instance before formally submitting the report for wider circulation.

### *Evaluation methods*

The evaluation methodology was mainly based on qualitative approaches, including a desk review of project documentation shared by CETU and LO-Norway, field work that involved interviews with CETU elected leadership, head of education and training department, programme officer, head of finance and accounts office; selected affiliate federations (i.e. hotels federation, textiles federation) and selected basic trade unions and other key stakeholders and beneficiaries, including the Ministry of Labour and Social Affairs, Employers Confederations (Ethiopian Employers' Confederation, Ethiopian Employers Federation), Ethiopian Labour Rights Watch and CETU Auditors, Getachew Wakjira and Company. The evaluation also used direct observation; plenary discussions; focused group discussions and peer review. In this regard, selected participants from various training activities including one workers' educator from a branch union and five representatives of CETU's Women Committee were interviewed. The team also visited a Textiles factory, Yirgalem Addis Textile Factory in Addis Ababa. The field work in Ethiopia was conducted from 13-17 January, 2020. The evaluation team also held a Skype discussion with the Norwegian Embassy in Addis Ababa, who shared useful insights on the nature and scope of Norwegian bilateral cooperation in Ethiopia and the Ethiopian labour market vis-à-vis the impact and visibility of CETU. The Cooperation Agreement, between CETU and LO-Norway which outlines the outputs, targets and baseline indicators, was used as a reference. Overall, the evaluation used the triangulation research methodology, which relies on a multi-method strategy in order to enhance confidence in the findings.

## **3.0 KEY FINDINGS OF THE EVALUATION**

The presentation of the findings will follow along five (5) Key Result Areas (KRAs), paying particular attention to achievement of objectives, project activities, project management and coordination. The five (5) KRAs are: 1) establishment of more unions at enterprise level, 2) increase in members, 3) increase in the number of collective agreements, 4) increase in the proportion of female leaders in CETU, and 5) improving relations with the social partners and dialogue with the employers. For each of the KRA presented, a causality chain flow structure will be proffered to show how project inputs (financial and human resources) broadly translated into project activities (e.g. number of training and awareness programmes), outputs (e.g., actual number of workers trained) and higher level results (e.g., number of unions established, increase in membership, number of collective agreements and proportion of female workers in CETU leadership structures). The next chapter (i.e. Chapter 4) will then apply the OECD-DAC evaluation criteria to discuss the relevance, effectiveness, efficiency, impact and sustainability of the project.

### **3.1 Key Result Area (KRA) 1: Establishing more unions at enterprise level**

#### **3.1.1 Objectives of KRA 1**

The objective of this KRA was to strengthen Ethiopian workers' influence on labour policies through establishment of more unions at enterprise level.

#### **3.1.2 Key strategies and inputs**

Given the importance of workers' collective voice in fostering effective social dialogue, one of CETU's strategy for building workers' influence in Ethiopia was to package the project education and awareness activities with an emphasis on organising the unorganised workers. Project activities focused on training, discussions, lobbying and awareness creation - providing union values to targeted unorganised workers in CETU catchment areas. CETU augmented this strategy with the establishment of organising task forces (particularly between 2015 and 2016) to carry out activities related to organising unorganised workers into basic trade unions. In short, CETU focused on organising unorganised workers into basic trade unions and implementing various project activities to support the higher level result of establishing more unions at enterprise level. During the project cooperation period, a total of USD 333,619 was provided by LO-Norway as a key financial resource input. Technical assistance was also provided in support of various education and training activities. CETU complimented this financial and technical assistance with its own human resource expertise from its education department who coordinated and carried out project activities.

#### **3.1.3 Project activities and outputs**

Evidence from interviews and document review suggest that strategies, plans and activities for improved union organising were formulated and to a greater extent implemented as planned, leading to significant increase in the number of basic trade unions established from a baseline figure of 1182 in 2015 to 1,714 in 2018, representing an increase of 45 percent. During the review period (2015-2018), a total of 70 project supported activities were conducted under the LO-Norway project cooperation, empowering a total of 2,767 workers (33 percent of whom were women) with knowledge and skills in the areas of training of trainers, industrial conflict resolution, labour law and collective bargaining, gender equality, occupational health and safety, and social dialogue (See Table 1).

**Table 1: Project activities for union organising and improved social dialogue, 2015-2018**

Year	Activity	Site/City	Total	Male	Female	
2015	Social Dialogue	Direwa	41	22	19	
	Collective Bargaining	Bahirdar	40	34	6	
	Industrial Conflict handling	Hawasa	40	31	9	
	Labour Law	Adama	40	22	18	
	Industrial Conflict Handling	Makale	40	27	13	
	Social Dialogue	Adama	55	42	13	
	TOT and Capacity Building	Addis Ababa	38	29	9	
	Labour Law	Addis Ababa	55	38	17	
	Tripartite Social Dialogue	Addis Ababa	36	19	17	
	Industrial Conflict	Adama	39	23	16	
	Gender Mainstreaming	Addis Ababa	41	17	24	
	Gender Mainstreaming	Addis Ababa	43	23	20	
	Evaluation Workshop	Bishoftu	11	10	1	
	<b>Subtotal</b>			<b>519</b>	<b>337</b>	<b>182</b>
	2016	Discussion on How to Strengthen Social Dialogue	Adama	46	39	7
BTU Leaders Discussion on Legal Frameworks & Policies on Labour		Bushoftu	36	29	7	
Techniques in Collective Bargaining to have CBAs		Makale	39	33	6	
The Role of Workers in Tackling Workplace Environmental Problems		Addis Ababa	40	30	10	
How to Inculcate Gender Issues in CBA		Hawasa	40	34	6	
Working Women Empowerment in TU Activities		Addis Ababa	40	10	30	
How to Prevent, Handle and Resolve Workplace Conflict		Bahirdar	40	25	15	
Trade Union Leadership Training		Kombolcha	40	25	15	
How to Inculcate Gender Issues in CBA		Jimma	40	25	15	
The Role of Workers in Tackling Workplace Environmental Problems		Harar/Dire	40	25	15	
Monitoring and Evaluative Workshop		Addis Ababa	11	10	1	
<b>Subtotal</b>				<b>412</b>	<b>285</b>	<b>127</b>
2017		Strengthening Working Women Training on Trade Union Activities	Adama	40	23	17
	Training on Labour Law and CBAs	Kombolcha	41	24	17	
	How to Prevent, Handle and Resolve Workplace Conflict	Hawassa	40	22	18	
	How to Prevent, Handle and Resolve Workplace Conflict	Addis Ababa	40	21	19	
	Training on Labour Law and CBAs	Jimma	40	27	13	
	Labour Law Awareness	Addis Ababa	48	28	20	
	Social Dialogue and Collective Bargaining	Bahir dar	40	25	15	
	Social Dialogue and Collective Bargaining	Makale	34	21	13	
	How to Prevent, Handle and Resolve Workplace Conflict	Diredawa	41	22	19	
	Experience sharing on Social Dialogue	Hawassa	31	17	14	
	Social Dialogue and How to Resolve Workplace Disputes	-	44	23	21	
	Awareness Workshop on Social Dialogue and Collective Bargaining	Addis Ababa	49	29	20	
	Awareness Workshop on Social Dialogue and Collective Bargaining	Bushoftu	33	20	13	
	Discussion on the Draft Labour Law	Adama	50	45	5	
	Social Dialogue Training	Addis Ababa	27	14	13	
	Training of Trainers Activity	Bushoftu	23	15	7	
	Workers' Rights Seminar	Adama	56	43	13	
	Working Women Rights Workshop	Diredawa	19	1	18	
	Working Women Rights Workshop	Makale	20	1	20	
	Evaluative Workshop	Adama	15	13	2	
<b>Subtotal</b>			<b>731</b>	<b>434</b>	<b>297</b>	
2018	New Amended Labour Law	Adama	42	38	4	
	Social Dialogue and Conflict Handling Mechanism	Bahir Dar	46	29	17	
	Industrial Conflict handling	Addis Ababa	49	32	17	
	Training on ILO Conventions and Labour Law	Adama	46	35	11	
	Industrial Conflict Handling and Social Dialogue and CBA	Addis Ababa	49	32	17	
	Social Dialogue and Collective Bargaining	Jimma	43	32	11	
	Social Dialogue and Collective Bargaining	Dire Dawa	45	26	19	
	Social Dialogue and Collective Bargaining	Bahir Dar	42	28	14	
	Social Dialogue and Collective Bargaining	Bahir Dar	41	21	20	
	Social Dialogue and Collective Bargaining	Mekelle	41	27	14	
	Industrial Conflict Handling, Social Dialogue and CBA	Addis Ababa	48	39	9	
	Privatisation and Workers' Rights	Adama	37	35	2	
	Trade Union Leadership and Social Dialogue	Debre Brhan	45	30	15	
	Trade Union Leadership and Social Dialogue	Hawassa	37	28	9	
	Social Dialogue	Bahirdar	44	39	5	
	Conference on Labour Law Amendment	Jimma	80	67	13	
	Labour Law and Collective Bargaining	Bahir Dar	45	27	18	
	Social Dialogue and Labour Law	Addis Ababa	32	24	8	
	Social Dialogue and Collective Bargaining	Dire Dewa	36	28	18	
	Conflict Handling and Resolving	Adama	46	28	18	
	Trade Union Leadership and Social Dialogue	Bahir Dar	40	26	14	
	Labour Law and Collective Bargaining	Mekelle	33	28	5	
	Social Dialogue and Collective Bargaining	Kombolcha	46	31	15	
	Social Dialogue and Collective Bargaining	Holeta	43	34	9	
	Evaluation Workshop	Adama	18	15	3	
	Social Dialogue and Collective Bargaining	Jimma	31	26	5	
	<b>Subtotal</b>			<b>1,105</b>	<b>805</b>	<b>310</b>
	<b>TOTAL</b>			<b>2,767</b>	<b>1,861</b>	<b>916</b>

