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Final Independent Cluster Evaluation of ILO Africa Interventions on Formalization

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Achim Engelhardt, Geneva, August 2025

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Acronyms List

AMAE	Associação das Mulheres de Actividade Económica (Guinea-Bissau)
BDP / BDSP	Business Development (Service) Providers
CO	Country Office (ILO)
DWT	Decent Work Team (ILO)
EMPRETEC	United Nations programme established by the United Nations Conference on Trade and Development (UNCTAD) to promote the creation of sustainable, innovative, and internationally competitive small- and medium-sized enterprises (SMEs).
EU	European Union
EVAL	ILO Evaluation Office
FYB	Formalize Your Business (ILO SIYB tool)
GCCI	Gambia Chamber of Commerce & Industry
GERME	Gérez mieux votre entreprise ('Manage Your Business Better') (ILO SIYB module)
GAMTUB	Gambia Trade Union Bureau
GWCC	Gambia Women's Chamber of Commerce
HQ	Headquarters (ILO)
ILO	International Labour Organization
INSS	Instituto Nacional de Segurança Social (Guinea-Bissau)
IVR	Interactive Voice Response
MOTIE	Ministry of Trade, Industry, Regional Integration & Employment (The Gambia)
NEEC	National Economic Empowerment Council (Tanzania)
ONAPE	Office National pour la Promotion de l'Emploi (Chad)
P&B	Programme and Budget (ILO)
PM	Project Manager
R202	Social Protection Floors Recommendation, 2012 (No. 202)
R204	Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204)
RBSA	Regular Budget Supplementary Account (ILO)
ROAF	Regional Office for Africa (ILO)
SDGs	Sustainable Development Goals
SIYB	Start and Improve Your Business (ILO programme)
ToC	Theory of Change
ToR	Terms of Reference
TRA	Tanzania Revenue Authority
TTUC	Tanzania Trade Union Congress
UNCT	United Nations Country Team

UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
VIBINDO	VIBINDO Society (Tanzania, informal/micro & small enterprise association)

Executive Summary

Projects & Evaluation Methodology

This executive summary presents the consolidated findings and conclusions of the evaluation of four RBSA-funded ILO projects implemented with different starting dates over 20 to 24 months between 2021 and 2025 in Tanzania, Guinea-Bissau, The Gambia, and Chad. These projects aimed to promote formalization, extend social protection, and enhance institutional and policy frameworks, with a focus on women and youth in the informal economy. The evaluation assessed the projects across six core criteria: relevance, coherence, effectiveness, efficiency, impact, and sustainability. A theory-based evaluation approach using mixed methods was applied, incorporating key informant interviews (both in-person and remote), focus group discussions, and observation during field visits to Guinea-Bissau and Tanzania, reaching 34 stakeholders (44% women). The evaluator conducted interviews in English, French, and Portuguese. The depth of data collection and analysis depended on the uneven availability of stakeholders to participate in the evaluation.

Evaluation Findings

Relevance: Across all four countries, the projects were highly relevant to national priorities and aligned with the needs of tripartite stakeholders and informal economic actors. In Tanzania, the project addressed pressing needs around digital inclusion and formalization, while in Guinea-Bissau and The Gambia, interventions contributed to long-standing demands for policy development and institutional coordination in the informal sector. In Chad, the focus on capacity-building and policy awareness responded to a fragile socio-political environment and institutional limitations. The interventions were also consistent with ILO standards, particularly Recommendations 204 and 202.

Coherence: The projects aligned with ongoing ILO initiatives and broader development efforts in each country. In Tanzania, the intervention was coherently integrated with the UN Kigoma Joint Programme, enhancing synergies. In The Gambia, the project was complemented by other donor-funded initiatives, such as UNCTAD's EMPRETEC programme and UNDP support. However, coherence was somewhat constrained in Chad due to weak institutional linkages. In Guinea-Bissau, the strategy development process was linked well with national social protection efforts.

Effectiveness: Tangible results were achieved across all four projects, although the scope and depth varied. Tanzania demonstrated high effectiveness, with over 2,600 enterprises formalized, widespread adoption of digital tools, available ILO training tools (e.g., FIYB) and the training of public and private local facilitators. In Guinea-Bissau, the development of a national social protection strategy through a tripartite process and the creation of 87 women-led cooperatives were major milestones. In The Gambia, awareness-raising and coordination among key actors (GWCC, GCCI, GAMTUB) led to improved engagement with the informal sector. Chad's project was more limited in scope but initiated meaningful institutional reforms within ONAPE and created a pool of national trainers. Overall, all four projects made progress in increasing access to services, promoting dialogue, and improving awareness among informal economy actors, particularly women and youth.

Efficiency was mixed. Tanzania demonstrated high efficiency, leveraging partnerships and administrative support from the UN system to deliver within timelines. The Gambia achieved solid results with modest resources, though limited by a short timeframe. In Guinea-Bissau, severe financial administrative delays, lack of basic infrastructure, and absence of support systems for the Project Manager hampered early implementation. Chad also faced challenges related to fund disbursement and coordination. Some countries successfully leveraged additional resources or in-kind support to mitigate these constraints, particularly Guinea-Bissau and The Gambia.

Impact: The projects contributed to positive change in knowledge, policy development, and institutional practices. Tanzania and Guinea-Bissau saw the strongest impacts, including formalization outcomes, policy formulation, and strengthened community organizations. Chad and The Gambia achieved more foundational impacts, particularly in awareness-raising and stakeholder engagement. All projects contributed to SDGs 1, 5, and 8, and supported the ILO Centenary Declaration and regional goals such as the AU's Agenda 2063.

Sustainability prospects are strongest in Tanzania and Guinea-Bissau, where institutional ownership, stakeholder commitment, and integration into broader programs are well developed. In Chad and The Gambia, foundational structures were built, but financial and institutional capacity gaps remain. Across all projects, the continued engagement of national partners, strategic donor alignment, and stronger operational planning will be key to maintaining momentum.

Conclusion

Despite differences in context and implementation capacity, the four RBSA-funded projects made valuable contributions to formalization and social protection for informal economy workers. Results were particularly notable in Tanzania and Guinea-Bissau, where institutional frameworks were strengthened, and tangible progress was made in both policy and practice. The projects underscored the importance of flexible, context-sensitive design, meaningful stakeholder engagement, and adequate administrative support to deliver results effectively and sustainably.

Recommendations

Recommendation 1: *For new formalization projects, adopt an integrated and context-sensitive approach to formalization by combining policy and institutional support with targeted capacity building and stakeholder engagement, while adapting interventions to each country's socio-economic and labour market realities. This should include coordinated action with tripartite constituents across legal, institutional, and awareness-raising dimensions to create sustainable pathways from informality to formality.*

Priority: high, for all new ILO projects on formalization

Recommendation 2. *All RBSA-funded projects should benefit from a logframe containing baselines, SMART indicators and measurable targets to enhance their evaluability.*

Priority: high, for all new ILO RBSA projects.

Recommendation 3. *Systematically map and align with existing national and international initiatives to build synergies and avoid fragmentation.*

Priority: high, for all new ILO RBSA projects.

Recommendation 4. *Combine technical tools with capacity-building and tailored communication to maximize results and reach.*

Priority: high, for all new ILO RBSA projects.

Recommendation 5. *Ensure basic administrative infrastructure and system access are in place before deployment of field staff.*

Priority: high, for all new ILO RBSA projects.

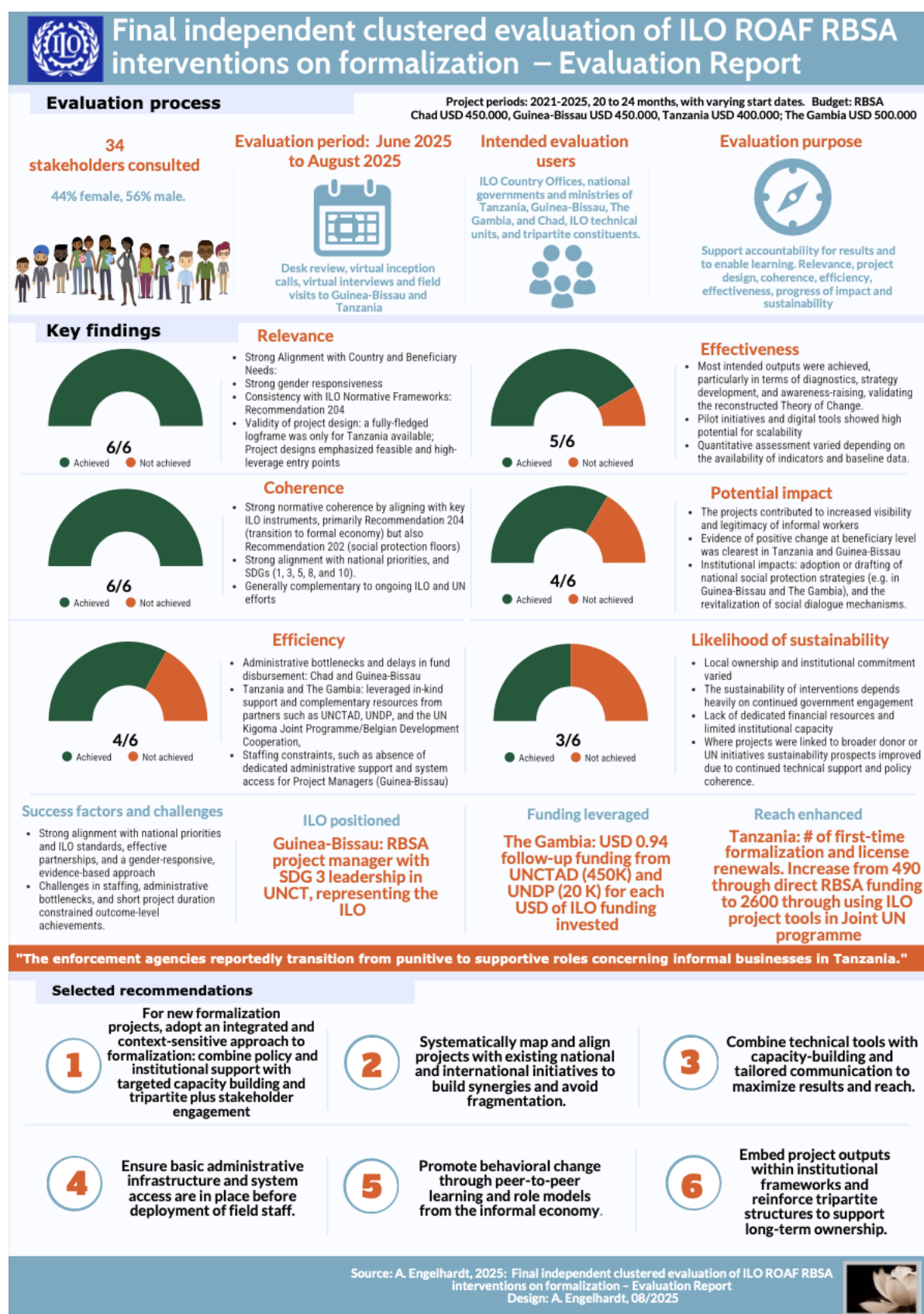
Recommendation 6: *Promote behavioral change through peer-to-peer learning and role models from the informal economy.*

Priority: high, for all new ILO RBSA projects.

Recommendation 7: Embed project outputs within institutional frameworks and reinforce tripartite structures to support long-term ownership.

Priority: high, for all new ILO RBSA projects.

Figure 1: Infographic of the evaluation process and results



1. Context and Project Description

1.1 Context

This document constitutes the evaluation report of the final independent clustered evaluation of ILO ROAF RBSA interventions on formalization. The evaluation covers the following four projects funded under the ILO Regular Budget Supplementary Account (RBSA):

- Enhancing Digital Inclusion and E-formality among women entrepreneurs in Tanzania
- Intervention d'appui à la réduction de l'informalité dans le secteur agricole en République du Tchad
- Boosting post-COVID-19 economic recovery and resilience in the Gambia, through the formalization of informal enterprises and their workers
- Aborder l'informalité en accordant une attention particulière aux groupes confrontés à de plus grands défis sur la voie du travail décent

The project in The Gambia started in the Biennium 2020-21 (GMB/21/01/RBS) and the other three projects started in the Biennium 2022-23.

1.2 Project Description

The table below summarizes the implementation timeframe of the four projects clustered for this evaluation, respective countries, and budgets.

Title	Country	Timeframe	Budget (US\$)
Enhancing Digital Inclusion and E-formality among women entrepreneurs in Tanzania (TZA/23/01/RBS)	Tanzania	01/2023 – 02/2025	400,000
Intervention d'appui à la réduction de l'informalité dans le secteur agricole en République du Tchad (TCD/23/01/RBS)	Chad	04/2023 – 03/2025	450,000
Boosting post-COVID-19 economic recovery and resilience in the Gambia, through the formalization of informal enterprises and their workers (GMB/21/01/RBS)	The Gambia	10/2021 – 06/2023	500,000
Aborder l'informalité en accordant une attention particulière aux groupes confrontés à de plus grands défis sur la voie du travail décent (GNB/23/01/RBS)	Guinee Bissau	04/2023 – 03/2025	450,000

The Terms of Reference summarize the objective of the projects as follows¹:

“The informal economy encompasses all the economic activities of workers and economic units which - in law or in practice - are not covered or are insufficiently covered by formal provisions. In Africa, informal employment remains a dominant feature of the labour market, with approximately 80% of the workforce engaged in informal activities - the highest rate globally¹. This sector encompasses a broad range of unregulated economic activities, including agriculture, small-scale trading, artisanal work, and unregistered businesses. The widespread nature of informality presents numerous challenges, such as limited access to social protection, job insecurity, health risks and reduced government revenue. Formalising this economy is therefore crucial to guaranteeing decent working conditions, extending social protection coverage, improving productivity and promoting inclusive economic growth. It also helps to boost public revenues and support social justice objectives.

