International Labour Organization

Evaluation Office

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Final Independent Evaluation of ILO ROAF RBSA Interventions on Just Transition in Namibia and Madagascar

QUICK FACTS

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Administrative Office: CO Antananarivo, CO Harare

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BACKGROUND & CONTEXT	
Summary of the project purpose, logic and structure	ILO's work on decent work in global supply chains emphasizes the importance of fair labor practices. A just transition means greening the economy in a way that is as fair and inclusive as possible, maximizing the social and economic opportunities of climate action, while minimizing and carefully managing any challenges to fundamental principles and rights at work. ILO's support to Madagascar and Namibia aims to develop specific interventions that put in practice the ILO *Guidelines for a just transition towards environmentally sustainable economies and societies for all* (2015) and thus contribute to the development of this process in both countries. Specific sectors and tools have been chosen as areas to pioneer this purpose: The lobster-catching sector in Madagascar, and the national employment policy and clean energy generation in Namibia.
Present situation of the project	RBSA-funded interventions in Madagascar and Namibia were completed, respectively in April and February 2025
Purpose, scope and clients of the evaluation	The final evaluation's purpose is to assure accountability and learning to the ILO constituents and key stakeholders. Knowledge and information obtained from this evaluation will contribute inputs to the design of future interventions and expanding and adapting ILO's work on Just Transition in the African region. The overall objective of the final evaluation is to provide an assessment, following OECD-DAC evaluation criterion, of the relevance, coherence, effectiveness, efficiency, impact and sustainability of the contribution of the ILO interventions, strategies, and approaches to a just transition towards environmentally sustainable economies and societies in Madagascar and Namibia. ILO's cross-cutting policy drivers on Decent Work, including the promotion of equality between men and women and non-discrimination, and social dialogue, were taken in account when evaluating the project.

	The evaluation scope covers all interventions-related activities implemented at national, regional and local levels in Madagascar and at national level in Namibia between March 2023 and February 2025. The Clients/ Users of the evaluation are the Government of Madagascar's relevant ministries and agencies (particularly, the Ministry of Labor, Employment and Public Function -MoLEPF, the Ministry of Fishing and Blue Economy, and the Regional Directorate of Social Security at Anosy -*Caisse Nationale de Prévoyance); the Government of Namibia's relevant ministries and agencies (*particulary the Ministry of Justice and Labour Relations -MJLR, and the Namibia Investment Promotion Development Board (NIPDB); employers' organizations and sectoral associations in both countries; trade unions in Madagascar and Namibia; and the ILO CO in Madagascar, the ILO CO for Zimbabwe and Namibia, the ILO ROAF and other relevant ILO policy departments, branches and programmes working in matters related to Just Transition.
Methodology of evaluation	The evaluation used a mix of evaluation approaches to ensure triangulation of information, basically: A results-based approach to examine the project's outcome achievements; mixed methods to ensure the validity and reliability of the findings; and a participatory approach. Data collection methods included an exhaustive review of documents; key informant interviews (KII) and focus group discussions (FGD). The evaluation data collection work was performed at Fort Dauphin and Mokala in Madagascar, and at Windhoek in Namibia. Remote meetings with ILO Specialists and national staff were organized virtually.

MAIN FINDINGS & CONCLUSIONS	**Overall Conclusion/ Overview of Interventions' Results in both Countries:** The ILO ROAF RBSA interventions on Just Transition in Madagascar and Namibia attained diverse degrees of achievement of their expected outcomes: While in Madagascar the *Ecolangouste Sud* project contributed to a relevant attainment of its four Results, in

Namibia, RBSA-based interventions contributed in a limited way to mainstreaming Just Transition policy measures in ongoing strategic policy processes and frameworks (Result 1), but had no effect in increasing capacities on mainstreaming just transition in the green hydrogen investments and ongoing policy processes for tripartite partners.

The ILO ROAF RBSA interventions on Just Transition in Madagascar and Namibia carried out most of its planned activities and were successful in achieving most of their expected outputs (e.g., formulation of policies, assessments, interprofessional frameworks, services for constituents).

However, due to the limited implementation time (24 months) and limited available budget, as well as to the existence of administrative, technical and institutional weaknesses among the stakeholders in both countries (see below), the impact and sustainability of the assets generated by the project is limited and would require additional support from the ILO in order to address these factors and consolidate the interventions' achievement.