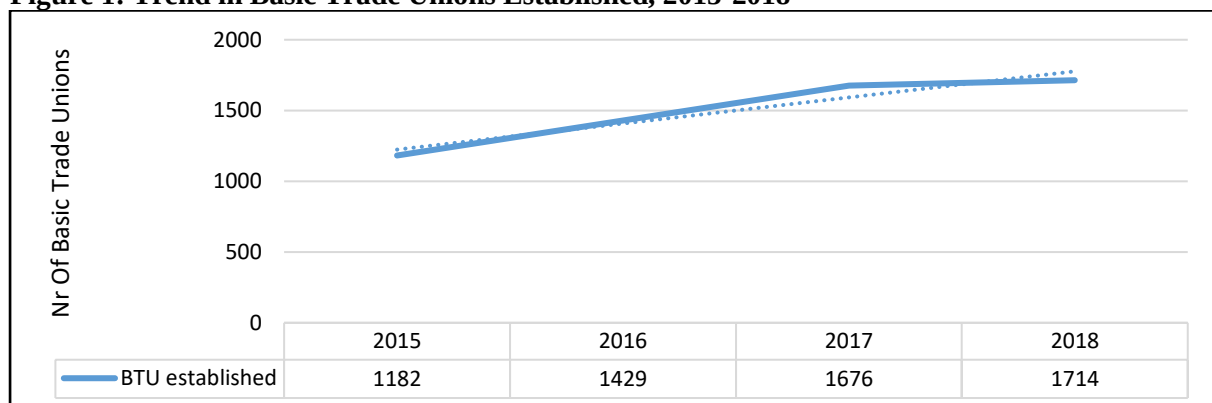
**Source:** CETU Documents

Thirteen (13) project activities were conducted in 2015, reaching a total of 519 members although the proportion of female participants was rather on the low side at 35 percent. In 2016, a total of 11 project activities were undertaken, with 412 workers trained, 30 percent of whom were women. In 2017, a total of 20 project supported activities were undertaken empowering 731 workers, of whom 40 percent were women. In 2018, a total of 26 project activities were undertaken (largely focusing on social dialogue and collective bargaining) empowering 1,105 workers, of whom 28 percent were women. On the aggregate, only about one-third (33 percent) of the participants in project activities during the four-year period were women, thereby raising troubling questions regarding adherence to Clause 4 of the cooperation agreement that states, “gender equality shall be mainstreamed in the programme cooperation”. The emerging practice elsewhere is to have 50-50 representation in project supported activities to engender affirmative action in this regard. On a related note, women participating in the project activities felt that the content of the training programmes were too general and not specifically tailored to meet the specific needs of women at the workplace or in trade unions. As one participant put it, “it was general training which did not specifically equip women to handle gender issues at the workplace...in my view there were less benefits for women”. This comment points to the need to review the content of the training in which women participants attend. This may also mean that there should be training needs assessment to ensure that future training in which women participate address the need of women trade unionist and especially women leaders. Another striking fact in the whole training programme is the absence of organisers’ skills training.

### 3.1.4 Achievement of objectives

In terms of achievement of the objective to establish more trade unions at the enterprise level, available information suggest that the number of basic trade unions increased by 45 percent at the end of the project period, rising from 1182 in 2015 to 1714 in December 2018. The increase in the number of basic trade unions established at enterprise level in turn increased union membership. In 2015, the number of CETU members was 415,515. This figure rose to 511,083, representing a membership increase of 23 percent over the project period. However, trade union density remains on the low side in Ethiopia, with only about half a million workers (511,083) out of 7.5 million in urban Ethiopia organised in trade unions at the end of December 2018, representing about 7 percent share in the urban unionisation rate. This adds to the challenge on the need to raise the level of membership growth target. The increase in membership and basic trade unions altogether strengthened CETU in advancing and defending workers’ rights in Ethiopia. Figure 1 captures the trend in the number of basic trade unions established during the project cooperation period.

**Figure 1: Trend in Basic Trade Unions Established, 2015-2018**



The trend line in Figure 1 suggests a general increase in the number of trade unions established during the project period, demonstrating a high project effectiveness in regard to the objective of establishing more basic trade unions. Other things being equal, the rise can largely be attributed to organising and training activities formulated and implemented during the LO-Norway project intervention period

(2015-2018). The objective to establish more basic trade union was, therefore, achieved. However, beneath the surface of this aggregate achievement lies some troubling observations. Over the four (4) years, the number of new basic trade unions established was 532. Now, with a total union membership of 511,083, it means that the new members in the union was around 95,568 new members. Assuming that these new members are distributed to the new unions of 532, it would mean that each new union had an average of 179 members only. Thus, this information indicates that the new unions are small unions that may not represent the majority of the rank and file workers in the workplace, and at most perhaps only meeting the barest minimum requirements to form a union. In such case if they do not have majority membership in the workplace, then their capacity to collectively negotiate and bargain is relatively weak.

Evidence of skills utilisation of trained members to ensure maximum benefit and to alleviate the workload of the union leadership was supported by the reality on the ground. Discussions with selected trainees from basic trade unions and selected beneficiary industrial federations in the Hotels and Textiles Sectors reported translating the knowledge acquired from the project trainings into union organising and recruitment actions. On this note, a leader of one of the industrial federations noted that *“we have a track record of all the members trained by CETU in the LO-Norway project and these are being used in our union organising programmes.”* This position was corroborated by findings on the ground at the Yirgalem Addis Textile Factory visited where beneficiaries of the LO-Norway project attested to the usefulness of the knowledge acquired in advancing union recruitment and organising efforts.

However, a closer inspection of the project activities suggests that only two activities (out of 70) were targeted at training of trainers, hence the unclear evidence of the existence of a pool of trainers of trainers. Given the strategic role of training of trainers in project sustainability and organisation development, the project should have trained more trainers of trainers. Fundamentally, while it might have been cost-effective to use CETU education department trainers (mainly the head of education department and the programmes coordinator), it would be more efficient to train more trainers of trainers and engage them more effectively in project activities to ensure that beyond being able to train they can be able to design a training programme and manage it effectively.

### **3.1.5 Project management and coordination**

The achievement of the objective demonstrate a level of efficiency in project implementation as well as effectiveness in achieving the planned result on union formation. However, one potential limitation in project management relate to the format of annual activity reporting which appear not to have been standardized at the time, thereby presenting consistency problems. For instance, the 2015 report had broken down the number of basic trade unions established by associated industrial federations and gender, showing how the aggregate figures at the national (CETU) level were arrived at. However, subsequently reports did not report the breakdowns thereby making it difficult to trace the source of the reported growth in basic trade unions and membership. In this regard, vital information for ascertaining the validity and consistency of the reported information was systematically being left out, thereby making it difficult to associate the reported number of unions established at enterprise level with sectors of origin. This gap comes across as a probable weakness in the design of the reporting, monitoring and evaluation framework. The breakdowns would have been necessary to demonstrate how sectors/industrial federations were performing on higher level results during the project period and thus determine what targeted interventions might have been necessary for improved results. A possible solution to this challenge is to review the individual membership application form and have it adopted by each affiliated grassroots union as well as each of the industry federation, including the provincial branches who should be able to manage the provincial membership data base.

On another level, information sharing across different departments associated with the project appear to have been less optimal. While the project was anchored within the education department, some departments within CETU felt that information about the project was not being fully shared. For instance, it was unclear to some departments how budget allocations to different project activities was

being determined and how the question of gender equality in project participation was being managed. “*We would have loved to see more transparency and communication in budget allocation decision-making*”, observed one participant. Evidently, the project might have benefited more from involvement of other departments in overall project oversight and/or coordination. The case of Ghana where an interdepartmental coordinating committee oversees LO-Norway project implementation might serve as a useful model in this regard.

On facilitation of trainings, evidence suggest that most trainings were conducted by CETU’s two training experts in the education department, perhaps by design to avoid hiring costs for external expertise but, there might be merit in rationalising resources in future to allow for the benefit of skills mix and experiential learning from other departments within and outside CETU. This might also serve to address the need for adopting a mixture of reflections or evaluative and dialogue-based methodologies of training which was the expressed need among some participants interviewed.

## **3.2 Key Result Area 2: Increasing trade union membership**

### **3.2.1 Objectives of KRA 2**

The objective of this KRA was to strengthen CETU through increased membership. The underlying motivation was to ensure that trade unions in Ethiopia are stronger and have more members and capable of engaging in constructive dialogue with employers and government. The initial target was to increase membership by 20 percent in the project period although with a changed baseline year this worked out to a final period target of about 16.9 percent, representing an annual average increase of about 4.2 percent per year.

### **3.2.2 Key strategies and inputs**

Given the importance of membership to unions, the strategy was to develop and implement various interrelated activities for organising the unorganised workers in Ethiopia, ranging from education and training; workers’ awareness programmes, basic trade union mobilisation, establishment of organising task forces at industrial federation level, establishment and strengthening of OSHE committees at enterprise level, working with both the federal and regional bureaus of labour and social affairs in addressing workplace issues and improving communication with workers, and undertaking strategic planning and policy development. The thrust was to organise more workers in trade unions using organisers’ task forces, and thus improve social dialogue with employers. To support project activities, LO-Norway disbursed an amount of USD 54,245 in 2015, USD 49,183 in 2016, USD 117,103 in 2017 and USD 113,088 in 2018. Altogether, the project support amounted to USD 333,619 over a four year period. For key human resource inputs, CETU largely used its training department experts to conduct most project activities. There does not seem to have been a clearly assigned role for the organising department, however. Admittedly, this raises troubling questions about the extent of coordination between departments during the implementation of the project.

### **3.2.3 Project activities and outputs**

Evidence from interviews and document review suggest that strategies, plans and activities for increased membership were formulated and to a greater extent implemented as planned. A key document guiding the approach to membership growth and organising thrusts is the Strategic Plan (2015-2019) which essentially formulated key CETU directions during the project implementation cycle. The Strategic Plan is anchored on twelve (12) pillars, namely: 1) increasing the membership base and revenue of the organisation, 2) ensuring presence of comprehensive information gathering, 3) broadening bilateral and multilateral co-operation, 4) conducting various mobilisation and public participation campaigns, 5) enhancing capacity building activities, 6) social dialogue, 7) prevention of HIV/AIDs, 8) trade union organising, 9) strengthening and enhancing the participation of female workers, 10) working towards broadening and strengthening co-operative associations, 11) working towards realisation of professional

safety and health policy, and 12) working towards preparation and implementation of a minimum wage (see *CETU Strategic Plan 2015-2019*).