¹ ILO, 2025: Terms of Reference. Final independent clustered evaluation of ILO ROAF RBSA interventions on formalization, page 3

Recognizing these issues, the ILO has implemented several interventions aimed at transitioning informal workers into the formal economy. These interventions focus on enhancing regulatory frameworks, extending social protection, and promoting youth employment to support sustainable economic growth.

RBSA stands for Regular Budget Supplementary Account. Third source of funding, in addition to the Regular Budget and extra-budgetary resources, the RBSA expands and deepens decent work priorities and outcomes in dialogue with tripartite constituents in member States in the framework of UN reform and inter-agency cooperation. The funding mechanism enables ILO to finance interventions in furthering its overall objectives as stated in the biennial Programme and Budget document.

Since 2021, the ILO Regional Office in Africa (ROAF) used the RBSA funding mechanism to support formalization efforts in a number of African member states”, including the four being evaluated.

Given that the four RBSA interventions will mostly be fully implemented by March 2025, and considering the desire and commitment of the ROAF to obtain a holistic and integrated assessment of the effects and lessons learned from its interventions under this mechanism to support formalization across the continent, it has been decided to group the four interventions for a clustered final independent evaluation. This approach aims to optimize evaluation costs, consolidate cross-learning on the important theme of formalization for the continent, and foster exchange and sharing of experiences on the subject across country offices.

2. Evaluation Purpose and Methodology

2.1 Purpose, Scope, and Objectives

The evaluation Terms of Reference (ToR)² outline the **evaluation purpose** as follows:

- Assess the relevance of the interventions’ design and implementation strategies in relation to the relevant ILO, UN and national development frameworks (i.e. SDGs and UNSDCF) of countries covered and final beneficiaries needs.
- Review and substantiate emerging evidence related to the achievements of the interventions’ goals and their contribution to the advancement of formalization efforts in the respective countries and across the continent.
- Assess the extent to which the interventions have achieved their stated objectives and expected results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, partnership and coordination arrangements.
- Identify unexpected positive and negative results of the RBSA interventions.
- Assess the level of implementation efficiency of the interventions.
- Assess the extent to which the interventions’ outcomes and observed impacts will be sustainable in the respective countries.
- Identify lessons learned and emerging good practices for the key stakeholders, including ILO in Africa, to guide its efforts in supporting formalization.

² ILO, 2025: Terms of Reference. Final independent clustered evaluation of ILO ROAF RBSA interventions on formalization, page 7.

- Provide strategic recommendations for the different key stakeholders to promote sustainability and support further development, as well as to inform the design of future similar interventions of the ILO in support to formalization”.

Scope of the evaluation

Period: The final clustered and independent evaluation covered the full implementation period of the four RBSA interventions including any extension period. The evaluation also assessed the attainment of all four intervention’s outputs, outcomes and objectives as described in their respective logical frameworks. The evaluation will also integrate gender equality as a cross-cutting concern throughout its processes and methodological approach and deliverables (in line with EVAL guidance note n° 4), as well as tripartism, social dialogue and transition to environmental sustainability as transversal themes³.

Geographic scope: The final evaluation covered the four countries where the RBSA interventions were implemented (Tanzania, Guinea-Bissau, The Gambia and Chad), including any particularly targeted zones and areas as outlined in the projects’ documents⁴.

2.2 Evaluation Methodology

The evaluator used a **theory-based evaluation approach** for this final cluster evaluation. The cluster evaluation corresponds to a thematic cluster evaluation under a RBSA funding arrangement. This cluster evaluation type has a strong focus on learning about innovative project implementation approaches, according to the ILO’s guidance note on Clustered Evaluations (2020).

The evaluation developed a common Theory of Change (ToC) adapted to the thematic area to be able to test it when assessing the outcomes and impacts of the four interventions. While the four selected projects lack a common results-based framework or explicit common theory of change,⁵ they partially benefit from common outputs under the 2020-2021 P&B and 2022-2023 P&B. In the case of Chad, The Gambia, and Tanzania, the three projects aimed to contribute to the 2022-2023 P&B **Output 4.3**. “Increased capacity of Member States to develop policies, legislation and other measures that are specifically aimed at facilitating the transition of enterprises to formality”.

In the case of Guinea-Bissau and Tanzania, the common 2022-2023 P&B output refer to **Output 7.4**: “Increased capacity of Member States to provide adequate labour protection to workers in diverse forms of work arrangements, including on digital labour platforms, and in informal employment”.

The evaluation findings, lessons learned, and recommendations were formulated and presented across the four interventions, not by a single intervention, to allow for drawing conclusions and lessons on the ILO approach regarding formalization.

2.2.1 Evaluation Questions

As defined in the ILO policy guidelines for evaluation (2017), the projects were evaluated against the OECD/DAC international evaluation criteria, adapted to the ILO context.

³ ILO, 2025: Terms of Reference. Final independent clustered evaluation of ILO ROAF RBSA interventions on formalization, page 8

⁴ Ibid.

⁵ Critical enabling conditions for good cluster evaluation in the ILO according to the Guidance Note 3.3 on Clustered Evaluations

Those criteria and related evaluation questions (EQ) are presented below. Given the large number of 35 evaluation questions, the evaluator aimed to identify key evaluation questions and grouped secondary ones accordingly, to allow for a meaningful analysis, interpretation, and synthesis, all essential components of a credible and useful evaluation, as agreed in the evaluation's inception report.

Relevance & Strategic Fit – Were the interventions addressing the right issues?

1. To what extent were the four RBSA interventions aligned to the needs and priorities of tripartite stakeholders and beneficiaries identified in the project documents and during implementation?
2. How well did the RBSA interventions on formalization support national development commitments, regional priorities, and relevant SDGs?
 - 2a). To what extent are the interventions' objectives aligned with the socioeconomic realities and specific challenges of each target country (Guinea-Bissau, The Gambia, Chad, Tanzania)?
3. Did the projects' design reflect a logical, realistic, and purposeful approach toward achieving their objectives in different national contexts?

Coherence - How well did the interventions fit within the broader context?

4. How well did the projects complement and align with other ongoing ILO programmes in the respective countries and across the region?
 - 4a) Were there any overlaps, synergies, or potential duplications with other donor-supported projects or national programs?
 - 4b). To what extent had the interventions been designed to maximize systemic and sustainable changes at national and regional levels?
5. How well were the interventions aligned with national policy frameworks, regional priorities, and international commitments, including the Sustainable Development Goals and ILO Recommendation 204 on the transition to formal economy?
 - 5a). How effectively did the projects collaborate with other donors, partners, and stakeholders across the four countries to ensure coherence?

Effectiveness - Were the interventions achieving their intended results?

6. To what extent have the interventions achieved their intended objectives by the end of the implementation period?
 - 6a). Have the interventions been effective in improving formalization and access to social protection across the four countries?
 - 6b) Have the interventions achieved their targeted outputs and outcomes equitably across geographic areas and for intended beneficiaries (e.g., women, youth, informal workers)?
 - 6c) Have the interventions followed their Theory of Change, and have the assumptions and development hypotheses been validated by performance data?
7. What are the key success factors and challenges encountered in achieving the expected outcomes?
8. What unexpected results, both positive and negative, have emerged from the interventions?

Efficiency - Were resources used optimally?

9. How effective was the technical support and backstopping provided by ILO's Decent Work Teams (DWTs) and headquarters?

- 9a) How efficiently have the financial, human, and technical resources been allocated and utilized across the four projects to achieve their objectives, ***including the leveraging of additional resources?***
- 9b) Have project funds and interventions been delivered in a timely manner, and what were the key bottlenecks encountered in implementation?
- 9c) Could similar results have been achieved with fewer resources or through alternative approaches?

10. Have the four interventions adequately incorporated gender and inclusion objectives within their budgeting and planning processes?

11. Has an effective risk management, monitoring, and evaluation system been established and implemented across the interventions?

Impact Orientation - What difference did the projects make?

12. How have the interventions contributed to long-term change?

- 12a) How have they contributed to improvements in the lives of beneficiaries, particularly women and youth in the informal economy?
- 12b) What tangible changes have the interventions brought at the policy and practice levels in terms of governance, technical capacity on formalization, and access to social protection?
- 12c) To what extent have the interventions contributed to broader national, regional and global development goals?
- 12d) What evidence exists of the interventions' contributions to strengthening local institutions, social partners, and governance systems?

13. What lessons can be drawn from the impact of the four projects to inform future formalization interventions?

Sustainability - Did the benefits last beyond the completion of interventions?

14. Are the interventions' results structured to ensure long-term sustainability beyond their lifecycle?

- 14a) How effectively have the interventions built local ownership, institutional capacity, and stakeholder commitment to sustain their outcomes and impacts, ***including financial commitments?***
- 14b) What are the main risks to the sustainability of the interventions' achievements, and how have these risks been mitigated?
- 14c) To what extent are national institutions and implementing partners prepared to sustain the outcomes without continued ILO support?
- 14d) Will the interventions' beneficiaries, such as women entrepreneurs and informal workers, continue to experience improved access to formalization support and social protection after the end of ILO support?

15. Have realistic and effective exit strategies been developed and implemented to ensure ongoing benefits for beneficiaries and partners?

Cross-Cutting Issues

16. To what extent did the interventions mainstream gender equality and non-discrimination principles into their design and implementation?

17. How effectively did the interventions promote strong and independent worker and employer organizations and facilitate constructive social dialogues?

18. Were there any efforts to promote environmentally friendly practices in the context of transition to formal economy?

2.2.2 Data Collection Methods

The evaluator applied a mixed-methods approach for data collection. For primary data collection, the evaluator used semi-structured interviews in English (Tanzania, The Gambia), French (Chad), and Portuguese (Guinea-Bissau). The secondary data came from the project documentation, including workplans and progress reports. This approach enabled robust triangulation of data, as summarized in the box below.

- **Remote engagement with project managers, ILO country offices and DWTs about:**
 - Project background
 - Project stakeholders and beneficiaries
 - Key documentation;
- **Desk review** of project documentation and relevant materials such as i) the project document, ii) work plans, iii) project monitoring plans, iv) progress reports, v) any previous project reviews;
- **Inception report**
- **Telephone interviews** with primary stakeholders: the project managers, ILO country offices, DWCTs and other relevant ILO staff (e.g. project and technical backstopping staff), and key stakeholders in project countries;
- **Field visits to Tanzania and Guinea Bissau for primary data collection;**
- **Presentation of emerging evaluation findings** to the evaluation manager and the project teams following data analysis;
- **Draft report** shared with evaluation manager for factual and substantive comments, as well as for feedback to the ILO country offices, DWCTs, and other related stakeholders (factual validation/correction & substantive comments);
- **Finalization of evaluation report and presentation** to the evaluation manager, the project team, and other stakeholders for finalisation, focusing on conclusions, recommendations, lessons learned, and good practices.

The **sampling strategy** applied for selecting two projects for field visits is explained in detail in the evaluation's inception report and summarized in **Error! Reference source not found.** Two projects were selected for a field visit, the ones in Guinea-Bissau and Tanzania, based on the following sampling criteria:

- Project implementation stage/timing
- Accessibility of the project sites
- Visibility of results
- Innovative or scalable features
- Beneficiaries' engagement
- Partnerships and local ownership

Table 1. Sampling criteria and assessment results

Criteria	Chad	Guinea-Bissau	Tanzania	The Gambia
Project Implementation Stage / Timing	High: ended 03/2025	High: ended 03/2025	High: ended 02/2025	Low: ended 06/2023
Geographic and Logistical Feasibility	Low; logistical and security challenges	High: Geographic spread offers a variety of local realities	High: located in Kigoma region, with airport	High; urban-based in Western region
Visibility of Results / Pilots	Moderate; budget spread very thinly, complex design; 300 producers targeted	Moderate; 50 women's cooperatives planned	High; 1,000 MSEs	Moderate; platform and pilot with GCCI
Innovative or Scalable Features	Moderate; agricultural formalization model	Moderate; sectoral formalization, gender focus	High; DIGICash, e-formality, innovation	Moderate; includes digital platform
Engagement with Beneficiaries	Moderate; complex design; rural producers focus	High; AMAE deeply involved	High; <u>women-led</u> MSEs targeted	Moderate; 100+ women supported
Partnerships and Local Ownership	Moderate; ministries & BAD involved	High: tripartite & AMAE links. UNDP, UNICEF, FAO, WFP, and Action Portugal	High: many national partners; Implemented under UN Joint Programme in Kigoma	High: strong GCCI support; clear tripartite engagement Collaboration with ITC, UNCTAD, UNDP, UNESCO, and YEP Project.

Stakeholder engagement in the evaluation process varied across countries, and a total of 34 stakeholders were interviewed (44% women), as summarized in **Error! Reference source not found..** In Tanzania and Guinea-Bissau—both of which were visited by the evaluator—stakeholder participation was relatively robust, with eleven and thirteen interviews conducted, respectively. In contrast, in countries where projects had concluded and no permanent ILO presence existed, such as The Gambia and Chad, stakeholder availability and responsiveness proved more limited. As a result, only seven interviews were conducted in The Gambia and three in Chad. These limitations are discussed in greater detail in the corresponding section of the report.

Table 2. Disaggregation of evaluation informants

# of evaluation informants	Female	Male	Total
Chad	2	1	3
Guinea-Bissau	6	7	13
Tanzania	3	8	11
The Gambia	4	3	7
Total	15 (44%)	19 (56%)	34 (100%)

The evaluation took place between June and August 2025.

2.2.4 Data Analysis

The systematic use of semi-structured evaluation questionnaires, including quantitative ratings allowed group interview results by evaluation question. This robust approach enabled the evaluator to aggregate results by evaluation criteria. It also facilitated the identification of communalities or patterns across the cluster of projects. Besides, the project documents' review and validating assumptions during the data collection process enabled data analysis to reconstruct a common ToC for the four projects.