1. Findings in Madagascar

a. Relevance and Strategic Fit: ILO Just Transition-related interventions contributed to SDGs 5, 8 and 14, and were aligned with the UNSDCF 2021-2023 strategic priorities #3 and #4. The interventions contributed to ILO´s Country Program Outcomes (CPO) MDG 801, MDG 802 and MDG 103, and to the ILO P&B output achievement indicators 1.1.2, 1.2.1, 3.3.1, 4.2.1, and 5.5.1. Specifically, the interventions contributed to outcome 1.3 of the Madagascar DWCP 2021-2023. The interventions are consistent with and relevant to four of the five axes of the Madagascar's National Blue Economy Strategy as well as to the strategic priorities and needs of social partners. Regarding its **Strategic Fit,** the *Ecolangouste Sud* project reflected a logical approach towards achieving its results, by linking the strengthening of capacities of key tripartite actors with the implementation of effective management mechanisms and formalization of fishmongers and fishermen. However, the project did not allocate a sufficient and realistic amount of time (it was implemented in just two years), to accompany its beneficiaries, consolidate its results and strengthen its sustainability.

b. Coherence: ILO’s interventions generated a close coordination of efforts and joint action by various stakeholders in the lobster sector, including public institutions (MTEFP, MPEB, CNAPS) and public-private institutions (OSIET), social partners (GEM, GLM, CTM), and local NGOs (CARA, Aquatic Service), as well as with the GiZ Prada project for the implementation of APGLs. Within the ILO, the *Ecolangouste Sud* project generated successful cooperation with other ILO initiatives, such as the Vision Zero Fund (SST) and the AgroYouth Project (on youth training) and it also received support ILO initiatives in Madagascar on employment creation in the spiruline value chain and on the restauration of reef eco systems.

c. Effectiveness: The *Ecolangouste Sud* project contributed to the overall objectives of greening practices and improving the productivity of businesses in the lobster value chain, as well as transforming the work environment with a view to a just transition. At outcome level, project implementation met a relevant attainment of its four expected Results. The project carried out most of its planned activities and achieved most of the expected outputs. ILO interventions in support of the promotion of a Just Transition in the lobster- catching sector were mostly successful, the implementers managing to reach or surpass their set targets. Only a limited number of originally expected outputs could not be achieved. ILO interventions strengthened, through training and awareness raising activities, the capacity of the Association of Employers of Madagascar (GEM)/ Lobster-Fishing Association of Madagascar (GLM) to implement sustainable mechanisms in the lobster industry with a view to a Just Transition. ILO interventions also strengthened the capacity of the Madagascar Confederation of Workers (CTM), and particularly that of fishmongers and fishermen through training in sustainable management of coastal ecosystems and fisheries resources, collective bargaining and association management, and through the affiliation of 266 lobster sector workers to cooperatives and workers associations.

The interventions have also helped the Malagasy government, in collaboration with employer and worker organizations, to promote sustainable management practices in the lobster value chain, such as the pilot implementation of a Local Governance Protected Area (APGL), the implementation of a mobile, early warning, market information, and advisory system to anticipate climate risks and market failures, the training of fishmongers in reducing post-harvest lobster losses and the implementation of economic diversification activities for fishermen, among other. Finally, through the creation of fishmongers' cooperatives and fishermen associations, establishing contracts for the operationalization of an interprofessional organization in the lobster value chain, establishing workers access to social security and occupational safety and health services, and establishing a strategic labor inspection, among other activities, ILO sponsored interventions contributed to improve the productivity and resilience to climate shocks of the lobster value chain through Sustainable Entrepreneurship, Skills Development, Gender Equality, and Formalization (a detailed list of activities and number of beneficiaries may be found in the body of the report).

d. Efficiency: The implementers spent 98% of the available funds and managed to obtain additional support from other ILO projects and other cooperation sources. They managed to carry out a sizable number of activities and reach their targets with limited funding and staffing. However, the timeframe allocated for implementation and follow-up of activities' results (24 months) appears to be insufficient. ILO staff did thorough and adequate monitoring and documentation of the interventions' achievements.

e. Impact: ILO interventions in Madagascar had a relevant impact on strengthening social dialogue in the lobster-catching sector. Likewise, the implementation team succeeded in developing a promising model for inter professionalization in value chains and for the formalization of workers. However, the impact of the interventions is still nascent and limited. More time is needed to assess the interventions' impact on the productivity and resilience of the lobster fishing sector. Similarly, by the end of project life, the impact on the formalization of stakeholders and on their access to social protection and OHS risks being affected by contextual and institutional factors that hinder their achievement (please see body of the report).