At output level, evidence already proffered suggest that, a total of 70 project supported activities were conducted under the LO-Norway project cooperation, empowering a total of 2,767 workers with knowledge and skills in the areas of trainers of training, industrial conflict resolution, labour law and collective bargaining, gender equality, occupational health and safety, and social dialogue<sup>8</sup> leading to an increase in CETU membership from 415,515 in 2015 to 511,083 members in 2018, which is an increase of 23 percent in the project period. Further, available evidence suggest that key non-training activities undertaken towards membership growth and organisational strengthening included: workplace visits to improve awareness of occupational and health issues; planning and policy development, and holding of constitutional meetings. In this regard, there was evidence of workplace visits to improve awareness of occupational and health issues, particularly in 2015 and 2016 that might have contributed to CETU membership growth and organisational strength. In 2015, for instance, available evidence suggest that CETU conducted workplace awareness programmes targeted at union leaders and OSH committees, resulting in greater awareness and appeal of CETU among workers.

The 2016 Annual Project Activity Report further notes that, “*CETU exerted great efforts in setting up an OSH policy at national level, [and that] CETU executives and nine (9) Industrial federations helped CETU finalise its own OSH draft policy*”. While there was no evidence of workplace OSH visits in 2017 and 2018, the implementation of this activity in 2015 through 2016 at the height of national discussions on an OSH policy helped reinforce the appeal of CETU among workers. Evidence of the creation of OSHE committees in workplaces exists although the actual number of new members joining as a result of the creation of OSHE committees was unavailable. Evidence of whether there was reduced incidence of occupational accidents arising from the establishment of OSHE committees in workplace was not available. A key challenge noted with workplace visitation, however, was transportation, particularly for sites located away from the Capital City, Addis Ababa. Discussions with one leader of an industrial federation, for instance, pointed to transport logistics being a huge hindrance to union organising, particularly in reaching out to industrial parks that remain largely unorganised in Ethiopia. In terms of planning and policy development activities, CETU managed to develop and endorse a number of planning and policy documents during the project intervention period, thereby contributing to improved visioning, programme implementation, internal controls, internal democracy, participation and representation within the confederation. This is consistent with potential modifications made during the project implementation<sup>9</sup> responding to the need for tightening system of financial controls.

Document review and discussions with participants pointed to the existence of the following key planning and policy implementation documents developed during the reference period for the evaluation, 2015-2018:

- CETU Strategic Plan 2015-2019
- CETU Anti-Corruption Policy (developed in accordance with LO-Norway guidelines)
- CETU Procurement Policy
- CETU Gender Policy
- CETU Disability Policy

In terms of reporting, available evidence suggest that internal governance structures have been active and functional. Information gathered from discussions indicate constitutional meetings are held regularly- allowing for timely reporting, feedback, implementation, review and planning of programmes conducted by CETU. Discussions with the CETU elected board indicated that all constitutional meetings (e.g., General Assembly, General Council, and Executive Committee) were held in these years and information on the actual breakdown of the frequency of these meetings made available. Discussions

---

<sup>8</sup> A summation of all project activities undertaken in provided in Table 1 under Section 3.1.3.

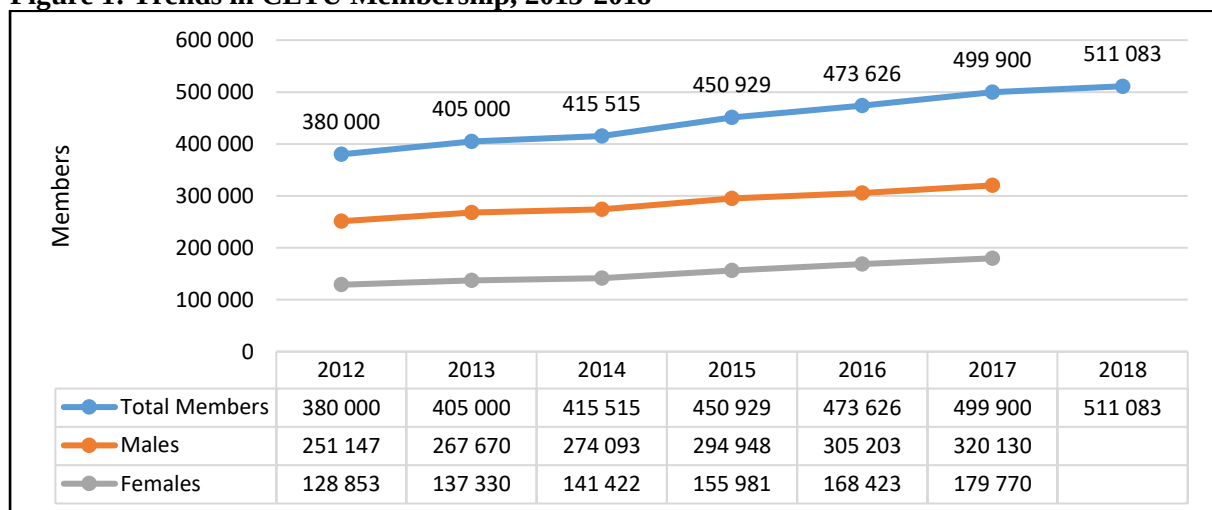
<sup>9</sup> See the Supplementary Agreement to the Co-operation Agreement and Appendix between National Organisation of trade Unions and LO-Norway, signed 21 July 2016.

further revealed that although communication to the rank and file had steadily improved during the project period, timely information flow to the rank and file remains a challenge. More fundamentally, data management and processing among some trade union leaders remains elusive due to challenges with the use of new information and communication technologies such as emails. This is also compounded by the phenomenon of high trade union leader turnover that require continuous capacity building training.

### 3.2.4 Achievement of objective

The agreed indicator for measuring the result on membership growth was to increase union membership from 415,515 members in December 2015 to 486,000 in December 2018. This target was met and exceeded. CETU membership increased to 511,083 by December 2018, which is an increase of 23 percent for the whole period, demonstrating high project effectiveness in regard to the membership growth objective. The steady rise in membership can largely be attributed to sustained organising and recruitment activities formulated and implemented during the LO-Norway project intervention period (2015-2018) which, resulted in organising and mobilisation of unorganised workers that brought on board 95,568 new union members during the project implementation period. Figure 2 illustrates the rise in CETU membership during the LO-Norway project implementation period.

**Figure 1: Trends in CETU Membership, 2015-2018**



**Source:** CETU Documents

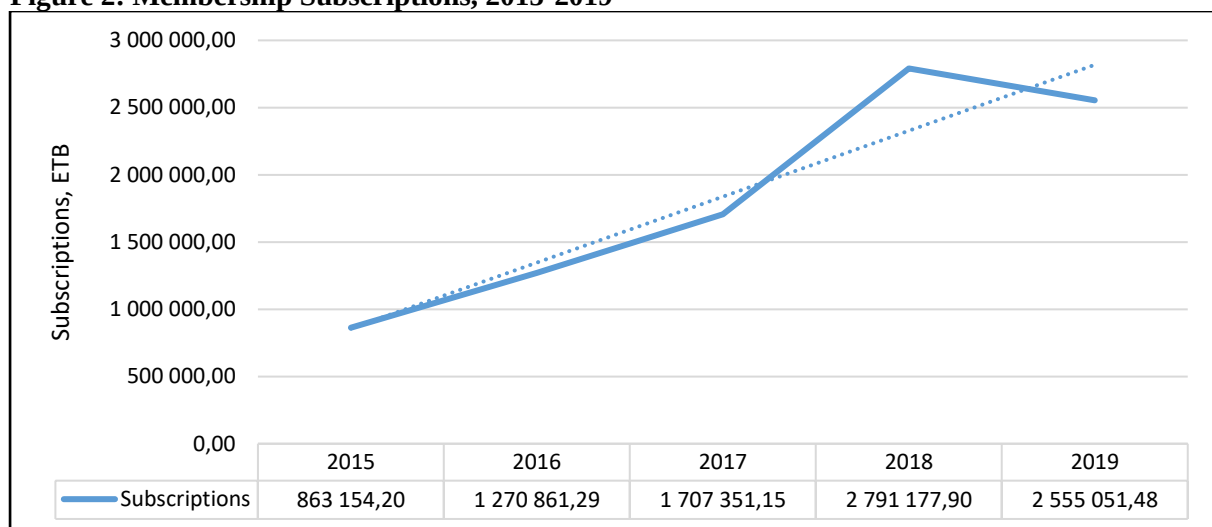
From Figure 2, it is evident that CETU membership has significantly increased between 2015 and 2018. The steady rise after 2014 can largely be attributed to the LO-Norway project intervention that in the project year achieved 95, 568 new members. Of concern, however, is that trade union membership in Ethiopia is predominantly male, with the proportion of women at about one-third. Also, youths and young workers in general appear not to be visible in CETU ranks. The Central Statistical Agency (2018 report of urban employment and unemployment) report that about 3,340,391 or 44.4 percent of the total employed persons in urban areas in Ethiopia are young workers aged 10-29 years. In other words, almost half of the workers in urban Ethiopia are youths. Yet, this cohort is not assigned visible space within CETU structures and strategy formulation. In fact, youth workers are not even captured in the CETU membership data capture system. Arguably, while young workers are visible in the workplace, they are still invisible in CETU structures. Hence, it appears that CETU needs to heighten efforts to close ranks with both youths and women in trade unions. This is especially important given that 3.3 million urban youths are reported to be in employment by the CSA in Ethiopia. These constitute potential membership of CETU that remain largely unorganised. A pro-active agenda towards young workers might, therefore, be of the essence in going forward with CETU organising thrusts.