2.3 Limitations and Mitigating Strategies

Across the four RBSA projects in Guinea-Bissau, The Gambia, Chad, and Tanzania, several evaluation limitations emerged due to design, contextual, and operational factors. A key challenge was the difficulty of attributing outcomes solely to RBSA interventions, as many of the initiatives are implemented in environments with multiple overlapping programs from national governments, UN agencies, and donor partners, as in the cases of Guinea-Bissau, Tanzania, and The Gambia. Furthermore, most project documents present limited baseline data and outcome-level indicators, making it harder to assess change over time or verify the depth of impact, particularly in areas like gender equality or access to social protection.

To mitigate these attribution challenges in contexts with multiple overlapping initiatives, the evaluation adopted a contribution-focused approach. As stated before, a Theory of Change including a RBSA-specific results chain was developed to distinguish direct from indirect influence, incorporating assumptions and risks linked to other actors' programmes. The evaluator systematically documented contextual factors and parallel interventions, and used stakeholder triangulation, collecting perspectives from beneficiaries, government, and partners, to assess RBSA's perceived role. Comparing these views helped identify consistent patterns of RBSA contribution within complex implementation environments.

Stakeholder engagement in the evaluation process was uneven across the four countries and posed several challenges. In Tanzania and Guinea-Bissau—both visited by the evaluator—participation was relatively strong, with eleven and thirteen interviews conducted, respectively. The project managers of both ongoing projects actively supported the evaluator in setting up interviews. In contrast, stakeholder outreach proved more difficult in The Gambia and Chad, where projects had concluded and no permanent ILO presence existed. Only seven interviews were completed in The Gambia and three in Chad. Further complicating the process, the evaluator had to partially reconstruct stakeholder contact lists in the absence of systematic documentation in the case of The Gambia. In most cases, the number of identified stakeholders was limited, except in Chad where 49 contacts were available. The low response rate in Chad, combined with the small stakeholder pool in some countries, represents a notable limitation to the evaluation's evidence base. To mitigate this, ILO Decent Work Teams supported the outreach by issuing formal letters to project stakeholders in Chad and The Gambia, and the evaluator followed up directly with each contact—up to three times—to maximize response rates. Interviews were scheduled over the period of about one month (July 2025), yet, the response rate remained poor in the case of Chad, while connectivity problems posed challenges in The Gambia to scheduled interviews. Hence, the evaluation deployed a largely qualitative approach to mitigate those shortcomings, including the lack of baselines and quantifiable outcome-level indicators. The attribution challenge was addressed by transparently mapping other interventions in the project areas, including their reach and project budgets, to the extent possible.

Another major limitation lied in the relatively short implementation periods of 20–24 months, which may not allow enough time to observe meaningful shifts in formalization, enterprise development, or policy adoption. Additionally, several projects, particularly in Chad, involve geographically remote or fragile areas, potentially restricting evaluators' access and limiting the representativeness of field data. These gaps constrain an evaluation's ability to draw conclusions about long-term effectiveness and institutional impact. The evaluator mitigated these shortcomings by specifically addressing those issues through the evaluation interviews, including key informant interviews and focus group discussions, as applicable.

3. Evaluation Findings

3.1 Project Design Validity

Key findings: validity of project design and relevance

- **Alignment with Country and Beneficiary Needs:** All four projects were well aligned with national priorities, targeting key challenges such as high informality rates, limited social protection, and gender inequality—particularly among women and youth in the informal economy.
- **Consistency with ILO Normative Frameworks:** Project designs drew on core ILO instruments (e.g., Recommendations 202 and 204), ensuring global relevance and anchoring interventions within recognized international labour standards.
- **Gaps in Logframe Design:** While all projects included logical frameworks, only Tanzania’s included specific performance indicators. This limited the ability to track outcomes systematically and constrained results-based management.
- **Focus on Strategic Entry Points:** Project designs emphasized feasible and high-leverage entry points, such as national strategy development, digital tools, and capacity building—showing largely a realistic understanding of institutional capacities and local contexts.
- **Gender Responsiveness:** Each project explicitly integrated a gender lens, aiming to address the disproportionate vulnerabilities of women in the informal economy, though actual implementation varied in depth across countries.

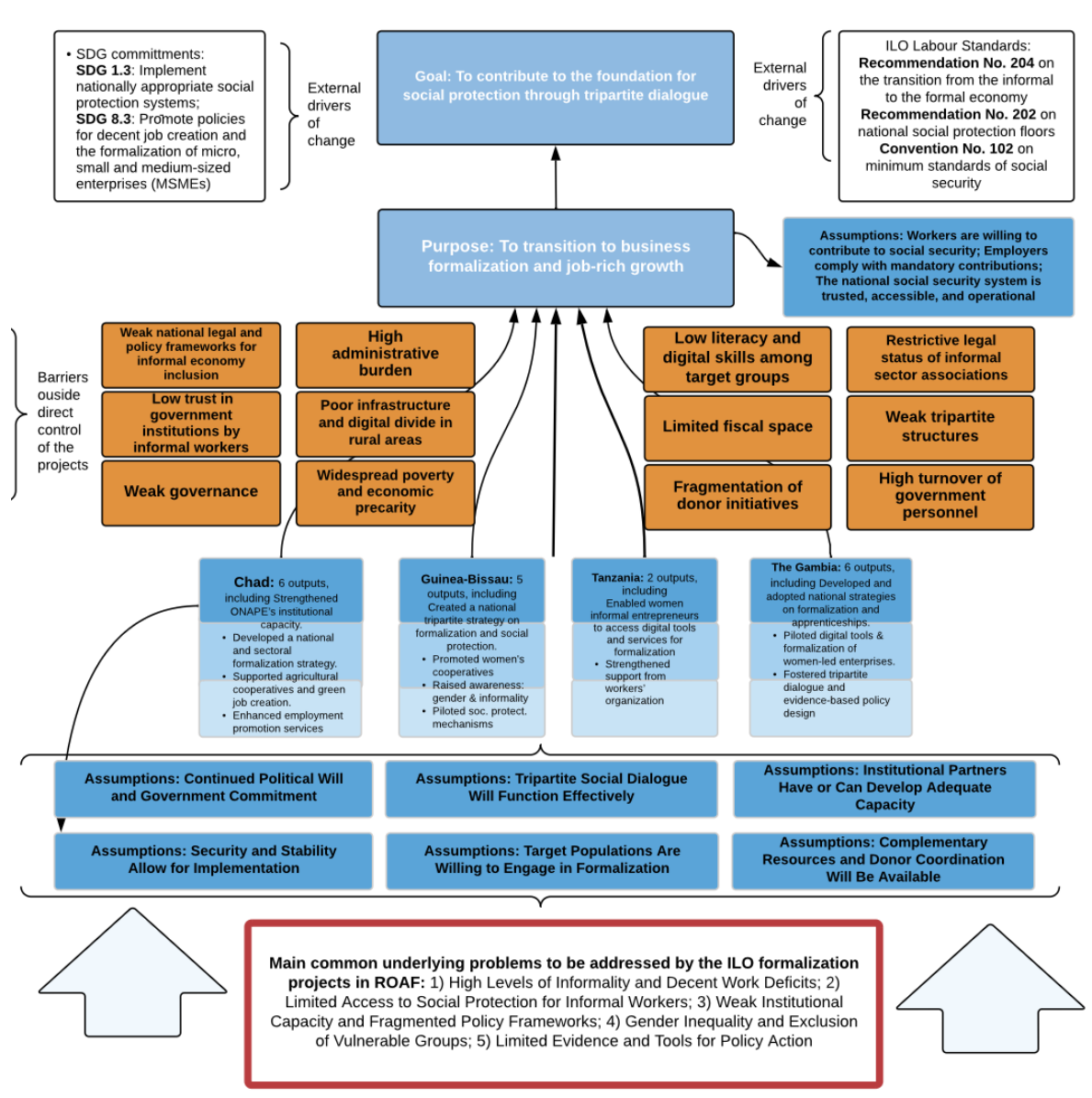
This first section of the evaluation findings explores the relevance and design of the four projects concerning country needs, stakeholder priorities, and broader development goals. It assesses whether the interventions were well-conceived to address informality and social protection gaps, and whether their design was grounded in evidence and inclusive processes. The analysis is presented under two sub-headings: alignment with the needs and priorities of tripartite stakeholders and beneficiaries (3.1), and validity of the project design (3.2).

The evaluator retrospectively constructed a common theory of change (ToC) for the four projects, which were not designed but evaluated as a cluster. Figure presents the ToC, containing the main problems addressed by the formalization projects, assumptions at the output and outcome/purpose level, barriers outside the control of the projects, and external drivers of change. Besides, a summary of the individual project outputs and the overarching outcomes and goals is presented.

Overall, the evaluation finds that the reconstructed results chain of the cluster is valid, with outputs focusing on strategy development to implement existing formalization policies, institutional strengthening and service provision, awareness raising and digital tools with a strong gender focus addressing the needs of women and youth. Those outputs supported the transition to formalization and contributed to creating the foundation for social protection through social dialogue.

The largely implicit assumptions were largely valid, with the availability of complementary resources being crucial for scaling and sustaining project results, as observed in Tanzania (Joint UN Programme in Kigoma) and The Gambia (capacity building through UNDP funding and digitalization by UNCTAD EMPRETEC programme). At the outcome level, a main assumption not always held is the fact that not all workers trust the national social security system (for example in Guinea-Bissau) and prefer the newly formalized employers not to make the social security payments on their behalf but rather to keep that money to themselves for personal use, as observed, for example, in cases in Kigoma, Tanzania. Annex 2 contains the full narrative ToC.

Figure 2. Reconstructed Theory of Change for the four RBSA-funded projects on formalization



Source: Evaluator, Final evaluation of RBSA-funded formalization projects, 2025

3.2 Relevance to Stakeholder Needs and Priorities

The reviewed projects across all four countries—**Tanzania**, **Guinea-Bissau**, **Chad**, and **The Gambia**—demonstrated strong alignment with national priorities and the needs of tripartite stakeholders, including government institutions, employers' and workers' organizations, and informal economy actors. In **Tanzania**, the intervention was praised as highly satisfactory, addressing systemic barriers to formalization and economic participation in underserved regions like Kigoma. The project notably simplified business registration through digital tools and phone-based platforms, which were especially impactful for youth and women entrepreneurs. In **Guinea-Bissau**, where informality exceeds 90%, the project was equally relevant, helping lay the groundwork for expanding social protection, building institutional knowledge, and supporting the creation of 87 women's cooperatives—significantly surpassing initial targets.

Error! Reference source not found. summarizes the relevance of the projects applying the criteria agreed in the evaluation's inception report⁶.

Table 3.: Relevance of the projects in the four countries

Country	Stakeholder Alignment	Government Priorities	Beneficiary Needs	Women's Involvement	Main Limitation	Overall Assessment
Tanzania	Strong alignment with government, business support orgs, and civil society.	Aligned with formalization, enterprise growth, and decent work.	Formalization services, financial access, training, simplified tools.	High focus: outreach, mobile tools, training for women entrepreneurs.	Digital divide, low literacy, limited trust in systems.	Highly satisfactory and praised by all stakeholders.
Guinea-Bissau	Broadly aligned with all tripartite actors; strong engagement, constrained by short duration.	Targeted social protection expansion, informality reduction, SDGs.	Social protection, cooperative formation, livelihood support.	Strong emphasis: 87 cooperatives, rights awareness.	Short project duration, no budget for formalization costs.	Relevant and foundational, though challenged by short duration.
Chad	Strong government and stakeholder support, esp. for youth and informal sector.	Employment creation, formalization, social protection strategy.	Employment, youth empowerment, formalization, rights awareness.	Support for women's groups and awareness campaigns.	Political instability, coordination challenges.	Relevant, especially in early-stage engagement.
The Gambia	High relevance to national institutions, unions, and informal sector actors.	Economic transformation, employment strategies, data for policy.	MSME support, policy dialogue, formalization guidance.	Gender-inclusive: women traders, informal groups supported.	Resource constraints, limited institutional capacity.	Well-aligned, built awareness and institutional readiness.

In **Chad**, stakeholders welcomed the project's emphasis on tackling informality, youth employment, and gender-sensitive outreach, noting its alignment with national development goals and early-stage policy discussions. However, challenges related to political instability and implementation coordination slowed progress. Similarly, **The Gambia** experienced strong engagement across stakeholder groups, with the project contributing baseline data, awareness, and institutional readiness for longer-term reforms. Despite resource limitations, the initiative was valued for enhancing support to MSMEs and building inclusive structures for formalization.

Across all countries, there was a clear emphasis on **gender equality**, capacity-building, and **social protection expansion**, with projects adapted to local realities. A shared limitation was the **short duration and limited scope of interventions**, which hindered sustained impact, particularly in Guinea-Bissau and The Gambia. This is further analyzed in the following section on the validity of project design. Nonetheless, these projects have built essential momentum and institutional engagement, offering a solid foundation for scaling up future initiatives toward inclusive, formal, and rights-based economies.

⁶ The interventions contributed to the following government policies or strategies:

Chad: 2024, National Social Protection Strategy 2024-2028

<https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099733005212510757>

Guinea-Bissau: 2025, National Social Protection Policy

<https://www.unicef.org/guineabissau/press-releases/government-guinea-bissau-support-unicef-through-ministry-women-family-and-social>

Tanzania: 2022, Tanzania Mainland National Social Protection Policy

<https://www.unicef.org/esa/documents/unicef-tanzania-mainland-social-protection-brief-2022>

The Gambia: 2015, Social Protection Policy

<https://www.unicef.org/gambia/media/606/file/The-Gambia-National-Social-Protection-Policy-2015-2025.pdf>

3.3 Coherence

Key findings: Projects' coherence

- The projects demonstrated strong normative coherence by aligning with key ILO instruments, primarily Recommendation 204 (transition to formal economy) but also Recommendation 202 (social protection floors), which shaped national strategies and stakeholder engagement.
- Across all four countries, the projects demonstrated strong alignment with national priorities, regional frameworks, and international commitments, particularly the Sustainable Development Goals (SDGs 1, 3, 5, 8, and 10). Tanzania showed strong coherence, directly supporting national SME and formalization strategies while addressing SDGs 1 (no poverty), 5 (gender equality), 8 (decent work), and 10 (reduced inequalities). Guinea-Bissau's project supported social protection expansion, linked to SDGs 3 (good health and well-being) and 8 (decent work). Chad aligned with SDGs 8 and 10 through employment and inequality reduction initiatives, while The Gambia contributed implicitly to SDGs 1, 5, and 8, though integration into national frameworks was limited due to the project's short duration and scale.
- While generally complementary to ongoing ILO and UN efforts (Guinea-Bissau, Tanzania, and The Gambia), especially in countries with an active ILO presence (Tanzania), coordination with external partners was uneven, limiting opportunities for integrated programming in settings like Chad.