f. Sustainability: While the project lacked an exit strategy, the participatory approach implemented by the project allowed it to attain relevant ownership of its achievements by all stakeholders in the lobster industry. (e.g. structuring of an interprofessional framework). However, the sustainability of the results delivered by the project is limited and fragile due to several negative factors, such as adverse weather conditions leading cooperatives to not meet the quota agreed upon with the lobster companies, which in turn leads the latter to not make their contribution to social security and occupational safety and health institutions (the latter are two quarters in arrears) and for workers to lose access to these services; the administrative and technical weaknesses of fishmonger cooperatives and fishing associations to operate effectively; the fact that for the past two quarters (by May 2025) they have not made contributions to the local union; unfair competition from Chinese commercial enterprises; and the opposition of the MTEFP in Antananarivo to authorize the OSIET (provider of OSH services) in Fort Dauphin to extend the geographic coverage of its services beyond 30km. All these factors pose the risk that the functioning of the interprofessional framework set by the project may be severely affected and become inoperative if corrective action is not taken soon.

g. Cross-cutting issues: The *Ecolangouste Sud* project had a clear gender approach. It was implemented on the basis of a tripartite framework, in which on-going social dialogue was the means and path through which most project activities were implemented.

2. Findings in Namibia

a. **Relevance and Strategic Fit:** ILO-sponsored interventions contribute to UNSDG 4, 8 and 13 , and are aligned with the United Nations Partnership Framework (UNPAF) 2019-2024 and with the Namibia DWCP 2019-2023. They contribute to ILO CPO NAM126, as well as to ILO P&B Outputs 3.1, 3.3 and 5.1. ILO RBSA-funded interventions are relevant to constituents' priorities and needs. Regarding its **Strategic Fit**, the RBSA-funded proposal comprises a series of interventions in different areas/ sectors to be developed in a more or less separate way with diverse institutional actors, and which, although grouped under a same project title and under the general subheadings of "policy advice" and "capacity development", do not present in many cases a clear logical and hierarchical between outputs and expected results.

b. Coherence: The interventions are aligned with the Harambee Prosperity Plan 2, and the National Development Policy 6. The ILO maintains a collaboration relationship with the United Nations Environment Programme (UNEP), and other UN agencies such as UNDP, UNICEF, UNFPA in Namibia.

c. Effectiveness: RBSA-based interventions contributed in a limited way to mainstreaming Just Transition policy measures in ongoing strategic policy processes and frameworks (Result 1) but had no effect in increasing capacities on mainstreaming just transition in the green hydrogen investments and ongoing policy processes for tripartite partners, as the originally expected “employment promotion social dialogue mechanism to advise on the green hydrogen project, employment policies, and other key programs including the Global Accelerator”, was not established.

Most interventions in Namibia have been completed or are in the process of attaining their foreseen outputs. After completing an evaluation of the second national employment policy (NEP2) and a situational analysis for the third national employment policy (NEP3), there is a draft of a National Employment Policy 3 (NEP3) available, and the Ministry of Justice and Labor Relations has scheduled regional consultative workshops to discuss the draft and obtain inputs from a wider group, before it is validated at national level. The allocation of responsibilities and identification of institutional capacities for the implementation of the NEP3 are yet to be developed. Regarding the establishment of gender responsive and pro-employment budgeting processes, while a training curriculum was developed and implemented, and a gender responsive and pro-employment budgeting toolkit was developed, the Implementation process of the toolkit/ budgeting methodology stalled due to opposition from the Ministry of Finance, which did not prioritize this issue.

Regarding capacity building of government agencies towards a Just Transition, a Social Accounting Model (SAM) was developed by the Namibian Statistic Agency (NSA) with the support from the ILO, and a SAM matrix was completed to support conducting an Employment Impact Assessment. An employment impact assessment (EIA) of an investment in the green hydrogen sector (Hyphen) was conducted, but the report is yet to be finalized. A Just Transition workshop for constituents in Namibia was developed with RBSA project support on late 2024, but a Just Transition tripartite roadmap for promoting Decent Work in the green hydrogen sector was **not** developed, as originally planned in the RBSA-funded proposal. Regarding the application of the SKILLS for Trade and Economic Diversification (STED) methodology, a skills background study for the energy sector (addressing 4 subsectors: green hydrogen, biomass and biofuels, renewables and oil & gas) was completed by the Namibia Investment Promotion Development Board, and the recommendations of this report informed the energy sector skills strategy. Relevant capacities have been developed in the NIPDB to apply sectoral approaches (STED) to conduct similar skills anticipation studies. The NIPDB has identified various sectors in which it will carry out STED analysis in the future.

d. Efficiency: The project spent its funds adequately, mainly in funding the position of a National Officer to coordinate RBSA funding-related activities in Windhoek. The RBSA-related interventions were implemented in an efficient way, which allowed for the completion of several of its expected outputs at a relatively low cost. Technical and financial support from other ILO projects (STRENGTHEN 2) and offices (HQ, ITC-ILO, Pretoria DWT) contributed to the attainment of interventions' objectives. The RBSA-funded interventions on Just Transition in Madagascar lacked and M&E system. There is no evidence that RBSA-funded interventions followed a timeline, with specific quarterly or annual targets.