### 3.2.5 Project management and coordination

The main strategy on KRA2 was to increase the membership levels. This appear to have worked well. Incidentally, evidence suggests that rising membership has been associated with a rising trend in CETU subscriptions. In this regard, while the level of CETU membership increased by 23 percent, the level of subscriptions more than doubled in the project period, increasing from ETB 863,154.20 in 2015 to ETB 2,791,177.90 in 2018, representing 223 percent. The exponential rise in subscriptions can largely be attributed to the emphasis placed on broadening the membership base and aggressive dues collection in CETU’s Strategic Plan’s Pillar One. To some extent, the cost of this project can further be justified by the results in subscriptions that demonstrate that the resources used on the project provided the significant results on subscriptions (Figure 2). In terms of subscriptions structure, each member pays one (1) percent of the basic salary to the basic trade union at the enterprise level, sixty percent of which is used at the basic trade union level while the balance of 30 and 10 percent are remitted to the national industrial federation and CETU, respectively.

**Figure 2: Membership Subscriptions, 2015-2019**



**Source:** CETU Documents

During the project period, financial management was also tightened to ensure efficiency of managing expenditures. Evidence suggests internal financial management routines and procedures for organisation were established and implemented for the LO- Norway project. In this regard, CETU undertook the following: (i) established a separate bank account for funds received from LO-Norway; (ii) developed and adopted a policy on anti-corruption in accordance with LO-Norway guidelines; (iii) developed and adopted a policy on procurement in accordance with LO-Norway guidelines; (iv) had books of accounts audited in accordance with audit instructions from EY Norway forwarded to the local auditor (Getachew Wakjira and Company) in October every year; (v) included auditor’s management letters in annual accounts sent to LO-Norway together with a copy of the annual accounts and a copy of the audit opinion, (vi) allowed LO-Norway to undertake reviews of CETU vouchers, evidenced by the EY Audit of the Project in October 2017 (vii) exempted LO-Norway funds from payment of gratuity for elected leaders, leadership allowances and gratuity of staff, and; (viii) kept per diem system at a moderate level, and ensuring that the rate used for LO-Norway supported activities was agreed to with LO-Norway. Evidence suggests that the per diem rate was approximately 175NOK for a day for participants from Addis Ababa, and approximately 275 NOK a day for participants outside Addis Ababa. For participants outside Addis Ababa, rates covered transportation as well as meals. Workshop participants signed for both attending workshops, as well as for receiving payment of per diem.

However, areas needing further attention appear to be: 1) the need for archiving quotations in procurement as supporting documentations for incurred expenses, 2) the risk of not setting requirements on who to obtain quotations from, 3) the possible improvement of backup of accounting system as the

backup was located in the same room as the computer with accounting system; 4) the need for capacity building and consideration for incentive payment (top up salaries) of accounting staff involved in the preparation of financial account statements/documentation for audits, and 5) the need for improved coordination between the accounts and education departments to improve information flow and consistency of financial information reporting. There was also a concern that audit instructions from LO-Norway were burdensome given the long list of requirements but this may not be fully justified since initial audit statements appear short on required standard detail that is readily available in other partner country audit reports (e.g. information on subscriptions). Overall, however, project management as it relate to finances showed compliance with generally accepted principles of accounting. This is supported by the conclusion of EYs Audit of CETU (November 2017) that concludes that “*the bookkeeping of the organisation was up to date and the necessary bank reconciliations performed as of September 2017. The bank reconciliations were reviewed down to supporting documentation and no deficiencies were identified*”.

### **3.3 Key Result Area 3: Increased collective bargaining agreements**

#### **3.3.1 Objectives of the KRA3**

The broad objective of this key result area was to build the capacity of trade unions to engage in social dialogue with employers and thus improve working and living conditions of workers in Ethiopia.

#### **3.3.2 Key strategies and inputs**

The main strategy under this component was training and engagement in social dialogue with employers. This involved training on how to reach collective agreements and heightened engagement in social dialogue with the employers. A key performance indicator was, ‘126 New Collective Agreements signed (i.e. increased by 25 percent between January 2015 and December 2018)’.

#### **3.3.3 Project activities and outputs**

Documentary evidence suggest that about 20 project activities (i.e. one-third of all project activities) focused on building the capacity of trade unions to bargain and engage in social dialogue, representing about 29 percent of all project activities implemented<sup>10</sup>. In 2015, for instance, a collective bargaining workshop was conducted in Bahirdar in which 40 people were trained, six (6) of whom were women. In 2016, a workshop on collective bargaining was conducted at Makale in which 39 people were trained, six (6) of whom were women. Two workshops on how to inculcate gender issues in CBAs were also conducted in Hawasa and Jimma with a combined total of 80 people trained, 21 of whom were women. In 2017, five (5) training activities were undertaken in social dialogue and collective bargaining in Kombolcha, Bahir Dar, Makale, Addis Ababa and Bushoftu in which 197 people were trained, 78 of whom were women. In 2018, a total of twelve (12) project activities were undertaken with a total of 494 people trained across various cities, 139 of whom were women. Evidence suggest, therefore, that project activities targeted at collective bargaining and social dialogue were undertaken with a significant number of people trained on how to bargain successfully. Further, it is the case that those trained under the Textiles and Hotels Federations eventually ended up being part of CBA negotiations in these federations and in some basic trade unions bargaining units. Evidence of trainee involvement in actual collective bargaining activities were notable at Yigalem Addis Ababa Garment Trade Union and at Sebhatu and Sons Security Company in Addis Ababa where trainees confirmed utilising the knowledge gained in actual collective bargaining processes, leading to signing of Collective Agreements. The improvement in actual pay and conditions of service and subsequently welfare appeared limited at Yigalem but significantly higher and better at Sebhatu and Sons Security Company. If the evidence of higher level results from collective bargaining training activities from these two companies sampled are

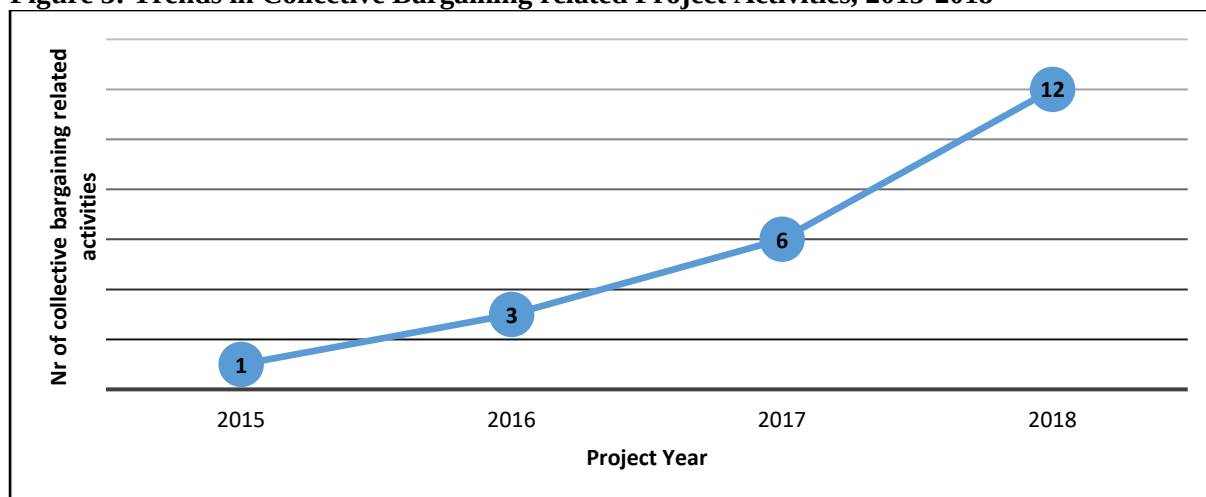
---

<sup>10</sup> See Table 1 for a detailed specifically of these project activities.

a reliable indicator, it can safely be inferred that training activities on collective bargaining activities likely yielded beneficial welfare impacts on the Ethiopian society through improved wages and conditions of employment.

A pattern that emerges from the trend in collective bargaining activities is that most of these activities were concentrated in the third and fourth years of the project implementation period (Figure 3). There was also evidence of improved engagement with government and employers. In 2016, for instance, CETU initiated cooperation with Oromiya’s Bureau of Labour and Social Affairs which led to the establishment of social dialogue committees.

**Figure 3: Trends in Collective Bargaining related Project Activities, 2015-2018**



**Source:** CETU Documents

### 3.3.4 Achievement of objective

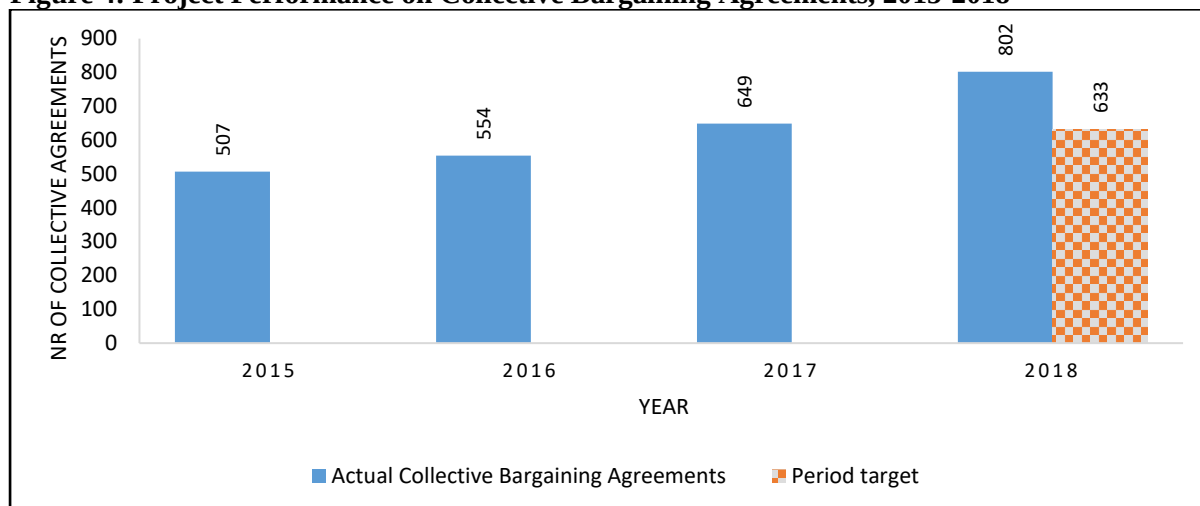
A key performance indicator was to increase the number of Collective Bargaining Agreements (CBAs) by 126, from 507 in January 2015 to 633 in December 2018. Available documentary evidence suggests a total of 295 new collective agreements were signed between 2015 and 2018, against a target of 126, representing a 58 percent achievement rate. The project target was, therefore, achieved and exceeded. However, there are some fundamental analytical questions that could not be answered due to limited information: for instance, the baseline figure of 507 CBAs in the initial year was not disaggregated by industry, sector, or duration in the project document or log frame matrix. Further, it was unclear, which sectors or industrial federations performed better than others because of information gaps. Data organisation appear to be problematic. Knowledge of how sectors or industrial federations were performing in this regard would help to know dominant sectors not only in terms of collective bargaining agreements but also in terms of source of membership growth for priority organising support. However, newly signed CBAs have contributed to improved welfare not only of workers but their families as well because these agreements include social benefits. Table 2 depicts the performance on collective bargaining agreements, suggesting that the broad objective was achieved