This section assesses how well the projects fit within their broader policy and institutional environments, and the extent to which they complement existing ILO initiatives and national strategies. It also considers alignment with international labour standards.

3.3.1 Contribution to ILO Programmes and Conventions

ILO Recommendation No. 204, “Transition from the Informal to the Formal Economy” (2015)⁷ was a central guiding document in **the four project countries**. This recommendation served as a guiding framework for project design and implementation, shaping strategies that promoted formalization through practical tools, awareness-raising, and inclusive policy dialogue. Tripartite engagement was central to this approach, ensuring that governments, employers, and workers contributed to reforms tailored to local contexts.

The projects also reflected the principles of **Recommendation No. 202** on Social Protection Floors, particularly by targeting informal workers often excluded from social protection systems. By building national strategies and extending outreach to marginalized groups—especially women and youth—the interventions helped lay the foundation for broader social protection coverage. In Chad and The Gambia, the projects further supported alignment with fundamental ILO conventions, including **Convention No. 122** on Employment Policy and **Convention No. 87** on Freedom of Association, through their focus on decent work, labour rights, and institutional strengthening.

In Tanzania, the project demonstrated strong complementarity with other ILO and UN initiatives, particularly through its integration into the **UN Kigoma Joint Programme** in the northwestern Region bordering Burundi and Lake Tanganyika where the ILO also participates. This alignment allowed for coordinated implementation, joint training, and piloting of formalization tools, adding significant value and avoiding duplication. Nationally, the project supported broader ILO efforts on formalization, decent work, and women/youth entrepreneurship. It also linked effectively with other ILO-backed programs involving institutions like the National Economic Empowerment Council (**NEEC**), **Tanzania**

⁷ https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R204

Revenue Authority (TRA), and the National Social Security Fund (NSSF), enhancing coherence and policy alignment.

In **Guinea-Bissau**, the project was well aligned with the only other ILO programme active in the country, as part of a **South-South regional cooperation initiative** with Côte d'Ivoire and Rwanda. It enabled shared learning and experience exchange on informality and social protection. While stakeholders praised its contribution to national priorities, challenges arose from **weak donor coordination**, despite, for example, the ILO's active engagement in leadership role in the UNCT on formalization through the RBSA-funded project, and fragmented institutional structures. The limited in-country ILO presence, apart from the short-term RBSA-funded project, also constrained ongoing collaboration and delayed some engagement efforts.

In **Chad**, the project complemented ILO's regional engagement on **youth employment and social protection** and helped raise visibility of ILO's role in supporting the informal economy. At the time, it was the only project in the existing ILO country program portfolio. The intervention filled gaps by initiating social dialogue and building foundational data. **Error! Reference source not found.** summarizes the coherence dimensions for the four projects.

Table 4. Coherence dimension of the four projects

Dimension	Tanzania	Guinea-Bissau	Chad	The Gambia
Complementarity with Donor/National Programmes	Highly complementary with the UN Kigoma Joint Programme. Coordinated efforts with NEEC, TRA, NSSF, and development partners like Enabel, FAO, Global Affairs Canada. Tools filled a gap by harmonizing fragmented formalization support.	Synergies with other donor-funded initiatives like UNICEF, UNDP, EU, WFP, and World Bank, especially via UN technical working groups. However, government-led coordination mechanisms were underused.	Complemented broader ILO goals and UN youth employment strategies. Gaps in coordination with national institutions noted; some efforts risked duplication without a clear coordination framework.	Collaboration existed but limited in scope. Some engagement with trade-related ministries and NGOs. Scope was too narrow for robust overlap management. Synergies remained modest due to limited resources.
Alignment with National, Regional, International Commitments	Strongly aligned with national formalization and SME strategies. Reflected SDGs 1, 5, 8, and 10. Designed with ILO R204 and R202 in mind. Complemented NEEC and TRA-led national policies.	Aligned with Guinea-Bissau's national priorities (social protection expansion, SDG 3, SDG 8). Strong alignment with ILO R204, regional integration frameworks, and African Union priorities.	Aligned with national development plans and employment strategies. Project informed policy discussions and addressed SDG goals, especially on decent work and inequality, but engagement remained foundational.	Supported economic diversification and social inclusion strategies. Alignment with SDGs was implicit. Reinforced ILO goals, but integration into national frameworks was underdeveloped due to scale and duration.
Collaboration with Other Stakeholders	Excellent collaboration with government, private sector BDSPs, UN agencies, and donors. Human facilitators and shared tools amplified reach. Strong buy-in from institutions like NEEC and VIBINDO.	Participated actively in UNCT structures. ILO led SDG 3 working group. Weak coordination infrastructure within government hindered deeper multi-stakeholder collaboration.	Built early partnerships with government and informal sector associations. Stakeholders appreciated ILO's engagement but called for more sustained institutional collaboration.	Established functional links with some ministries and civil society actors. Built on previous ILO project and strangtehned implementation by EU-funded UNCTAD project and an UNDP project. Stakeholders noted the potential for stronger institutional anchoring.

The project in **The Gambia** aligned well with prior ILO work on **enterprise formalization and social protection**, particularly through technical inputs to national development strategies. It complemented prior ILO efforts on capacity building and policy dialogue with ministries and workers' organizations. However, due to **limited project scope and short duration**, deeper synergies with other regional or ILO multi-country initiatives were constrained. Stakeholders indicated opportunities for enhanced integration with ILO's work on **social finance, employment services, and youth entrepreneurship**.

3.3.2 Coherence at the Country-Level

The projects in Tanzania, Guinea-Bissau, Chad, and The Gambia aligned well with national development strategies and international frameworks, including the Sustainable Development Goals and ILO Recommendation 204 on transitioning to formality. In Tanzania, strong institutional coordination—especially through the UN Kigoma Joint Programme—enabled coherent implementation, while in Guinea-Bissau, alignment with SDG and social protection goals was evident, though government coordination mechanisms were weak. Both countries demonstrated a clear policy fit and contributed to ongoing national priorities. In The Gambia, the project supported the implementation of the national formalization policy through developing and adapting a national strategy through tripartite dialogue. In Chad alignment was present but more emergent. The project supported national employment and formalization efforts but operated at a more foundational level.

Engagement with other donor programmes was generally positive, particularly in Tanzania, The Gambia, and Guinea-Bissau, where partnerships with organizations like the EU, UNDP, UNCTAD, and the Belgian Development Cooperation, Enabel, added value. However, in Chad, collaboration remained limited in scope due to institutional constraints, highlighting the need for stronger integration and sustained partnerships moving forward.

3.4 Effectiveness of Interventions

Key findings: effectiveness

- **Most intended outputs were achieved**, particularly in terms of diagnostics, strategy development, and awareness-raising, validating the reconstructed Theory of Change. In countries like Tanzania and Guinea-Bissau, tangible results included national social protection strategies and operational tools for formalization.
- **Tripartite engagement and stakeholder coordination were strengthened**, with notable improvements in social dialogue structures in The Gambia and Guinea-Bissau, contributing to increased national ownership and alignment with ILO standards.
- **Pilot initiatives and digital tools showed high potential for scalability**, particularly the digital formalization toolkit in Tanzania and the women-led cooperatives in Guinea-Bissau, though scale-up requires continued support and integration into national systems.
- **Quantitative assessment of effectiveness varied depending on the availability of performance indicators and baseline data**. Only Tanzania had a detailed logframe with measurable indicators, which facilitated more structured monitoring and clearer results tracking.
- **Key success factors**: Strong alignment with national priorities and ILO standards, effective partnerships with national institutions and social partners, and a gender-responsive, evidence-based approach tailored to the needs of informal workers.
- **Challenges in staffing, administrative bottlenecks, and short project duration constrained outcome-level achievements**, especially in Chad, Guinea-Bissau, and The Gambia, where institutional fragility and limited ILO field presence hampered broader implementation.
- **Unintended results** included renewed momentum for social dialogue in previously stalled contexts (e.g., Guinea-Bissau and The Gambia), and behaviour change, for example, in enforcement agencies reportedly transitioning from punitive to supportive roles concerning informal businesses in Tanzania.

This section examines how far the projects achieved their intended objectives, looking at both planned results and unintended effects. It considers the quality and reach of the interventions, what contributed to success, and the challenges encountered. The analysis is organized under the following subheadings: achievement of intended objectives, effectiveness in promoting formalization and access to social protection, contributing and limiting factors, and unintended results.

It is important to note that, although all four projects included a logical framework in the project documents, specific targets or performance indicators were absent in all cases except for Tanzania. In the latter project, the reporting only partially aligned with the logframe indicators. As such, the assessment of project effectiveness presented in this evaluation should be interpreted with this limitation in mind. **Error! Reference source not found.** provides a summary of the project's effectiveness.

3.4.1 Achievement of Intended Objectives

Table 5. Effectiveness dimensions of the projects

Country	Achievement of Intended Objectives	Formalization and Social Protection Outcomes	Effectiveness of Partnerships	Use of Tools and Approaches	Overall Effectiveness Rating
Tanzania	Most objectives achieved; strong outreach to women and youth	Over 2,600 enterprises formalized; improved access to services	Strong – NEEC, VIBINDO, local government, Joint UN Kigoma Programme	Effective use of FIYB, IVR, and local facilitators	High – strong delivery and relevance
Guinea-Bissau	National social protection strategy developed; cooperatives formed; visibility improved	Access to support and organization improved for women in informal sector	Good – Ministry of Women, community-level actors, UNDP, other donors	Tripartite approach and cooperative development worked well	Moderate to High – strong in key areas
Chad	Partial achievement; focused on awareness and capacity-building	Awareness improved; limited access changes	Moderate – ONAPE-led efforts; weak social partner engagement	Incubation model and trainer pool established	Moderate – limited by context
The Gambia	Awareness and coordination goals met; short timeframe a constraint	Increased motivation, limited tangible change due to short duration	Good – MOTIE, GWCC, GCCI, GMATUB engaged; coordination improved	Informal sector reached via dialogue and local partnerships	Moderate – promising, but time-bound

Across the four countries, the RBSA-funded interventions were generally effective in promoting formalization and raising awareness of social protection, though the depth and scale of impact varied. In **Tanzania**, the project achieved particularly strong results, with over 2,600 enterprises formalized in 2024 alone. Digital and phone-based tools, such as the **“Start and Improve Your Business”** guide and interactive voice response services, played a crucial role in simplifying procedures for micro and small enterprises. However, while awareness of social protection increased, actual enrollment in schemes remained limited due to persistent barriers like cost, trust, and understanding.

“The Start and Improve Your Business (SIYB) programme is a management training programme with a focus on starting and improving small businesses as a strategy for creating more and better employment for women and men, particularly in developing economies.

The programme is composed of a set of inter-related training packages and supporting materials for different levels of business maturity from starting to growing enterprises. It is implemented through a three-tier structure comprising Master Trainers, trainers, and entrepreneur-level end beneficiaries. This provides a means to assure quality and to reach scale through a multiplier effect, and explains why SIYB is one of the world’s largest programmes in this field, with an estimated outreach of 6 million trainees and a network of over 17,000 Trainers”.

The evaluator met P. in Kasulu, Kigoma Region, Tanzania. P owned an informal agricultural business focused on avocado production. Initially, he cultivated **2,500 avocado trees**, but after formalization, he expanded to **12,000 trees** and plans to reach **30,000 trees**. He now sells to wholesalers locally and in export markets (Uganda, Kenya, China). The project’s training transformed his understanding of business operations and financial management, which he is now passing on to others by informally training new entrepreneurs. P. aspires to become a certified master trainer for business formalization and sees himself as an example for other youth and entrepreneurs in his community.

Two more examples of the over 2,600 enterprises formalized in Tanzania using the SIYB guide are contained in the impact section of this report.

Source, ILO, 2014: Start and Improve Your Business. Implementation guide, page vii.

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_emp/%40emp_ent/%40ifp_seed/documents/publication/wcms_315262.pdf

In **Guinea-Bissau**, the creation of 87 cooperatives—surpassing project targets—reflected successful grassroots mobilization and practical engagement with women entrepreneurs. The development of a national social protection strategy and tripartite coordination structures marked key institutional achievements. Yet, the absence of funding for formalization costs and a short project duration restricted deeper impacts.

In **Chad** and **The Gambia**, projects made meaningful contributions to raising awareness and initiating policy dialogue, particularly among youth, informal workers, and MSMEs. While large-scale formalization or coverage gains were limited, both countries laid important groundwork for future progress, contingent on strengthened institutional capacity and sustained support. Access to social protection was still lacking in both countries. Overall, the interventions catalyzed important early momentum in formalization and social protection, though longer-term investments are needed to consolidate and scale impact.

Error! Reference source not found. 6 provides a detailed summary of the project results based on the respective logframes contained in the project documents.