e. Impact: RBSA funded interventions, such as the continued tripartite discussion for the elaboration of the National Employment Policy, contributed to the goal of strengthening social dialogue in Namibia. However, the impact of the RBSA funded interventions is yet incipient and limited. While a NEP 3 draft has been completed, there is a need to support the process of final consultations that will lead to the final approval of the same. While the results regarding gender-responsive budgeting and the promotion of Decent Work in the green hydrogen sector were limited, the capacities developed at the NIPDB to apply sectoral approaches and to develop skills assessments is a promising feature that may become a sustainable institutional asset.

f. Sustainability: The RBSA-funded interventions in Namibia lacked an exit strategy, as well as a follow-up mechanism to accompany their continued implementation after end of the interventions'

	implementation period. The sustainability of the outputs delivered in Namibia through ILO's RBSA-related interventions is limited due to several structural factors that affect policy implementation, such as: A lack of recent reliable information on labour issues, a lack of sufficient budgetary resources to implement policies, reduced coordination culture among public institutions on the application of policies, the fact that the country is lacking a stable, employment promotion social dialogue mechanism, and an unstable participation/ membership of sectoral representatives in technical working groups (TWG) in charge of policy design/ implementation. Likewise, the recent merger of the ministries of Justice and Labor into one sole entity pose the need to clarify the issue of prioritization of employment creation within the new, combined Ministry of Justice and Labour Relations. **g. Cross-cutting issues:** RBSA-based interventions in Namibia had a clear gender equality approach. For example, the NEP3 assumes Gender Equality as one of its guiding principles. Likewise, ILO RBSA-based interventions promoted the establishment of gender responsive and pro-employment budgeting processes. The project was implemented on the basis of a tripartite framework, the elaboration of the National Employment Policy 3 supported by the project being a clear outcome of its efforts to promote social dialogue.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES	
Recommendations	**1.1. Addressed to ILO ROAF** **Recommendation #1:** Establish a longer implementation timeframe for RBSA-funded interventions, to ensure adequate consolidation and follow-up of results *(addressed to: ILO ROAF; priority: High; time implication: Medium term; resource implication: High)* **Recommendation #2: Include a sustainability plan in the design of all RBSA-funded projects/ interventions** *(addressed to: ILO ROAF;*

	priority: High; time implication: Medium term; resource implication: Low) 1.2 **Addressed to CO Antananarivo** **Recommendation #3: Consolidate the results of the Eco langouste project by providing administrative and technical support to stakeholders in the sector during an additional two-year period** *(addressed to: ILO CO Antananarivo, with support of ILO ROAF; priority: High; time implication: Short term; resource implication: High)* **Recommendation #4: Carry-out high-level discussion with the MTEFP to overcome its opposition to the geographical expansion of OSIET's services** *(addressed to: ILO CO Antananarivo; priority: High; time implication: Short term, resource implication: Low)* **1.3 Addressed to CO Harare** **Recommendation #5: Provide technical assistance to the MJLR to address key institutional weaknesses that affect the sustainability and ownership of employment policies** *(addressed to: ILO CO Harare, with support of ILO ROAF; priority: High; time implication: Short term; resource implication: Medium)* **1.4 Addressed to the Ministry of Justice and Labor Relations – Namibia** **Recommendation #6: The Ministry of Justice and Labor Relations should focus its efforts in the following 24 months in addressing key structural issues affecting the viability of the NEP3 implementation** *(addressed to: MLJR Namibia; priority: High; time implication: Short term; resource implication: Medium)*
Main lessons learned and good practices	**Lessons Learned** 1. Achieving long-lasting results in interventions promoting a Just Transition towards environmentally sustainable economies requires longer periods pf implementation and investment than the ones allocated to the RBSA-funded interventions in Namibia and Madagascar. 2. While projects may be successful in achieving their expected short-term outputs, the provision of technical assistance after

	the implementation period is a factor that may enhance the impact and ensure the sustainability of interventions. **Good Practices** 1. **Madagascar:** A participatory approach allowing for the integration of a wide range of stakeholders (tripartite, CSO, NGO, communities) as implementers and beneficiaries of interventions, creating a framework for synergies and coordination. 2. **Madagascar:** Promoting the formalization of workers and labor relations through inter professionalization frameworks is a promising model that may become replicable in other sectors. 3. **Madagascar:** Local governance of fishing areas (APGL) empowers local stakeholders and promotes the ownership of activities. 4. **Madagascar and Namibia:** Involving other government agencies beyond the Ministry of Labor to carry out specific interventions is a good way to promote cross-cutting ownership and sustainability.