**Table 2: Performance on collective bargaining agreements, 2015-2018**

Key Result Area	2015	2016	2017	2018	2018	Comment
		Accumulated total	Accumulated total	Accumulated total	Project Target	
Collective Bargaining Agreements (Nr)	507	554	649	802	633	2018 target met and exceeded

**Source:** CETU Documents;

**Figure 4: Project Performance on Collective Bargaining Agreements, 2015-2018**



**Source:** CETU Documents;

Evidently, aggregate performance on collective bargaining agreements was overwhelming. In 2015, there was an 8 percent increase of new collective agreements; in 2016 there was a 19 percent increase in new collective agreements; in 2017 new collective bargaining agreements increased by 17 percent (to 649). A total of 802 new collective agreements were signed in the project period, which is an increase of 58 percent, far beyond the target of 25 percent or 633 collective agreements. However, this result must be placed in the context of limited information to fully ascertain whether the 126 targeted CBAs were a fair representation of the total number of CETU affiliates in need of a totally new CBA or renewed CBA. To remedy this gap, a more comprehensive and robust M+E framework and information capture system would be of the essence.

### 3.3.5 Project management and coordination

A major issue that stands out in terms of project management and coordination related to KRA3 is data management and project reporting. For one reason or the other, vital information that should have feed into improved project management and coordination was not being captured, or at least not consistently reported. For instance, it was unclear which basic trade unions or federations reported signing collective agreements. Also, the actual content of the signed collective agreement was not available. At best, it was not being tracked in the annual activity reports that formed a substantial data source for the evaluation. A more coordinated approach would have enabled effective capture and comprehensive reporting and capacity gaps identified and possibly rectified timely. This would also have served to identify proactive basic trade unions, sectors and federations in terms of collective bargaining activities and quality dimensions of signed collective agreements.

## **3.4 Key Result Area 4: Increased female trade union leaders**

### **3.4.1 Objectives of KRA 4**

Under this KRA, the planned result was that ‘CETU’s female trade union leaders have increased by 30 percent within four years (at baseline one-third of the 6370 trade unions leaders were women). The aim was to increase women representation in leadership structures. Besides, according to Clause 4 in the Co-operation Agreement, gender equality was to be mainstreamed in the project co-operation, going beyond women’s representation to reflect a gender perspective in all trade union activities.

### **3.4.2 Key strategies and inputs**

The main strategy under this KRA was training and strengthening of women committee structures within CETU. This involved training on gender issues at the workplace and in trade unions, and ensuring that in every training programme women are invited to have the opportunity of participating in awareness programmes. In addition, this was to be achieved by observing CETU’s constitutional provision that reserves one-third of the trade union leadership positions to women. Further, the strategy was to develop and adopt a gender policy within CETU to guide actions for upholding rights of women within trade unions and at the workplace in Ethiopia. The CETU Gender Policy document is not as clear as the Constitution of CETU about 30 percent women representation in the leadership, however. This omission is of concern because in effect the Gender Policy document is the basis for implementation. Gender training activities were mainly conducted by CETU’s education department. This raised some apprehension as women participants interviewed felt marginalised. Also, the relatively low budget allocation to gender related activities raised apprehension among participants interviewed during the evaluation.

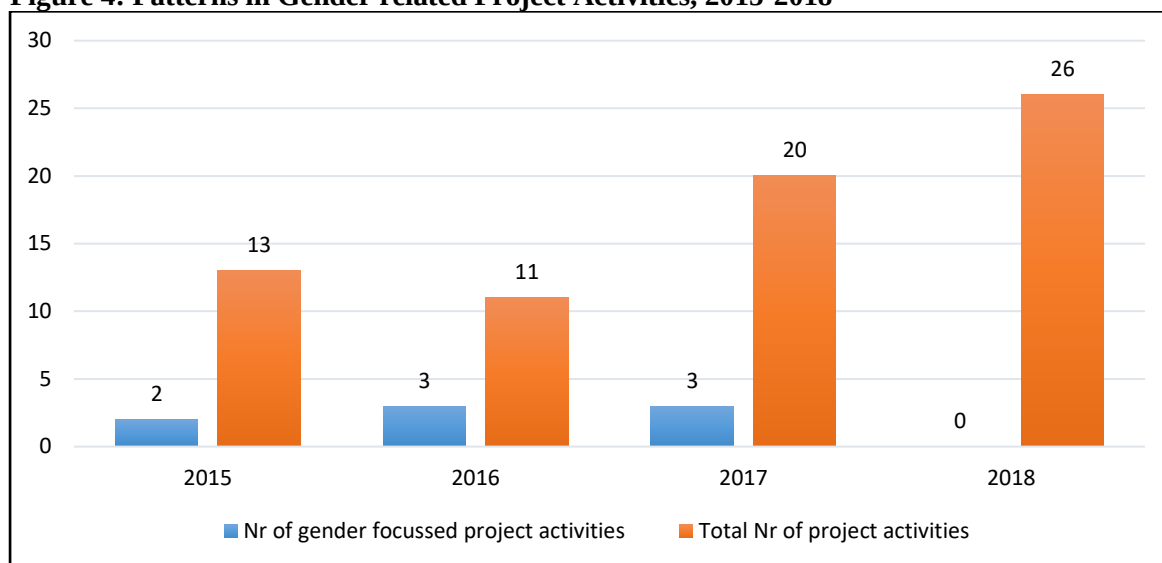
### **3.4.3 Project activities and outputs**

Documentary evidence suggest that about eight (8) project activities out of 70 focused on gender training and strengthening of women committee structures within CETU, representing 11 percent of all project activities implemented<sup>11</sup>. In 2015, for instance, two gender mainstreaming workshop activities were conducted in Addis Ababa in which 84 people were trained, 44 of whom were women. In 2016, three workshop activities related to gender were conducted, two on inculcation of gender in CBAs (in Hawasa and Jimma) and one on working women empowerment in trade union activities ( in Addis Ababa) – resulting into 120 people trained, 52 of whom were women. In 2017, three workshop activities related to gender were conducted, two (2) on working women rights (in Diredawa and Makale) and one on strengthening working women in trade unions (in Adama) – resulting into 79 people trained, 45 of whom were women. In 2018, there was no gender targeted project activity despite a total of 26 project activities been undertaken. Evidence suggests, therefore, that project activities targeted at gender were rather on the low side during the project period, with the proportion of women participants in these activities recorded at less than 50 percent. A pattern that emerges from the trend in gender activities is that most of these activities were concentrated in the second and third years of the project implementation period (Figure 4). There was no evidence of gender focused activities in 2018(Figure 4).

---

<sup>11</sup> See Table 1 for a detailed specifically of these project activities.

**Figure 4: Patterns in Gender related Project Activities, 2015-2018**



**Source:** CETU Documents

#### 3.4.4 Achievement of objective

Overall, evidence suggests that the activities led to the establishment of more women committee structures within CETU that opened up spaces for increased women participation in CETU leadership structures. The proportion of women in basic trade unions was reported at one third in December 2018. The objective was to increase female trade union leaders by 30 percent within four years, implying that the proportion of female leaders was to be increased from 2,123 (baseline figure in 2014) to 2,759 in December 2018. There is no evidence to show that this was achieved. Discussions with women representatives suggest that the proportion of women at local level was still very low although the situation was slowly improving. Data on the actual proportion of women in leadership structures was not available thereby limiting the analysis in that regard although the actual situation in the CETU National Executive Committee pointed to one woman in a leadership of ten, representing about 10 percent.

#### 3.4.5 Project management and coordination

Key issues that stood out in terms of project management and coordination related to KRA4 is information flow gaps and limited participation of women in planned project activities. Discussions with evaluation participants suggest male domination in attending training activities, including training activities focused on gender, and a lack of effective information flow within CETU with regard to LO-Norway project documentations, planned activities and budget allocations. There was a sense that women were not being informed about what was happening concerning the project and that they were still being marginalised when it came to attending trainings. While welcoming the formation of women committee, for instance, one evaluation participant noted that, *'it is not only about creating women structures but making those structures work. This can only happen when more women are involved in the design, implementation and follow-up activities'*. A more coordinated approach and improved information-sharing within CETU would therefore be of the essence. This will also serve to inform the structure of the project budget and budget allocations towards gender related activities, and thus allay concerns about resource allocation criteria towards women's activities.

### 3.5 Key Result Area 5: Effective engagement in social dialogue

#### 3.5.1 Objectives of KRA5

Under the programme of engagement in social dialogue with employers and government, the planned result was that trade unions engage in dialogue with employers and government. The emphasis was on equipping the social partners with tenets of tripartism and improving relations and social dialogue with the employers.