Table 6. Results by project based on the project logframes, comparing targets with results

Country	Expected Results (Objectives)	Actual Results (Achievements)	Assessment
Tanzania	Result 1:- Increase formalization among women and youth-led MSEs- Enhance access to digital tools and formalization support- Engage workers' organizations in outreach	- 2,600 enterprises formalized (2024)- - 54 private BDSP facilitators trained- Tools adopted by Belgium Development Cooperation Enabel	Objectives were achieved or exceeded, especially on outreach where results in fact enabled measurable formalization (target: 1000 people reached through advocacy campaign)
	Result 2:- Workers' organizations take measures to support the transition to formality of informal support the workers in formal enterprises or in households	- 28,183 calls to IVR platform on business formalization guidance (45% youth, 30% women) - Development and operationalization of the Tanzania Trade Union Congress' (TTUC) digital platform for case management of workers' issues, - VIBINDO strengthened, improving its ability to advocate for informal workers' interests and facilitate their registration and access to services.	Objectives were achieved or exceeded, especially on outreach and digital innovation. (target: 1000 women and young entrepreneurs trained on how to e-formalize their businesses and acquire digital skills)
Guinea-Bissau	Result 1: - Improve knowledge of the phenomenon of informality, including its effect on women entrepreneurs	- A Pool of 50 trainers were trained across 5 of the country's 8 regions to disseminate information. Given the high illiteracy rates, especially among women, materials such as leaflets, posters, and picture-based content with clear messages were used	The project document did not set any target to assess the results achievement. However, the large national reach of the project was observed by stakeholders.
	Result 2: - Develop and adopt A sectoral formalization strategy proposing integrated solutions through tripartite process	- The strategy was completed and adopted as planned including a tripartite process, including a validation workshop.	The project document did not set any target to assess the results achievement. However, the tripartite process emerged as a rare example of tripartite partners cooperating due to the largely stalled social dialogue in the country).
	Result 3: - Establish appropriate mechanisms for extending social security, particularly to informal economy workers and especially women	The groundwork has been established:- National social protection strategy developed through tripartite, gender-focused, data-driven process; - Strong political will and momentum generated;- National coordination committee established; - Studies and data produced to support evidence-based policymaking; - Law 4/2007 provides legal basis for extending social protection;- Community and stakeholder champions of change identified; - Ministry of Women saw the initiative as central to its coverage expansion mandate	The project document did not set any target to assess the results achievement. However, the processes established fulfil the intent of this expected result.
	Result 4: - Implement a pilot initiative to promote equal opportunity and treatment in the informal economy through the creation of 50 women's cooperatives, bringing together 1,000 members	87 cooperatives created and a multiplication effect is observable. A total of 1,548 members were reached, including 985 women and 563 men.	Target exceeded.

	Result 5: - Disseminate lessons learned from the intervention	Dissemination and communication materials were produced to share the lessons learned.	The project document did not set any target to assess the results achievement.
Chad	Result 1: - Adopt a coordination mechanism by the government in consultation with social partners to facilitate the transition to formality for small-scale producers and agricultural enterprises	- Coordination was adopted and facilitated through the Agence Nationale pour la Création des Entreprises (ANCE),	Achieved
	Result 2: - Develop and operationalize an integrated formalization strategy for the agricultural sector, based on ILO tools	- Accomplished with the strategy being in place, included ILO GERM tool	Achieved
	Result 3: - Strengthen capacity of small-scale producers and their associations, including cooperatives, to transition to the formal economy	- 180 individuals were trained as part of this effort, including 20 trainers; development of 177 (unfunded) business plans	No target set
	Result 4 - Develop and disseminate strategy for the promotion of green jobs and sustainable enterprises in the agricultural sector	- Linked to the green jobs roadmap covering the period 2025–2030, developed with support from the ILO - Informed by the project’s diagnostic study on green jobs conducted in the project area, including the capital and surrounding villages - Used to sensitize young agricultural entrepreneurs	Achieved
	Result 5 – Strengthen the organizational and operational capacity of the National Employment Office (ONAPE)	- A pool of trainers was created under ONAPE’s internal capacity-building efforts: 250 incubators trained across 5 provinces, reaching 2,500 beneficiaries - ONAPE implemented structural reforms, updating its procedure manual and organizational chart to include incubation services -The incubator initiative is planned for expansion to 30+ provinces, reflecting increased scope and long-term commitment	No target set
	Result 6 – Update directory of agricultural occupations and job	- “Répertoire Opérationnel des Métiers (ROM)”, was developed through a study funded by project	Achieved
	Result 7 – Identify and strengthen operational measures to improve the effectiveness of employment promotion services and programmes	- Development of incubators, updated procedural manuals, and institutional changes within ONAPE	No target set
	Result 1 - Tripartite constituents validate a national diagnostic of the informal economy	- Extensive consultations were held with more than 250 stakeholders across regions and sectors; validated in a national workshop with the Ministry of Trade, GCCI, trade unions, cooperatives; - formed the analytical foundation for the National Informal Sector Formalization Strategy (NISFS).	Achieved

The Gambia	Result 2 – Develop and adopt a national strategy for formalising the informal economy through a tripartite dialogue process	- National Informal Sector Formalization Strategy (NISFS) was developed through a highly participatory, tripartite dialogue process, and was formally validated and adopted by the Ministry of Trade, Industry, Regional Integration and Employment (MOTIE) in collaboration with employers, workers, and civil society organizations.- Process is widely seen as a major success and a first of its kind in The Gambia for business formalization.	Achieved
	Result 3 – Develop and adopt national strategy for the implementation of the ILO principles of quality apprenticeship applied to the informal economy	- National Quality Apprenticeship Strategy tailored to the informal economy was developed and adopted by relevant national stakeholders; it was designed in line with ILO’s global quality apprenticeship principles and contextualized for The Gambia’s needs.	Achieved
	Result 4 – Integrate an innovative digital platform ‘Formalize and Develop Your Business’ in the GCCI portfolio of services	- Done, considered as a centralized, user-friendly tool to support informal entrepreneurs—particularly women and youth—in navigating business registration, compliance, and formalization steps. The platform development seems to have been funded under an EURO 450.000 UNCTAD project, supported by the European Union (EU), building on the ILO project’s national diagnostic	Achieved
	Result 5 – Implement pilot initiative to assist a minimum of 100 informal entrepreneurs, mostly women, operating in covid-19 affected sectors in their formalization process (by GCCI)	- Over 120 informal entrepreneurs supported, with around 80% being women, helping them take concrete steps toward formalizing their businesses.	Achieved
	Result 6 – Disseminate lessons learned	- Preparation of a formal Capitalization Report (December 2023)	No target set

3.4.2 Factors affecting project performance

Several common factors contributed to the achievement of project targets across the four countries. A key success factor was strong community and tripartite engagement, including the use of local facilitators, trainers, and informal sector associations that built trust and provided culturally relevant support. In Tanzania, integration with broader initiatives like the UN Kigoma Joint Programme and collaboration with national institutions (e.g., NEEC, NSSF, TRA) significantly improved coordination and resource leverage. Similarly, in Guinea-Bissau, tripartite involvement and alignment with women's groups and cooperatives proved essential, especially in overcoming social and literacy barriers. Projects that used simple, accessible tools—such as mobile guides or visual training materials—also reached broader and more diverse groups.

However, projects faced notable challenges that limited results, sustainability, and scale. A key obstacle in all countries was the short duration of interventions, which hindered the consolidation of progress or the extension of support to unreached regions. In Guinea-Bissau, formalization costs were not budgeted, limiting follow-through despite strong initial mobilization. Chad and The Gambia struggled with limited institutional capacity, political instability (in Chad), and weak donor coordination frameworks, which slowed implementation. The same issues were observed in Guinea-Bissau.

Across countries, structural barriers such as low digital literacy, mistrust in formal systems, and fears of tax burdens discouraged some informal workers from transitioning to formality or engaging with social protection mechanisms. Despite these hurdles, the projects laid important groundwork that can inform future programs if scaled with sustained funding and institutional backing. The following paragraphs offer deeper insights into the underlying factors that influenced project performance, addressing the critical "why" behind the results—a core objective that defines evaluations in general and sets them apart from other functions such as audits.

- In **Tanzania**, the involvement of **VIBINDO**—a national umbrella body for informal economy groups—was a game-changer. VIBINDO's visibility grew, enabling it to host tools developed under the project and act as an intermediary between informal businesses and state institutions like the **National Economic Empowerment Council (NEEC)** and the **Tanzania Revenue Authority (TRA)**. The **Tanzania Trade Union Congress (TTUC)** further supported digital outreach and worker case management, while the use of human facilitators unexpectedly became one of the project's most impactful elements, especially in rural areas.
- In **Guinea-Bissau**, success was driven by strong collaboration with national and community-based actors. The **Ministry of Women, Family and Social Solidarity** and the Instituto Nacional de Segurança Social (**INSS**) provided institutional support, while the creation of **87 women's cooperatives** helped many informal workers gain organizational and legal identity. Crucially, the project partnered with **AMAE** (Associação das Mulheres de Actividade Económica), a local women's economic association, to facilitate outreach and mobilize informal women entrepreneurs. These grassroots efforts were essential in overcoming literacy, access, and trust barriers. Yet, the **lack of budget for formalization costs** and the project's **short timeframe**, limited its ability to consolidate and expand these gains despite strong political will and community buy-in.
- In **The Gambia**, collaboration with key actors, such as the Ministry of Trade, Industry, Regional Integration and Employment (**MOTIE**), the **Gambia Women's Chamber of Commerce (GWCC)** and the **Gambia Chamber of Commerce and Industry (GCCl)** was central to success. These organizations helped bridge the gap between informal women entrepreneurs and public services, supporting efforts to enhance awareness, improve registration processes, and align

business services with national MSME development policies. However, due to a **limited duration and funding envelope**, the project had to operate within a narrow geographic and institutional scope. Still, the foundations laid—especially with GWCC and GCCI—created opportunities for future scaling.

- In **Chad**, the project engaged with informal youth associations and emerging community groups in urban areas to introduce formalization and social protection concepts. While these efforts helped initiate awareness and national dialogue, the **lack of structured informal sector associations**, combined with **political volatility** and **weak institutional capacity**, constrained wider impact. Unlike in other countries, Chad’s project remained at a foundational stage, setting the stage for future expansion rather than delivering widespread outcomes during the implementation period.

3.4.3 Unintended project results

The evaluation revealed a number of **positive unintended results** that emerged during project implementation. While each country’s context shaped the specific outcomes, several **common threads** can be observed. Most notably, the projects often triggered broader engagement and transformation than originally planned, particularly by **empowering local actors**, **enhancing institutional visibility**, and **fostering new partnerships** that extended beyond the original scope.

A clear cross-country pattern was the **strengthening of informal sector organizations**. In Tanzania, for example, **VIBINDO**, originally a modestly visible actor, gained national prominence as a result of the project’s digital platform and partnership model. Similarly, in Guinea-Bissau, **AMAE**, a women’s cooperative, became more organized and visible, driving peer learning and self-representation. In The Gambia, the collaboration among business support actors like **GWCC** and **GCCI** expanded organically, reflecting a growing recognition of informal women entrepreneurs as key economic players. Even in Chad—where formal structures were less developed—the project sparked interest among youth groups and public institutions in working more systematically with the informal economy.

Another shared unintended result was the **shift in attitudes among institutions** and beneficiaries. In Tanzania, enforcement agencies reportedly transitioned from punitive to supportive roles concerning informal businesses, and government partners like NEEC and TRA began working more collaboratively with informal actors. Likewise, in Guinea-Bissau, women not only benefited economically but also developed stronger awareness of their **social and legal rights**, such as protection from harassment—an impact that extended beyond the project’s economic objectives. In both Chad and The Gambia, although more modest, there was **increased demand for formalization tools** and **cooperative registration**, suggesting latent needs and opportunities that surfaced during the intervention.

Overall, these unintentional results highlight the catalytic potential of targeted interventions in informal economy settings. By creating enabling spaces, fostering dialogue, and introducing simple but inclusive tools, the projects were able to unlock deeper structural and behavioral shifts—even in short timeframes. These outcomes offer valuable lessons for future scaling and sustainability efforts, especially in fragile or resource-constrained environments.

3.5 Management Effectiveness and Resource Efficiency

Key findings: efficiency

- **Administrative bottlenecks and delays in fund disbursement** - for example, through the Dakar DWT and the Kinshasa CO—hampered timely implementation, with the Guinea-Bissau project particularly affected by a lack of administrative readiness and impeding delivery of project activities in Chad.
- **Projects leveraged in-kind support and complementary resources** from partners such as UNCTAD, UNDP, and the UN Kigoma Joint Programme/Belgian Development Cooperation, which extended reach and partially compensated for limited core resources.
- **Staffing constraints, such as absence of dedicated administrative support and system access for Project Managers**, reduced operational efficiency and hindered planning in countries like Guinea-Bissau.
- **Short project duration limited flexibility and adaptation**, where implementation windows were too narrow to consolidate initial progress or scale pilot interventions.
- **Efficiency was generally stronger where ILO had an established presence and coordination mechanisms**, as in Tanzania, where alignment with other UN initiatives and support from the a DWT staff based in Harare enabled smoother delivery.