#### 3.5.2 Project Activities accomplished

From documentary evidence and interviews, the evaluation established that CETU has been engaged in dialogue with government and employers and has been collaborating with civil society organisations in Ethiopia and that through these engagements CETU's visibility has generally increased. Notable achievements in this regard that can be directly linked to the LO-Norway project can be specified as follows:

- **CETU's participation in labour law reforms.** During the project period, CETU engaged with the government of Ethiopia leading to the enactment of a new principle labour law, referred to as the Labour Proclamation No. 1156/2019 that took effect on 5<sup>th</sup> September 2019. This proclamation recognises the importance of workers-employer relations governed by basic rights and obligations with the view to enabling workers and employers to secure durable industrial peace, sustainable productivity and competitiveness through cooperative engagement towards the country's development. It is anchored in a working system that guarantees the rights of workers and employers to freely establish their respective associations and to engage in social dialogue and collective bargaining.
- **Advocacy on minimum wage.** During the project period, CETU heightened advocacy and spearheaded the call for the establishment of a minimum wage in Ethiopia. This led to the establishment of a Minimum Wage Board in which CETU is a member. Discussions further revealed that through the Minimum Wage Board, CETU is involved in the development of a roadmap for the enactment of a minimum wage law.
- **Improved Relations with Employers' Organisations.** During the project cooperation period, CETU signed a Memorandum of Understanding (MoU) with the Ethiopian Employers Federation (EEF) - the oldest employers' federation in Ethiopia that was established 66 years ago and has since evolved into nine (9) federations. With the MoU, CETU and EEF collaborated on a number of activities during the project period, including on the following: revision of the labour law; resolving industrial conflicts in the civil aviation industry; formation of a regional employers federation; service provision through joint training on social dialogue, child labour and HIV/AIDS; resettlement of refugees; collective bargaining in the tourism industry; and election monitoring. CETU also collaborated with the new Ethiopian Employers' Confederation (EEC), particularly in relation to skills development; decent work; migration; social dialogue and resolution of industrial conflicts.
- **Cooperation with the State of Oromiya Bureau of Labour and Social Affairs.** In 2016, CETU started to cooperate with the state of Oromiya's Bureau of Labour and Social Affairs through which a common understanding was reached to establish social dialogue committees.
- **Establishment of OSHE Committees across the country.**
- **Working with the National Anti-Corruption Organisation and Local Civil Society Organisations.**

Generally, the external impact of the LO-Norway project has been notable with the visibility of CETU increased. With the labour law revision process, participation in the National Tripartite Consultative Board and Minimum Wages Board Forum, CETU and the participating affiliates have been able to influence labour policy formulation in Ethiopia. The improvements made to the labour law and development of a minimum wage road map are cases in point. The external impact of CETU as a result of the project cooperation, therefore, appears significant. Some gaps do remain for future improvement, however. For instance, the low salaries in industrial parks call for heightened advocacy and unionisation of workers in industrial parks while the low representation of women in trade unions urges the need for increased attention to women's right issues in the workplaces. There is certainly potential for CETU to strengthen its voice and improve its societal impact although the industrial relations environment in Ethiopia remains hostile, especially in industrial parks.

#### **4.0 ASSESSMENT OF PROGRAMME RELEVANCE, EFFECTIVENESS, EFFICIENCY, AND IMPACT AND SUSTAINABILITY**

##### **a) *Relevance***

Evidence from the evaluation suggests that the project cooperation was highly relevant to the work of CETU. The overall development goal of the project cooperation was to enable "Ethiopian workers through their trade unions have more influence on labour policies". The project had emphasis on establishing more unions at the enterprise level, increase members in order to achieve higher levels of organisational and financial strength, increase the number of collective agreements and to increase the proportion of female workers in trade union leadership. In addition, there was an emphasis on equipping the social partners with tenets of tripartism and improve relations and the dialogue with the employers. All these results areas resonated with the twelve strategic pillars in CETU's five (5) year strategic plan (2015-2019), namely: 1) increasing the [membership] base and revenue of the organisation, 2) ensuring presence of comprehensive information gathering, 3) broadening bilateral and multilateral co-operation, 4) conducting various mobilisation and public participation campaigns, 5) enhancing capacity building activities, 6) social dialogue, 7) prevention of HIV/AIDs, 8) trade union organising, 9) strengthening and enhancing the participation of female workers, 10) working towards broadening and strengthening co-operative associations, 11) working towards realisation of professional safety and health policy, 12) working towards preparation and implementation of the a minimum wage (see *CETU Strategic Plan 2015-2019*).

Evidence gathered leaves no doubt that the programme has been relevant and targeted the needs of the organisation. Modifications made during implementation as specified in the Supplementary Agreement of 2017 also ensured the consolidation of desired results on financial management, and thus successfully targeted and remedied potential challenges observed at an initial stage. Of special note in terms of the relevance of the project was the emphasis of the project on social dialogue, particularly in the third and fourth years of project implementation which aligned with the policy priority of the country to revise the principle labour law. The support rendered to CETU enabled the organisation to build capacity and effectively influence the process and content of the newly enacted labour law, namely the Labour Proclamation of 2019. In this regard, the project also served as a technically relevant and adequate solution to the problem the country was trying to address.

##### **b) *Effectiveness***

The project largely achieved its goals. Four (4) of the five (5) key result areas fully achieved their goals, representing an overall head count score of 80 percent for the entire project. More specifically, significant results were achieved on original goals set on each key result area. On the first key result



area of establishing more basic trade unions at the enterprise level, while the original project target was not specified, the number of basic trade unions established increased by 45 percent at the end of the project. The second key result area was membership growth. Here, the revised objective was to increase union membership by 16.9 percent (i.e. from 415,515 members in December 2015 to 486,000 in December 2018). This target was met and exceeded at the end of the project. CETU membership increased to 511,083 by December 2018, which is an increase of 23 percent for the whole period, demonstrating high project effectiveness in regard to the membership growth objective. The third key results area and objective was to increase the number of collective agreements by 25 percent. This was achieved and exceeded. Available documentary evidence suggests a total of 295 new collective agreements were signed between 2015 and 2018, against a target of 126, representing a 58 percent achievement rate. This too suggests a high project effectiveness in regard to the goal of increasing collective bargaining agreements. Major factors that influenced the achievement of these results include consistency of funding, leadership commitment to the project and full implementation of project activities. The fourth key result area was to increase the proportion of female trade union leaders by 30 percent. This was not met, however. Performance on increasing the proportion of female trade union leaders was ambivalent, at best not met. Failure to achieve this goal might be attributed to historical gender discrimination based on deep-rooted cultural and religious attitudes and beliefs and the lack of sufficient good will of the duty bearers to ensure that women committees established during the project period are further supported and made functional. As one woman interviewee observed, “*it is not just about establishing women structures but making them work*”

### **c) Efficiency**

Evidence suggest that costs associated with this project can largely be justified by the results it produced although cost-effectiveness may not have been fully realised. The use of only two people in the education department may have constrained the effective implementation of the training courses. Efforts of the organising department were also not fully reflected. Limitations in critical disaggregated information in relation, for instance, to content and duration of collective agreements might suggest room for improved efficiency of project implementation. Notwithstanding, there is a basis for concluding that a fair attempt was made to consciously manage the project cost-efficiently. The use of CETU’s own trainers to cut down on external expert fees and deploying secretariat staff in accounting to perform project accounting functions within their day-to-day duties was consciously made to achieve cost-efficiency. The conscious effort to cost-effectively utilise human resources at CETU headquarters freed resources to core union functions and programme activities.

Besides, while capacity needs remain, it is the case that the training provided to accounting staff also enhanced their competences, thereby contributing to effective financial management and accounting practices. Evidence also exist that CETU has been teaming up in some training and project activities with some industrial federations in prioritised sectors (e.g. textiles, hotels) to utilise their available human resources to complement the lean staff in the education department. The use of local expertise further ensured value for money and cost control. This demonstrates commitment to cost-serving and management of costs by CETU - ‘*doing more with less*’. Some challenges, of course, remain that might undermine the efficient utilisation of resources in future. For instance, while there was measured use of expertise from the industrial federations this appear to be limited as most training activities were undertaken by the project coordinator. An alternative solution that could potentially produce similar or better results would be to make use of LO-Norway’s expertise (e.g. from other regions such as Asia) to complement CETU’s project coordinator in delivering some planned project activities. This could result in improved results due to varied pedagogical approaches (reflections, discussion and evaluative) methodologies of training but at lower/fewer resources. Indeed, while it might be cost-effective to use CETU’s own trainers from the education department, this might not be efficiency-enhancing in the long-run.

### **d) Impact**

The wider effects of the project can largely be seen in the impact of the project support on the capacitation of CETU to effectively engage in collective bargaining and social dialogue with employers and the Government. In terms of collective bargaining outcomes, available documentary evidence suggests a total of 295 new collective agreements were signed between 2015 and 2018, against a target of 126, representing a 58 percent achievement rate. Clearly, from the education and training programmes on collective bargaining, relevant capacities have been developed at leadership and enterprise levels. In this regard, the co-operation arrangement with LO-Norway can be said to have benefitted different stakeholders in society including workers, employers, government and the general public. Beneficiaries trained through the project consider the knowledge and skills acquired through the project to be the most important changes created by the project. As one shop steward put it, “*the training has helped us know how best to organise workers and encourage them to join the unions*”. Another beneficiary noted that “*education is non-negotiable*” so the project helped us to know what to do and we need further support”. Clearly, the project has re-defined CETU’s industrial relations landscape.

The project also had policy impacts as it helped CETU input effectively into the labour law reform process which culminated into a new Labour Proclamation that is anchored on the fundamental principles and rights at work and thus consistent with international labour standards. In this sense, CETU’s influence and visibility has significantly improved through the project. However, in spite of the progressive impacts on the policy and legal framework, enforcement lags behind on the gains made due to serious capacity constraints amongst duty-bearers, the Ministry of Labour and Social affairs. Inadequate capacities to enforce factory inspections and compliance by foreign investors suggest not all results will be immediate but the impact has been felt far afield. CETU will also need to speed up desired change including acting decisively on women and youth representation and raising the voice on women rights in the work place and the rights of workers in industrial parks to consolidate wider impacts on society.