The efficiency section of this report covers several key dimensions of project delivery: the overall management structure; the adequacy and deployment of human resources; the technical support and backstopping provided by ILO's Decent Work Teams; the timeliness of fund disbursement and implementation, including bottlenecks encountered; the effectiveness of monitoring, evaluation, and learning systems; and the financial resource efficiency, including the extent to which additional resources were leveraged through partnerships and complementary funding, as summarized in **Error! Reference source not found.**

Table 7. Efficiency of the four projects

Country	Use of Resources	Administrative Efficiency	Leveraging of Additional Resources	Delivery Timeliness	Overall Efficiency Rating
Tanzania	Resources focused on priority regions and mainly scalable tools	Generally efficient; supported by UN Kigoma Joint Programme admin staff	Strong – aligned with UN Kigoma Programme and in-kind support from NEEC/VIBINDO	Some early delays, but implementation progressed well	High – efficient and well-coordinated
Guinea-Bissau	Resources directed to cooperatives and strategy	Poor – severe delays, lack of basic office setup, PM used personal resources	Moderate – some support from UNDP, equipment shared; good community buy-in	Delayed start due to admin bottlenecks, later improved	Moderate – good outcomes despite inefficiencies
Chad	Modest resource use focused on awareness and capacity-building	Moderate – slow disbursement and coordination; limited local presence	Limited – minimal co-financing or external alignment	Delayed due to instability and coordination gaps	Low to Moderate – constrained but targeted
The Gambia	Lean resource use; effective partnerships with local actors	Acceptable – limited by short timeframe and admin capacity	High – UNCTAD/UNDP support complemented efforts	Tight timeline constrained scaling and flexibility	Moderate – efficient within constraints

3.5.1 Management Structure, Human Resources and Delivery

Across the four projects, technical support from ILO's Decent Work Teams and HQ was broadly effective but varied in consistency. Support was strongest in Tanzania, backed by an ILO specialist based in Harare and local partnerships, while it was more limited and remote in Guinea-Bissau, The Gambia, and Chad due to the absence of full-time ILO offices. All projects experienced early delays in fund disbursement and implementation, with Guinea-Bissau facing the most severe administrative bottlenecks, including lack of system access and basic office infrastructure for the Project Manager. Tanzania benefited from smoother delivery through support from the UN Kigoma Joint Programme. Further details are provided in sub-sections 3.5.1.1 and 3.5.1.3.

3.5.1.1 Technical support and backstopping provided by ILO's Decent Work Teams

Technical assistance from the ILO—delivered by the Harare CO (Tanzania), Dakar CO/DWT (The Gambia and Guinea-Bissau), and Yaoundé DWT/CO and Kinshasa CO (Chad)—was generally effective in shaping strategy, building institutional capacity, and aligning projects with ILO standards. However, in countries without a permanent ILO presence, support was more sporadic and limited by logistical and structural challenges, highlighting the need for more continuous engagement and field-level reinforcement in future programming.

Locally-based ILO Project Managers implemented the projects in all four project countries. In Tanzania, technical support was provided by the DWT specialist based in Harare, Zimbabwe. This support was considered effective, particularly in adapting and deploying the *Formalize Your Business* (FYB) tools and supporting partnerships with institutions such as the National Economic Empowerment Council (NEEC) and VIBINDO Society. The DWT's involvement helped contextualize digital tools and build institutional capacity, while ILO Headquarters contributed to the development of simplified guides and supported digital inclusion strategies. Despite minor gaps in follow-up, the engagement was timely and well-aligned with national needs.

In Guinea-Bissau and The Gambia, backstopping was provided by the DWT based in Dakar, Senegal. In both countries, stakeholders acknowledged the strategic value of technical guidance from the DWT and HQ, especially in aligning activities with ILO standards such as Recommendations 204 and 202. In Guinea-Bissau, support was crucial to the development of the national social protection strategy, while in The Gambia, it helped shape policy dialogue and coordination among actors such as The Gambia Women's Chamber of Commerce (GWCC) and the Gambia Chamber of Commerce and Industry (GCCCI). However, in both cases, technical support was described as intermittent and mostly remote, due to the absence of a full-time ILO office and the regional responsibilities of the Dakar DWT.

In Chad, technical backstopping was provided by the Country Office (CO) in Kinshasa and the DWT based in Yaoundé, Cameroon. Support was delivered mainly through short missions and virtual engagement. It contributed to awareness-raising efforts and helped initiate policy dialogue on formalization and social protection. Nonetheless, due to limited field presence, ongoing insecurity, and weak institutional coordination, stakeholders felt that technical support, while relevant, was not sufficiently sustained to translate into widespread or visible outcomes.

3.5.1.2 Timeliness of project funds delivery and interventions and key bottlenecks encountered

Across the four projects, the timely delivery of funds and interventions varied, with all experiencing some level of delay, particularly during the early stages. Common bottlenecks included administrative and procurement delays, limited project duration, and, in some cases, weak institutional environments. While higher-level approvals and strategic decisions were generally timely, delays in

financial and operational processes —especially at the administrative level— often impeded smooth implementation.

In Tanzania, although there were initial delays related to fund disbursement and contracting, the project quickly gained momentum. Its focused geographic scope, combined with strong partnerships and alignment with the UN Kigoma Joint Programme, helped mitigate delays and maintain implementation efficiency. Besides, the project benefited from support from an administrative assistant from the Joint UN Programme in Kigoma.

In Guinea-Bissau, delays were more severe and largely administrative in nature. The financial and operational processes coordinated through the Dakar-based DWT were particularly slow. The PM faced significant constraints, including no access to the project budget, inability to process purchase orders, and lack of access to internal ILO systems—making planning nearly impossible. Basic office conditions were not in place at the time of the PM’s onboarding: there was no administrative assistant, and the PM had to furnish the office himself, use his private computer, and pay for internet access for over a year. Some equipment was borrowed from UNDP. While higher-level approvals were not problematic, the absence of administrative preparedness seriously delayed implementation. Despite this, progress improved in later stages, particularly through partnerships and co-financing from other donors such as UNCTAD, the EU, and UNDP.

In Chad, project execution was affected by both administrative delays and external factors such as political instability and institutional fragility. Implementation was largely limited to awareness-raising and coordination activities, as challenges in fund flow and technical continuity hampered more substantive progress. A government counterpart, for example, had to prefinance ILO project activities due to delays in receiving the allocated project funds, which inhibited the delivery of project activities. Financial delays on the ILO side were described as “painful”.

The project’s internship component for youth in Chad faced significant operational challenges that affected both participants and supervisors. Many interns experienced payment delays of up to four months, with some still awaiting their stipends by the end of the reporting period. The intended monthly stipend of CFA 50,000 (approximately USD 83) was often delayed due to logistical and technical issues, such as recurring problems with Airtel Money. These delays led to considerable dissatisfaction among participants, particularly after completing their six-month internships without timely compensation. **In total, CFA 3,000,000 (around USD 4,980) remained unpaid under the ILO budget.**

Supervisors, who were tasked with monitoring interns in remote areas, often had to travel by motorcycle. However, the incentive of CFA 100,000 (about USD 166) was frequently insufficient to cover travel-related expenses. **Additionally, administrative follow-up remained incomplete, with several interns still awaiting their official completion certificates.** These recurring payment and logistical challenges hindered the smooth execution of the programme and risk undermining trust in similar future initiatives.

In The Gambia, delays were primarily linked to the short implementation window and limited budget flexibility. Although funds were eventually disbursed, the timeframe left little room to adapt or expand activities. Stakeholders indicated that earlier access to resources and more predictable fund flows would have significantly improved execution.

3.5.2 Effectiveness of Monitoring, Evaluation, and Learning

Monitoring, Evaluation, and Learning effectiveness varied across the four projects. All had project proposals with logframes, but only Tanzania included performance indicators. No comprehensive monitoring systems or tools beyond the final project reports were evident, limiting systematic tracking

of progress. Learning largely took place through project-funded activities, such as peer exchanges and awareness sessions in The Gambia and Chad. Notably, some learning was linked to the South-South knowledge exchange project funded by the RBTC, involving Côte d'Ivoire, Rwanda, and Guinea-Bissau, which offered additional opportunities for cross-country sharing and informal capacity-building despite limited formal MEL structures.

3.5.3 Financial Resource Efficiency, including leveraging of resources

Across all four countries, resources—financial, human, and technical—were generally allocated with a clear strategic intent to achieve the projects' outputs. However, **common constraints** included limited budgets, short implementation periods, and capacity gaps, which affected the ability to sustain or scale outcomes. In response, projects often relied on leveraging partnerships, concentrating activities geographically, or adapting delivery methods to maximize available resources.

In **Tanzania**, resources were efficiently used by focusing on high-potential regions and investing in cost-effective tools like the IVR platform and community facilitators. Collaboration with national actors such as NEEC and VIBINDO further enhanced implementation. In **Guinea-Bissau**, strategic use of resources enabled the creation and training of women's cooperatives, although the lack of funding for formalization costs hindered full impact. The project addressed this by coordinating with other donors to support infrastructure and services. In **Chad**, resources supported initial awareness-raising and dialogue, but institutional and contextual challenges limited their effectiveness. In **The Gambia**, resources were focused on foundational work, especially around awareness and coordination among informal sector actors, though scale remained limited due to project size and duration.

Across the four projects, financial, human, and technical resources were generally used efficiently, with strategic geographic targeting and reliance on in-kind contributions from national partners. In Tanzania, efficiency was enhanced through alignment with the UN Kigoma Joint Programme and in-kind support from NEEC and VIBINDO. In The Gambia, in-kind support from GWCC and GCCI was key, and synergies with UNCTAD's EMPRETEC program (EUR 450,000 through EU funding), added value. In Chad, resource use focused on awareness-raising, though leveraging of additional funds was limited.

Could the same results have been achieved with fewer resources or through alternative approaches?

In assessing whether similar results could have been achieved with fewer resources or alternative approaches, the four countries' experiences suggest that while **resource efficiency was generally good**, the **scale and depth of results were closely tied to the availability and strategic use of resources**. In some contexts, smarter deployment or leveraging could have enhanced results, while in others, constraints made reductions impractical.

In **Tanzania**, the focused geographic scope, use of analogue tools, and existing ILO tools such as SIYB and collaboration with institutions like NEEC and VIBINDO enabled broad outreach with relatively modest resources. Further efficiencies were gained by aligning with the UN Kigoma Joint Programme (joint use of a financial assistant and amplifying project reach). However, some suggested that **greater use of digital platforms, such as permanent online training tools and AI-enabled learning resources (compared to prerecorded messages of the ICR approach)**, could increase future efficiency and reach.

The development partner, **Enabel, The Belgium international development agency**, highlighted that valuable synergies were ultimately achieved and that cooperation with the project worked well overall. They noted that **earlier coordination—ideally starting during project design—would have**

made collaboration even more efficient. Because the two projects were developed separately, some adjustments had to be made along the way, which required time and flexibility, particularly on Enabel's side (e.g., translating and updating materials). Looking ahead, Enabel sees an opportunity to strengthen future collaboration through **joint project formulation and better early mapping of expertise and financial resources, ensuring even smoother alignment and enhanced impact.**

In **Guinea-Bissau**, the project was implemented with very limited resources, described as being done "on a shoestring." Stakeholders suggested that the resource constraints already required working in a highly efficient manner, and that similar results likely could not have been achieved with fewer resources. The short duration and breadth of objectives implied that alternative approaches would have required additional time and funding rather than fewer resources. Given the administrative delays and lack of basic office infrastructure, it is unlikely that similar results could have been achieved with fewer resources. However, better advance planning—such as ensuring office readiness and system access—could have increased efficiency and reduced the burden on the project manager.

In **Chad**, the limited scope of activities meant that major efficiencies were not possible without undermining project visibility. The results achieved—mainly awareness and dialogue—reflect what was feasible under constrained financial and political conditions. While modest, outcomes were proportionate to inputs, and stronger engagement with local associations could offer a more cost-effective route for similar efforts in future.

In **The Gambia**, the project achieved significant results on a modest budget by **prioritizing systems-level change, anchoring activities in national institutions**, and using **participatory approaches**. Substantial in-kind support and external follow-on funding (e.g., from EU/UNCTAD and UNDP) were essential to achieving results, especially in deepening infrastructure support and capacities. Through the ILO project, foundational results were achieved at low cost, mainly through awareness-raising and coordination efforts supported by GWCC and GCCI. However, the short implementation period constrained opportunities for experimenting with alternative approaches.

3.6 Potential Impact and Likelihood of Sustainability

Key findings: potential impact

- **The projects contributed to increased visibility and legitimacy of informal workers**, especially women and youth, within national policy dialogues and institutions—most notably through tripartite processes and stakeholder consultations.
- **Evidence of positive change at beneficiary level was clearest in Tanzania**, where digital tools and training improved access to formalization services and supported women's economic participation, followed by Guinea-Bissau.
- **Institutional impacts included the adoption or drafting of national social protection strategies** (e.g. in Guinea-Bissau and The Gambia), and the revitalization of social dialogue mechanisms.
- **Though full impact realization is constrained by short timeframes**, the projects laid foundational work—such as capacity building, diagnostics, and piloting—that can generate long-term effects if sustained.

3.6.1 Potential Impact

Table 8. Summary of potential project impact by country

Country	Impact on Beneficiaries	Policy and Institutional Impact	Contribution to SDGs / Global Goals	Evidence of Long-Term Change
Tanzania	Over 2,600 enterprises formalized; women and youth accessed digital tools	FIYB and ITTUC, digital platform for case management on workers institutionalized; strengthened local facilitation capacity	SDG 8 (decent work), SDG 5 (gender), SDG 1 (poverty)	High – strong institutional uptake and digital access
Guinea-Bissau	Improved organization and visibility of women’s cooperatives; service access increased	National social protection strategy developed through tripartite process	SDG 1, SDG 5, SDG 10 (inequality), AU Agenda 2063	Moderate – foundational policies and structures in place, momentum created.
Chad	Awareness raised among youth and informal workers; limited service uptake	ONAPE restructured; national trainer pool established	SDG 8, SDG 10	Low – early-stage impact; needs further support
The Gambia	Increased awareness and motivation among informal entrepreneurs, (women)	Engagement of GWCC, GCCI, and GMATUB in policy dialogue	SDG 8, SDG 5	Moderate – early momentum but short project window

This section reviews the broader changes generated by the projects, including effects for beneficiaries, shifts in policy and institutional practice, and contributions to national and global development goals. It is structured around four themes: changes in the lives of beneficiaries; tangible policy and practice impacts; alignment with wider development agendas; and strengthened institutional and governance systems.

3.6.1.1 Evidence of positive changes in the lives of the ultimate project beneficiaries, particularly women and youth in the informal economy

Evidence of positive change in the lives of project beneficiaries—particularly women and youth in the informal economy—was reported in all four countries, though with varying degrees of depth and documentation. Overall, the projects contributed to positive shifts in knowledge, organization, and initial steps toward formalization among women and youth, with the strongest changes observed in Tanzania and Guinea-Bissau, where outreach, tools, and partnerships were more fully developed.