#### e) ***Sustainability of results achieved***

Potential for sustainability of results exists although a concrete action plan for achieving sustainability remains elusive. CETU designed a strategic plan to enable, among other objectives, fund generating resources to sustain different trade union activities, and to mobilise basic trade unions to become financially self-reliant and contribute their due share to CETU activities. Cost – sharing in financing training activities was also mooted at the initial stage of the project. However, translating these ideas into concrete action appear elusive during the project implementation period. Currently, a number of industrial federations can’t conduct training activities on their own as they remain dependent. Besides, a number of federations are not contributing substantially to the operations of CETU. A discussion with one affiliated federation, for instance, revealed that “financial contributions of the federation to CETU are not enough to sustain CETU union activities”. In terms of subscriptions structure, each member pays one (1) percent of the basic salary to the basic trade union at the enterprise level, sixty percent of which is used at the basic trade union level while the balance of 30 and 10 percent are remitted to the national industrial federation and CETU, respectively. This suggests that the local unions and or the industrial federations may be richer than the Confederation. Options to remedy this trend would be of the essence given that most of the activities are done at the Confederation level, especially negotiations with government, doing the research work and strategic planning. The reversal of the sharing in union dues should be made part of the Sustainability Plan.

However, if there should be a redeeming note on sustainability it is that during the project period, CETU’s income from subscriptions more than doubled, rising from ETB 863,154.20 in 2015 to ETB 2,791,177.90 in 2018, representing 223 percent. The steep rise can be attributed to aggressive revenue collection measures and thrusts outlined in the Strategic Plan (2015-2019) in which broadening the membership base and revenue was a key strategic pillar. Therefore, there appears to be a correlation between membership growth and dues collected, with measured increases in union membership (2015-18) associated with increases in subscriptions remitted to CETU.

## **5.0 CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS**

### **5.1 Conclusions**

The conclusion reached is that project activities were implemented largely as planned and that the project was relevant and beneficial to the organisation. Positive high level results were recorded in terms of increased number of enterprise-based unions organised, union members recruited, collective bargaining agreements signed had society-wide impact. However, gender mainstreaming exhibited gaps as was project coordination and data management. Besides, the evaluation finds that a significant proportion of workers in Ethiopia remain unorganised and that CETU appear not to be pro-actively organising youths and workers in the informal economy. This highlights the need for a pro-active agenda towards women, youths and the informal economy.

The project also had policy impacts as it helped CETU input effectively into the labour law reform process which culminated into a new Labour Proclamation that is anchored on the fundamental principles and rights at work and thus consistent with international labour standards. Societal impacts of the project can also be seen in improved wage incomes through collective bargaining which has had social welfare enhancing effects on livelihoods of urban households. The relevance of the project is not in doubt given the great need of CETU for institutional support and organisational strengthening for fighting for workers' rights. The project components resonate with the priorities in the CETU Constitution and Strategic Plan (2015-2018). LO-Norway support is particularly critical in a country with low levels of unionisation, weak implementation capacities of the Ministry of Labour and Social Affairs (MoLSA), and poor working conditions and hostility of foreign direct investors. This highlights the need for continued project support to enable CETU advance the cause for decent work in Ethiopia.

This notwithstanding, the real challenge is on sustainability of project results, especially given the over-dependence on external support and in particular LO-Norway which constitutes over 80 percent of CETU's project activities. This calls for a concrete sustainability plan and clear mapping of all trade union solidarity support groups helping CETU to ensure donor coherence consistent with development effectiveness principles. This highlights the significance of implementing a concrete long-term sustainability plan.

### **5.2 Lessons Learnt**

There are a number of useful lessons gleaned that can inform future programming and co-operation between CETU and LO-Norway and other participating stakeholders. Those relating to project management and coordination are classified as upstream, while those that relate to the implementation of the project are classified as downstream.

#### **5.2.1 Upstream (Project management and co-ordination)**

The structured nature of the project, with insistence upon semi-annual activity reporting, annual audited accounts consistent with LO-Norway's format and guidelines, and measured sequential release of funds for programme activities, helped push CETU towards greater efficiency and effectiveness in project delivery although the reporting format should have been standardised at an initial stage to enrich the quality and details of the monitoring and evaluation information. Nonetheless, the November 2017 Supplementary Agreement to the Cooperation identified financial management challenges early and offered solutions. Concise comments were provided on the activity reports and financial and audited reports, which raised fundamental issues that helped the success of this project. Such strategic guidance,

including exchange visits to Norway on strengthening capacities of leaders and staff to fight for workers' rights, was considered most useful by all stakeholders. This project is therefore a good example of the transition from donor-partner relations of the past to building true partnerships where stakeholders are mutually accountable to each other and account for results. In future, project coordination within CETU could be improved as stakeholders felt this exhibited drawbacks. A coordinating mechanism that could involve all departments within CETU could provide a useful framework going forward.

### 5.2.2 Downstream (Project Implementation)

From the implementation side, it is most gratifying to note the significant progress achieved in most key results areas of the project, arising mainly from the targeted, consistency and realistic nature of the project interventions. For instance, it emerged that when the engagement in social dialogue with employers commenced in 2015, relations amongst the two social partners, CETU and EEF, were less than strong. However, as the project progressed, a 'spirit of give and take' was fairly entrenched in social dialogue, especially at the national level. This new understanding helped the social partners deal effectively with the revision of the principle labour law, with the eventual enactment of the Ethiopian Labour Proclamation in 2019.

However, it can also be noted that while programming improved generally, there were still recurring issues which even though they might have been highlighted fairly early, persisted throughout the project, including issues of gender inequality in training participation, low proportion of female trade union leaders, data management gaps, and sustainability of results. There is also need to develop a framework for systematically organising youths and informal workers in CETU. The establishment of women committees at CETU and affiliates unions is a good example of how to re-energize the labour movement in a gender-sensitive and inclusive manner as well as focusing on cross-cutting issues such as child labour, environment, disability and HIV/AIDS. But, it is not enough to establish the structures. These structures must be made functional with expressed increase in budget allocation towards them.

### 5.3 Recommendations

The following recommendations can be logically derived from the conclusions:

1. **There is need to strengthen the implementation of standard results-based reporting** so that due attention is given to all aspects of the monitoring and evaluation (M&E) framework. Specifically, it is recommended that CETU undertakes the following actions:
  - a. Articulate and implement an M & E plan that should complement the project cooperation agreement. This should list all indicators and project targets, data sources, baselines and reporting frequency and level of disaggregation required during the entire project cycle. This will cure the inconsistencies observed whereby reporting formats and depth of information was not consistent across the project life cycle.
  - b. Increase the number of personnel involved in project's results reporting. Only having one or two persons from the education department may not be enough. The role of the research department, for instance, particularly in reporting higher-level results is critical as is the role of organising department, women affairs and finance departments. All these must be part of the project's results reporting framework.
  - c. Build a corps of trainers and establish regional training teams or provincial branch training teams from those that have already undergone basic Training of Trainers. Likewise, all industry federations should also establish their own training departments and form their own training teams.
  - d. Specify persons responsible for each monitoring activity. Identify and specify personnel responsible for data collection and management to ensure sufficient precision, accuracy,

timeliness and disaggregation of data with an ability to measure all the relevant indicators across the entire results chain.

2. **It is important that CETU implements and prioritises a membership data management system** that captures membership characteristics and profiles to enable it strategically prioritise those sectors and industrial federations with great membership potential in organising efforts, in order not to thinly spread the limited resources that may be available in the short-run while the organisation seeks to build permanent capacities. Therefore, in an effort to ensure presence of comprehensive membership information gathering, it is recommended that CETU undertakes the following actions:
  - a. The current state of the Organizing department should be evaluated, not only at the confederation level but also in the Industry Federations as well as in the Provincial branches to understand the current needs for organising effectiveness in the context of the future of work.
  - b. Capacitate the Organizing Department. Ironically in the series of training programs, there appeared to be no skills training available for Organizers to develop and improve their organising skills. Hence, there should be skills training in data base collection storage, management and analysis. The staff should be prepared for system upgrade.
  - c. Design and implement a standardised membership data collection template/form and procedure that should be availed to industrial federations/basic trade unions to ensure uniform and timely capture and organisation of membership demographics.
  - d. Establish a modern automated membership data storage and reporting system.
  - e. Direct affiliate federations to update membership information with CETU monthly.
  - f. Support the documentation and research departments with specific capacity building trainings in membership database management.
  
3. **A pro-active union organising agenda towards youths and workers in the informal economy is recommended** given the huge membership potential among youths and workers in the informal economy that are currently unorganised<sup>12</sup>. Specifically, CETU should consider:
  - a. Strengthening its youth outreach programme to college and university students.
  - b. Establish youth structures across different levels of the organisation and articulate specific activities for making them functional.
  - c. Articulate a pro-active union organising agenda towards the informal economy.
  - d. Strengthen collaboration and alliance building with civil society organisation already acting in the informal economy.
  - e. Arrange for exchange programmes to draw lessons from the experience of other countries in organising the informal economy (e.g., learning from the experience of SENTRO in the Philippines on Social Movement Unionism or Ghana or Uganda's informal economy organising).
  
4. **A pro-active gender mainstreaming approach should be implemented** at both CETU and affiliate level in order to realise gender affirmative action, and that this pro-active approach must be linked to the overall results-based monitoring and evaluation of programme activities to ensure gender results at outcome and impact levels are achieved. Specifically, CETU should:
  - a. Revisit the CETU Gender Policy Document to clarify in its affirmative action clear targets for integration of women into the leadership structure at the highest levels of the Executive

---

<sup>12</sup> Here, it may be useful to benchmark this approach on what is already working elsewhere. Thus, it may be useful to share, for instance, SENTRO's strategy of organising the youth and informal sector in schools and urban poor communities using the Social Movement Unionism approach. CETU may draw some useful learning points from SENTRO's Strategy. Another useful model may be that from COSATU's SACTWU that has an innovative approach to union organising.

Committee (the statement in section 2.3.1 of the Gender Policy is a bit vague). A clear target of how many percent women representation needs to be clearly stated. The document only mentions enabling environment on initiatives for a 30 percent participation in the work force (section 3.4.2) but it has no clear nor definite action plan on the ascension of women leaders in all levels of the organisation, to make it even possible for a woman trade unionist to become President of the CETU. CETU can set a quantitative target for such an affirmative action by setting a quota just like many unions across the globe are doing.

- b. Implement the 50-50 gender equality principle to ensure that for all project supported training activities, the distribution of participants should be 50 percent male and 50 percent female. The types and contents of the trainings conducted also need to be reviewed. A separate module on gender sensitivity training specifically for men need to be included.
  - c. Ensure that women structures established during the project are further supported to make them functional.
  - d. Increase budget allocation to women activities for continued capacity building.
  - e. Improve on project information sharing to keep women and other departments in CETU informed about planned project activities and corresponding budget lines.
  - f. Formulate a clear action plan for effectively actualising the Gender Policy.
5. **CETU and affiliates should adopt and implement concrete sustainability** plans, including resource mobilisation and sustainability frameworks in order to address the perennial issue of sustainability of project results. Specifically, CETU should:
- a. Prioritise union organising in the industrial parks to broaden its base.
  - b. Revise membership subscriptions structures to make them more viable.
  - c. Implement cost-sharing strategies in training activities with industrial federations; and
  - d. Strengthen own sources of income, particularly on rental income from CETU buildings. It is also important for CETU to make available a comprehensive picture of its resources and properties like real estates and buildings and how this is managed and how this can be maximised<sup>13</sup>.
6. **To address project coordination gaps, there is need to establish a project committee** consisting of people from finance, women affairs, organising, and research and education departments. This committee could include a representative from LO-Norway (perhaps the Advisor) who can be drawn in discussions via electronic participations in meetings (virtual presence) or actual discussions with physical presence whenever opportunities would allow. In addition, consideration should be made to have a clearly designated Programme Officer for the Cooperation Project with clearly outlined duties and functions. The current situation appears like it is just an added responsibility of the Head of the Education Department. Appointments should be clear and if need be some honoraria can be given to the Programme Officer to incentivize the person doing the work.
7. **Leverage its education and training capacity building activities for improved union organising, social dialogue and decent work.** Specifically, CETU should:
- a. Adopt reflections, discussions and evaluation methodologies for effective workers' education and training that transcend non-dialogue teaching methodologies.
  - b. Innovatively involve trainers of trainers from other LO-Norway partner countries or the ILO, for heightened knowledge transfer on reflective and discursive-oriented training methodologies.
  - c. Place emphasis on training of trainers in education activities.
  - d. Package training to support decent work and efforts towards the realisation of a minimum wage at a national level.

---

<sup>13</sup> Available information suggests CETU has initiated the establishment of a Trade Union School and assets are available and mobilised already although things appear to have stalled.

- e. Design and implement a programme on skills training for organisers, finance officers and leaders at various levels. This programme could incorporate the following elements: mobilising and campaign management training; financial management skills training for finance officers and leaders at the federation and grassroots levels; skills in strategic planning, information and communication planning and management skills; Para-Legal training; grievance handling and conflict resolution skills; and, political education, among others.

#### 5.4 Future Cooperation and Partnership

**The overriding need of CETU is capacity building** in its four (4) main departments in the following order of priority: 1) **Education Department**, to build a corps of trainers who can design and implement a Trade Union Education Program with a ‘laddered’ approach of progression from basic to advanced skills using reflective and active learning methodologies; 2) **Organising Department** to build a Corps of Organizers who can develop an organising strategy to penetrate industrial parks/zones and urban poor workers communities that host both informal and formal workers in all major cities where Economic Processing Zones (EPZs) and Industrial Parks are concentrated; 3) **Women Department** that must build a Cadre of Women Leaders adequately trained in Assertiveness and Gender Rights and are able to communicate, conduct trainings and run campaigns on Gender awareness and rights; and, 4) **Finance Department**, where the staff is not only capable to ensure union dues collections and manage accounts but also manage CETUs Assets such as Real Properties. This is critical if CETU is to accomplish its core business of improving the working conditions of the working people and reducing in a sustainable manner the huge decent work deficits that abound in Ethiopia.

The mode of delivery should continue along the current ‘modus operandi’ of sequenced release of funds with measured external control. A conscious aid exit strategy should be developed with CETU with agreed targets of reducing the contribution of external partners within specified timelines. Furthermore, greater cooperation and coordination with other CETU partners, and especially the ILO would help to align and harmonise activities to promote mutual accountability for results (see Paris Declaration on Aid Effectiveness of 2005).

## BIBLIOGRAPHY

- Central Statistical Agency, CSA. (2018). *Urban Employment Unemployment Survey 2018*. Addis Ababa: CSA.
- CETU-LO Norway. (2015). *Cooperation Agreement 2015-2018*. Addis Ababa, Oslo: CETU-LO Norway.
- CETU-LO Norway. (2017). *Supplementary Cooperation Agreement*. Addis Ababa, Oslo: CETU-LO Norway.
- Confederation of Ethiopian Trade Unions, CETU. (1963). *Constitution*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2014). *Gender Policy*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2015). *Annual LO-Norway Project Activity Report*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2015). *Audited Report 2015*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2015). *Strategic Plan ( 2015-2019)*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2016). *Annual LO-Norway Project Activity Report*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2016). *Audited Report, 2016*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2017). *Annual LO-Norway Project Activity Report*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2017). *Audited Report 2017*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2018). *Annual Lo-Norway Project Activity Report*. Addis Ababa: CETU.
- Confederation of Ethiopian Trade Unions, CETU. (2018). *Audited Report 2018*. Addis Ababa: CETU.
- Ministry of Labour and Social Affairs, MoLSA. (2019). *Labour Proclamation No. 1156/2019*. Addis Ababa: MoLSA.
- Organisation on Economic Co-operation and Development, OECD. (2005). *Paris Declaration on AID Effectiveness*. Paris: OECD.
- World Bank. (2018). *Ethiopia Economic Overview*. Washington D.C: World Bank.



## APPENDIX I: LIST OF INTERVIEWEES

Nr	Name	Position	Organisation
1	Kassahun Follow	President	Confederation of Ethiopian Trade Unions
2	Ayalew Ahmed	Vice- President	Confederation of Ethiopian Trade Unions
3	Rahel Ayele	Head, Women Affairs	Confederation of Ethiopian Trade Unions
4	Berhanu Deriba Birru	Head, Education and Training	Confederation of Ethiopian Trade Unions
5	Measho Berihu	Head, Foreign Relations	Confederation of Ethiopian Trade Unions
6	Toisha Deressa		Confederation of Ethiopian Trade Unions
7	Abdukarim Midsoma		Confederation of Ethiopian Trade Unions
8	Balewgne Zewdu		Confederation of Ethiopian Trade Unions
9	Fisehasion Biadgilgn		Confederation of Ethiopian Trade Unions
10	Hunde Gudeto	Programme Officer	Confederation of Ethiopian Trade Unions
11	Asfaw Abebe H/Mariam	President	Tourism Hotel and General Service Worker
12	Endeshaw Kebed Ayele	General Secretary	Tourism Hotel and General Service Worker
13	Tesfaye Tsegaye Aklilu	Head, Industrial Relations	Tourism Hotel and General Service Worker
14	Eshetu Kifle	Workers' Educator	Gumero Tea Plantation Labour Union
15	Ketselo Tilay	Women Committee Member	Tourism Hotel and General Service Worker
16	Sawn Demitse	Women Committee Member	Energy and Commercial Union
17	Firhewat Girma	Women Committee Member	Food and Beverage Union
18	Asalnesh-Hassen	Women Committee Member	Transport and Communication Federation
19	Angesom G/Yohannes	President	Textiles Federation
20	Tekiu Shemareza	Head, Finance	Textiles Federation
21	Yemam Hussen	Organiser	Textiles Federation
22	Zemhun Gezalegu	Advisor to the State Minister	Ministry of Labour and Social Affairs
23	Getahun Hussein	President	Ethiopian Employers' Confederation
24	Fetch W. Zeberga	First Vice President	Ethiopian Employers' Confederation
25	Demiss A. Geno	Board Member	Ethiopian Employers' Confederation
26	Getachew Wakjira	Authorised Auditor	Getachew Wakjira and Company
27	Dawit Moges	President	Ethiopian Employers' Federation
28	Abdurahim Kubsu	General Secretary	Ethiopian Employers' Federation
29	Worku Tamrat	President	Amhara Employers' Federation
30	Getahun Hussein	Chairman	Public Consultative Forum of Ethiopia on Peace, Development and Democracy
31	Ashenafi Gizaw	Executive Director	Ethiopian Labour Rights Watch
32	Endalkachew Sebhatu	General Manager	Sebhatu and Sons
33	Davit Kitle	Chairperson	Yigalem Addis Ababa Garment Trade Union
34	Keremwa Shaila	Vice-Chairperson	Yigalem Addis Ababa Garment Trade Union
35	Tamiru Nigussie	Committee Member	Yigalem Addis Ababa Garment Trade Union
36	Alemayenu Tadalei	Committee Member- Accounts	Yigalem Addis Ababa Garment Trade Union
37	Elizabeth Mekonnen	Committee Member	Yigalem Addis Ababa Garment Trade Union
38	Solomon H/Mariane	Committee Member	Yigalem Addis Ababa Garment Trade Union
39	Biruk Alemu	Committee Member- Cashier	Yigalem Addis Ababa Garment Trade Union
40	Shewaye Leyessee	Committee member- Audit	Yigalem Addis Ababa Garment Trade Union
41	Teje Guta	Committee Member	Yigalem Addis Ababa Garment Trade Union