In **Tanzania**, beneficiaries, especially women entrepreneurs and youth, reported improved understanding of formalization processes and access to business registration through digital tools. The formalization of over 2,600 enterprises and the training of local facilitators translated into enhanced economic inclusion and confidence in navigating official procedures.

Two voices from Kigoma, Tanzania

J., female, dairy entrepreneur, 30+ years

J. runs a small dairy processing business, producing fresh milk, yogurt, cheese, and cream. Before the project, she lacked basic business skills and financial awareness and was afraid of formalization, fearing government interference. The training she received was transformative: it taught her how to assess whether her business was profitable, manage costs and time, and plan for future growth. Formalization gave her access to government sectoral data on the dairy sector, which she now uses to inform her business strategy. She has also become an active advocate in her community, particularly through her church group, encouraging women to formalize and informing them about opportunities such as government loans and **public procurement slots reserved for women (30%)**. Formalization has given her freedom from harassment from the police and confidence that she can secure a better future for her children by encouraging them to become entrepreneurs.

Two voices from Kigoma, Tanzania (continued)

K, male, entrepreneur, 34 years

K. ran a guesthouse, retail bar, and agricultural trading business (dealing in cashew nuts, sunflower, beans, maize, and cassava). Before the project, his operations were informal, limiting growth opportunities. With the project's guidance, K. formalized his business, secured a government loan of **8.5 million TZS (fully repaid)**, and expanded significantly. He now employs **28 people (10 men, 18 women)** compared to just 5 informal staff previously. Formalization enabled him to tender for and win contracts, including one for a district hospital, improve his infrastructure (electricity and water), and operate free from informal payments and harassment. His business growth allowed him to purchase a private vehicle, reflecting improved income and security.

In **Guinea-Bissau**, women in the informal economy in project sites saw significant changes through the creation of 87 cooperatives, improving their collective bargaining power, visibility, and access to training. Many beneficiaries gained access to basic equipment and support services. The development of a national social protection strategy also laid groundwork for broader inclusion.

Two voices from Guinea-Bissau

E. female, entrepreneur, 30+ years

E. is an entrepreneur and nurse with five children, operating a small fruit and vegetable processing business producing jam, juice, dried mango, porridge, and liquor. Before the project, she relied solely on her salary. The project helped her business gain visibility and provided capacity building. As a result, she formally registered her business in 2019, gained access to social protection, improved productivity, and expanded operations by renting additional land. She accessed microcredit through AMAE rather than a bank. The business now employs five staff (non-family). E. reported that her business has become more profitable and that she intends to continue applying and expanding on the knowledge gained from the project.

L, female, entrepreneur, 20+ years (daughter of a direct beneficiary)

L. helps run a multi-activity business involved in mango processing, plastic recycling (bags), tailoring, and sewing. The project addressed key challenges such as limited machinery and access to credit, providing both material support and capacity building. The business formally registered two years ago and now employs 25 people. As a result of increased income, L. and her family gained financial stability, assuring that siblings can attend school. She expressed commitment to applying what she learned to continue improving her business, supporting her family, and particularly contributing to caring for the environment.

In **Chad**, while the impact was more limited (e.g. 177 unfunded business plans developed), young informal workers reported increased awareness of their rights and available services according to trainers. Engagement with youth associations and participation in awareness activities helped spark dialogue around formalization and social protection, though concrete changes in economic status or access remained limited.

In **The Gambia**, women-led MSMEs and informal entrepreneurs reported feeling more empowered and motivated to seek registration and support services, according to tripartite focal persons. Awareness-raising activities helped improve knowledge of rights and procedures, and institutional actors such as GWCC and GCCI strengthened their outreach to informal sector groups.

3.6.1.2 Tangible changes interventions brought at the policy and practice levels

In the four countries, the interventions contributed to tangible changes at both policy and practice levels, particularly in strengthening governance frameworks, improving technical capacities, and laying foundations for expanded access to social protection.

In **Tanzania**, the project supported the development and application of formalization tools (e.g. the TTUC, digital platform for case management on workers and FIYB guide), which are now integrated into institutional practices. It also enhanced coordination among stakeholders such as NEEC and VIBINDO and contributed to the institutionalization of community-based facilitation models.

In **Guinea-Bissau**, a major achievement was the development and validation of a national social protection strategy through a tripartite, gender-sensitive process. The project also supported the establishment of 87 cooperatives, improving local governance and technical capacity at the grassroots level, with broader institutional buy-in from the Ministry of Women, Family and Social Solidarity.

In **Chad**, the project helped initiate national policy dialogue on formalization and social protection. Although progress was limited by instability and administrative constraints, key actors such as ONAPE improved their internal structure and training systems, including the development of a national pool of trainers and incubation capacity.

In **The Gambia**, the intervention helped build institutional awareness and coordination around informal economy governance. Collaboration with GWCC and GCCI strengthened engagement with informal sector actors, and foundational discussions on social protection and enterprise formalization gained traction within relevant ministries.

3.6.1.3 Contribution to broader national, regional and global development goals

The projects made meaningful contributions to broader national, regional, and global development goals by promoting formalization, decent work, and social protection for informal economy workers, particularly women and youth, mainly ILO Recommendation 204.

Nationally, the development of a social protection strategy in Guinea-Bissau, the integration of digital tools in Tanzania, and policy dialogues initiated in Chad and The Gambia aligned with national employment, social protection, and MSME development strategies. Regionally, the projects supported the African Union's Agenda 2063 goals on inclusive economic growth and social protection. Globally, the interventions contributed directly to the ILO Centenary Declaration for the Future of Work and to SDGs 1 (no poverty), 5 (gender equality), 8 (decent work), and 10 (reduced inequalities). The participation of countries like Guinea-Bissau in South-South learning exchanges further reinforced global cooperation and knowledge sharing around informality and social inclusion.

3.6.1.4 Evidence of the interventions' contributions to strengthening local institutions, social partners, and governance systems

The interventions strengthened local institutions and governance systems by enhancing the capacity of public bodies, social partners, and community-level actors, as presented in more detail in the effectiveness section of this report. In Tanzania, institutions like NEEC and VIBINDO adopted ILO tools and methods; in Guinea-Bissau, the creation of 87 cooperatives and engagement with the Ministry of Women reinforced grassroots governance. Chad saw improvements within ONAPE, including internal restructuring and trainer development, while in The Gambia, collaboration with MOTIE, GWCC and

GCCI boosted outreach to informal workers. Overall, the projects contributed to more inclusive and coordinated local institutional frameworks.

3.6.2. Sustainability

This section assesses the sustainability of project outcomes across the four countries, focusing on whether results are likely to be maintained or scaled up after the end of ILO support. It explores local ownership, institutional capacity, stakeholder commitment, social dialogue and the extent to which national partners are prepared to carry forward the interventions. The analysis also considers key risks to sustainability, mitigation strategies, and the likelihood that beneficiaries—particularly informal workers—will continue to access support for formalization and social protection. Environmental sustainability is also considered.

Key findings: sustainability

- **Local ownership and institutional commitment varied**, with stronger prospects in Tanzania and, to some extent Guinea-Bissau, where national strategies were developed through participatory processes and aligned with national priorities.
- **The sustainability of interventions depends heavily on continued government engagement**, follow-up by national institutions, and integration of project outputs into existing structures—elements that remain uncertain in Chad.
- **Lack of dedicated financial resources and limited institutional capacity** pose major risks to sustaining results, especially where projects operated without permanent ILO presence or strong administrative infrastructure.
- **Social dialogue mechanisms were revitalized in several countries**, notably Guinea-Bissau and The Gambia, offering potential for sustained policy engagement—though these gains require consolidation through ongoing support.
- **Where projects were linked to broader donor or UN initiatives**, such as the UN Kigoma Joint Programme in Tanzania and the programme of the Belgian Development Cooperation, Enabel, sustainability prospects improved due to continued technical support and policy coherence.

Table 9. Sustainability of project results

Country	Institutional Ownership	Capacity to Continue Activities	Financial Commitment	Sustainability Risks	Likelihood of Sustainability
Tanzania	Strong engagement from NEEC, VIBINDO, and other partners	Trained facilitators in place; tools integrated into institutional frameworks	Moderate; depends on integration into public budgets	Risk of limited technical maintenance for tools (e.g. IVR) if not supported	High – good foundation and partnerships
Guinea-Bissau	Strong ownership from Ministry of Women and tripartite stakeholders in overall fragile insitutional context	Cooperatives formed; national strategy validated	Limited; relies on external funding for follow-up	Weak admin systems; implementation capacity requires strengthening	Moderate to High – needs follow-up support
Chad	Initial reforms by ONAPE; some engagement with worker associations	Trainer pool created; incubation model established in 5 provinces	Weak; limited national funding and political instability	Fragile context; lack of continued support could stall momentum	Low to Moderate – high risk context
The Gambia	MOTIE, GWCC and GCCCI actively involved; government less engaged structurally	Awareness raised; informal sector linkages initiated	Very limited; reliant on donor partnerships	Short project duration; no strong institutional anchor	Moderate – foundational but needs scaling

3.6.2.1 Likelihood of sustaining, scaling or replicating project results

Across the four countries, the sustainability and potential for scaling up or replication of project results varied but showed promising elements, particularly where institutional ownership and external partnerships were strong.

In **Tanzania**, sustainability prospects are high due to strong institutional engagement, integration of ILO tools into national structures (e.g. NEEC and VIBINDO), and alignment with broader initiatives like the UN Kigoma Joint Programme. Trained facilitators and digital tools are likely to continue being used beyond the project period.

In **Guinea-Bissau**, the development of a national social protection strategy through a tripartite process and the establishment of cooperatives laid a solid foundation for sustainability. However, the coordination at the UNCT in the area of formalization is ILO-led and will end when the RBSA funding ends.

In **Chad**, while institutional change began within ONAPE and dialogue was initiated, sustainability is less certain due to limited resources, political instability, and weak follow-up capacity. However, the creation of a national pool of trainers and structural reforms offer potential for future continuation if further support is secured. As an intermediary step, the project contributed to facilitate the inclusion of the ILO GERME (Manage your business better) tool in the curriculum of the University of N'djamena. ONAPE is currently negotiating with four more national universities to include the tool in their respective curricula.

In **The Gambia**, basic structures for policy dialogue and informal sector engagement were established through partnerships with GWCC and GCCI. The involvement of national ministries and additional donor support (e.g. UNCTAD, EU, UNDP) increases the likelihood of continued implementation and potential scale-up. While the project's short timeframe limited deeper institutionalization, there is potential for replication if additional resources and national buy-in are mobilized, given that businesses need to reapply for formalization on an annual basis.

3.6.2.2 Local ownership, institutional capacity, and stakeholder commitment to sustain their outcomes and impacts, including financial commitment

Local ownership and stakeholder commitment were evident to varying degrees across the four countries, with the strongest examples in Tanzania and Guinea-Bissau. In Tanzania, institutions like NEEC and VIBINDO actively adopted project tools and approaches, and trained facilitators are expected to continue outreach activities.

In Guinea-Bissau, government ownership of the national social protection strategy, combined with the involvement of the Ministry of Women and the nascent UNCT alignment, supports long-term institutional commitment and capacity. However, high staff turnover, political and institutional instability, and limited government financial capacity present risks to sustaining these outcomes. The project worked with four consecutive Ministers of Labor during the past two years, highlighting the extent of staff turnover and institutional instability. While technical knowledge gained is expected to persist, long-term institutional continuity and commitment remain fragile.

In Chad and The Gambia, local ownership was more nascent. While ONAPE initiated internal reforms and training systems in Chad, limited financial and institutional capacity constrain long-term sustainability. In The Gambia, MOTIE, GWCC, and GCCI demonstrated interest in continuing support

for informal workers, but financial and structural limitations remain. Overall, while institutional capacity and commitment exist in all four settings, sustained outcomes will depend on continued national investment and targeted external support.

3.6.2.3 Main risks to the sustainability of the interventions' achievements, and mitigation

Sustainability risks are most pronounced in Chad, Guinea-Bissau, and The Gambia, where financial and institutional capacity remain limited. Tanzania shows more promising conditions for continuation, thanks to stronger institutional engagement and alignment with national priorities. Mitigation has relied on strategic partnerships, integration into national structures, and donor coordination, where feasible.

Tanzania - Risks: The sustainability of tools such as the interactive voice recording platform depends on continued technical and financial support. The integration of facilitators into permanent institutional frameworks also remains uncertain.

Mitigation: Strong partnerships with NEEC and VIBINDO, and alignment with the UN Kigoma Joint Programme, and the Belgian Development Cooperation Enabel, and the reach of private BDP have helped institutionalize key tools and practices both in public and private institutions. Geographic focus and local training enhanced the likelihood of continuity through public systems.

Guinea-Bissau - Risks: Weak administrative systems, limited operational infrastructure, and dependency on external coordination pose sustainability challenges. Follow-up to the national social protection strategy and cooperative support require additional resourcing and political backing.

Mitigation: Strong tripartite ownership of the national strategy and active leadership by the Ministry of Women created a platform for continuity. Community-level engagement through 87 cooperatives also reinforced local buy-in and capacity. However, the ILO leadership in the UNCT on formalization will end as the project ends due to the absence of ILO representation in the country.

Chad - Risks: Political uncertainty, weak institutional capacity, and insufficient domestic funding threaten the continuation of reform processes and training initiatives. *Mitigation:* ONAPE's internal restructuring, development of a national pool of trainers, and expansion plans to more provinces are positive steps. Continued progress depends on stable conditions and external support, which is challenging.

The Gambia - Risks: The short project duration, small budget, and lack of sustained institutional financing limit the potential for long-term impact. Informal sector concerns may fade from national agendas without continued advocacy.

Mitigation: The project leveraged UNCTAD's EMPRETEC programme and UNDP capacity building support, extending the reach and relevance of interventions. Engagement with MOTIE, GWCC, and GCCI fostered institutional awareness and laid the groundwork for future policy influence.

3.6.2.4 Preparation of national institutions and implementing partners to sustain the outcomes without continued ILO project support

Preparation of national institutions and implementing partners to sustain project outcomes without continued ILO support varied across the four countries. In **Tanzania**, institutions like NEEC and VIBINDO were well engaged and equipped with tools and trained facilitators, indicating a relatively high level of readiness for continued implementation. In **Guinea-Bissau**, in an overall weak

institutional context, the Ministry of Women demonstrated strong ownership of the national social protection strategy, and community cooperatives showed local-level readiness, though institutional systems require further strengthening.

In **Chad**, ONAPE took important steps toward sustainability through internal restructuring and training programs, but overall institutional readiness remains weak due to capacity and resource constraints. In **The Gambia**, while institutions such as MOTIE, GWCC and GCCI showed growing engagement, national systems are not yet adequately prepared to carry forward outcomes independently, though links with programs like UNCTAD's EMPRETEC offer potential support. Overall, while foundational capacities were built, sustained outcomes will depend on continued institutional commitment and resource mobilization, with most progress made in Kigoma, Tanzania.

3.6.2.5 Likelihood of beneficiaries continuing to experience improved access to formalization support and social protection after the end of ILO support

The likelihood of beneficiaries continuing to access formalization support and social protection after the end of ILO support varies by country. In **Tanzania**, the continued use of digital tools like the FIYB, along with trained local facilitators and institutional uptake by NEEC and VIBINDO, makes sustained access more likely. In **Guinea-Bissau**, the creation of cooperatives and the adoption of the national social protection strategy offer potential for continuity but heavily depend on follow-up funding and administrative capacity in a highly fragile institutional context. In **Chad**, limited institutional readiness and external instability reduce the likelihood of sustained access, though ONAPE's trainer pool may provide a foundation if further supported. In **The Gambia**, foundational awareness and engagement with institutions like GWCC and GCCI have improved visibility and dialogue, but formalization support and social protection coverage remain limited and require additional resources for continuity. Overall, sustainability for beneficiaries is strongest in Tanzania, with more uncertain prospects in Chad, Guinea-Bissau, and The Gambia.

3.6.3. Social dialogue

The interventions contributed to promoting strong and independent worker and employer organizations and revitalizing social dialogue, particularly in challenging contexts like **Guinea-Bissau** and **The Gambia**, where engagement had previously been limited or inactive.

In **Guinea-Bissau**, social dialogue was notably strengthened through the **tripartite development of the national social protection strategy**, which brought together government, employer, and worker representatives. This inclusive process, described as an exception for the country, enhanced national ownership and consensus, marking a significant step toward participatory governance.

In **The Gambia**, the project helped re-establish dialogue channels by engaging informal economy actors through partnerships with MOTIE, **GWCC** and **GCCI**, contributing to policy discussions and institutional linkages. Worker representation, especially through **GMATUB**, was also supported to a lesser degree, helping bring informal workers' voices into the conversation.

In **Tanzania**, collaboration with institutions like **NEEC** and **VIBINDO** strengthened the involvement of informal workers and helped create a more enabling environment for dialogue, although no formal tripartite platform was newly established. In **Chad**, social dialogue remained at a more preliminary stage; while the project facilitated awareness-raising and coordination with youth and worker groups, it did not result in sustained institutional mechanisms.

Overall, the projects played a valuable role in either reactivating or initiating social dialogue structures and practices, especially in countries where such engagement had previously been minimal. However, the depth and institutionalization of these efforts varied, with Guinea-Bissau and The Gambia showing the most progress toward inclusive dialogue involving informal economy actors starting from a very low level, which was, however, limited to the project.

3.6.4. Environmental sustainability

Results related to environmental sustainability and green jobs were limited across the four projects, as environmental objectives were not central to the intervention designs. However, some country-specific activities indirectly supported green job potential or environmentally conscious practices.

In **Guinea-Bissau**, the promotion of women's cooperatives in the fisheries sector aligned with broader sustainable development goals and was linked to the national Blue Economy strategy. This created potential for environmentally sustainable livelihoods.

In **Tanzania**, while the focus was primarily on formalization and digital inclusion, the training and support provided to informal entrepreneurs may open future opportunities for green enterprise development, especially in rural or agriculture-linked sectors.

In **Chad** and **The Gambia**, there was no explicit focus on environmental sustainability or green jobs in the project interventions. While awareness-raising and entrepreneurship support could, in theory, incorporate environmental dimensions in future phases, no direct results in this area were observed during the project period.

4. Lessons Learned and Emerging Good Practices

4.1 Lessons Learned

The evaluation identified several lessons learned and good practices. Those are summarized in this section and fully presented in the corresponding annexes.

- **LL1. Stakeholder engagement for project design:** Early stakeholder engagement to co-design interventions that reflect national priorities and beneficiary needs contributes to ensuring beneficiary needs can enhance project relevance, reach, effectiveness and impacts. Tripartite engagement and alignment with national strategies were crucial for ensuring relevance. Investment in early-stage consultations with governments, employers, workers, and informal sector representatives, as well as other development actors, is highly beneficial to ensure interventions are context-specific and directly linked to policy gaps or reforms already underway.
- **LL2. Remote support has limits in fragile settings:** The limited presence of ILO offices in countries like Chad, Guinea-Bissau, and The Gambia showed that remote technical support—while helpful—cannot substitute for on-the-ground presence through a dedicated project manager, especially in contexts requiring intensive coordination and relationship-building.
- **LL3. Digital tools require foundational infrastructure:** The deployment of digital formalization tools, such as in Tanzania, highlighted the potential for innovation—but also the risks in contexts with poor digital literacy or infrastructure, particularly in rural or underserved areas.
- **LL4. Short project duration limits policy uptake:** In countries like The Gambia, the project's short timeframe constrained opportunities for meaningful policy influence and follow-up,

underscoring the need for longer engagement cycles when working on systems change. However, this limitation reflects the nature of RBSA-funded initiatives, which are designed to serve as catalytic seed funding rather than long-term interventions.

- **LL5. Gender-responsive design enhances effectiveness:** Interventions with targeted measures for women (e.g., cooperatives in Guinea-Bissau, digital inclusion in Tanzania) were more likely to reach vulnerable groups and foster inclusive change, showing the value of gender mainstreaming from the outset.
- **LL6. ILO's approach to formalization I: Holistic and multi-dimensional strategies are essential for impact.** The evaluation found that formalization efforts were most effective when the ILO combined policy support, capacity building, and stakeholder engagement, rather than relying on isolated interventions. Approaches that addressed legal frameworks, institutional capacity, and awareness simultaneously created stronger and more sustainable pathways to formalization.
- **II 7. ILO's approach to formalization II: Context-specific adaptation enhances relevance and uptake**
Formalization initiatives had greater success when tailored to the economic, cultural, and institutional realities of each country. The ILO's flexibility to adapt global guidance and tools to local conditions — including sectoral priorities, governance structures, and labour market characteristics — improved stakeholder buy-in and the practical applicability of interventions.

4.2 Emerging Good Practices

GP1. Tripartite Development of National Strategies

The participatory development of a national social protection strategy through structured tripartite dialogue (government, employers, and workers) fostered shared ownership, strengthened legitimacy, and ensured that the strategy was grounded in national realities. This approach reinforces consensus-building, promotes inclusive governance, and increases the likelihood of sustained policy implementation. It can be adapted to other policy domains or countries with weak institutional coordination.

GP2. Use of Local Facilitators and Digital Tools for Outreach

Training local facilitators and deploying user-friendly tools such as the “Start and Improve Your Business” (SIYB) manual and Interactive Voice Recording (IVR) platforms helped reach informal workers in remote areas, particularly women and youth, and led to measurable increases in business registration. This model effectively combines human and digital resources to scale outreach and support services. It is low-cost, adaptable to different literacy levels, and suitable for areas with limited government presence.

GP3. Embedding training within national institutions and the private sector

The training-of-trainers model involving ONAPE in Chad or public and private institutions in Tanzania helped build institutional memory and extend service delivery beyond the life of the project—an effective approach for sustaining technical capacity.

This approach is replicable because it strengthens local ownership and builds long-term capacity by embedding skills and knowledge directly within existing national and private sector institutions. The model also enables scale-up, as trained trainers can cascade knowledge to broader groups, making it a cost-effective and sustainable strategy that can be adapted across different institutional contexts.

5. Conclusions

This section contains the evaluation's conclusions, based on the key findings summarized for each evaluation criterion in the previous section. Table 10 transparently maps the logic between key findings, conclusions, and the recommendations presented hereafter.

Relevance: The four projects demonstrated strong relevance across all countries by directly addressing priority issues related to informal economy formalization and social protection—especially for women and youth. Their alignment with national development plans and ILO standards, notably Recommendations 202 and 204, ensured broad stakeholder support. In Guinea-Bissau, for instance, the development of a national social protection strategy through a tripartite process filled a critical policy gap, while in Tanzania and The Gambia, the projects resonated with institutional partners already working to improve informal sector inclusion. Even in Chad, despite a fragile environment, the focus on capacity-building and awareness-raising responded well to pressing institutional needs. This strong relevance helped secure national ownership and set the stage for effective and impactful implementation.

Validity of project design: While the project designs were conceptually sound and well-aligned with the ILO's strategic priorities, especially around formalization and social protection, they often lacked the operational detail and structured planning necessary for effective implementation and monitoring. Stronger articulation of the results chain, clearer indicators, and more robust risk analysis would have further enhanced their effectiveness and accountability.

Coherence: The projects showed generally good coherence with national strategies, ILO frameworks, SDGs, and, where applicable, broader UN and donor initiatives. This was particularly evident in Tanzania, where integration with the UN Kigoma Joint Programme allowed for operational synergies and enhanced institutional uptake of ILO tools. In The Gambia, coherence with UNCTAD's EMPRETEC and UNDP support created added value and reach beyond the project's limited scope. In Guinea-Bissau, the project complemented national efforts toward social protection expansion and informal sector inclusion and benefitted from coordination and joint activities of another ILO RBTC-funded south-south knowledge sharing project, while in Chad, coherence was weaker due to limited coordination and external engagement. Overall, coherence contributed to more efficient implementation, greater policy influence, and stronger prospects for sustaining results within existing systems.

Efficiency varied across the four projects, largely shaped by the strength of administrative systems and the ability to leverage existing partnerships. Tanzania and The Gambia demonstrated high efficiency by making strategic use of in-kind support and aligning with complementary initiatives such as the UN Kigoma Joint Programme and follow-up projects by UN sister agencies, which helped streamline delivery despite limited budgets. In contrast, Guinea-Bissau faced major operational challenges due to administrative bottlenecks—such as lack of system access, basic equipment, and procurement autonomy—which affected the project's efficiency despite strong local engagement. Chad encountered similar issues, with payments to beneficiaries still outstanding after the project end, compounded by political instability and institutional fragility. These variations highlight that while the projects were generally lean and adaptable, efficient implementation was critically dependent on administrative readiness and support structures.

Effectiveness also varied across the four countries but was generally positive, with each project achieving key results in line with its objectives. Tanzania stood out with substantial progress in enterprise formalization, digital outreach, and the institutional adoption of tools like the FIYB and interactive voice response systems. Guinea-Bissau effectively developed a national social protection

strategy through a tripartite process and supported the formation of 87 women-led cooperatives, enhancing both policy frameworks and grassroots organization. In The Gambia, the project strengthened dialogue with informal sector actors and raised awareness, though the short implementation window limited broader results. Chad achieved progress in internal reforms and capacity-building within ONAPE, despite operating in a challenging context. Overall, the projects were effective in building awareness, strengthening institutions, and laying the groundwork for future reforms—demonstrating that even small, targeted interventions can generate meaningful outcomes when well-aligned with local priorities.

Impact: The projects contributed to tangible impacts at multiple levels, though the depth and visibility of those impacts varied by country. In Tanzania, the formalization of over 2,600 enterprises and the institutional use of digital tools led to concrete improvements in access to services for informal workers, particularly women and youth. In Guinea-Bissau, the development of a national social protection strategy and the creation of women-led cooperatives marked significant policy and community-level shifts, strengthening both governance and economic participation. The Gambia and Chad saw more modest but important impacts, such as increased awareness among informal entrepreneurs and internal institutional reforms, respectively. While some outcomes are still emerging, the projects collectively contributed to advancing inclusive policies, improving stakeholder coordination, and reinforcing the visibility and voice of informal economy actors—offering a foundation for longer-term development gains.

Sustainability prospects varied but were strongest where interventions were embedded in national frameworks and supported by committed institutions. In Tanzania, the use of local facilitators, integration with existing structures like NEEC, and alignment with the UN Kigoma Joint Programme all supported continuity beyond the project. In Guinea-Bissau, the participatory development of the national social protection strategy and the strengthening of women-led cooperatives created lasting platforms for policy implementation and community engagement. Both countries also revitalized social dialogue, giving national actors a shared stake in sustaining progress. In The Gambia and Chad, while early foundations were laid—such as internal reforms at ONAPE and improved engagement with informal sector associations—sustainability is less certain due to short project cycles, limited financial commitment, and weaker institutional capacity. Importantly, where social dialogue was promoted—starting from a low level especially in Guinea-Bissau and The Gambia—it contributed not only to inclusive implementation but also to laying the groundwork for longer-term governance and ownership.

6. Recommendations

This section contains the evaluation’s recommendations, based on the key findings summarized for each evaluation criterion in the previous section and the corresponding conclusions. Table 10 transparently maps the logic between key findings, conclusions, and the recommendations presented hereafter.

Relevance

Recommendation 1: *For new formalization projects, adopt an integrated and context-sensitive approach to formalization by combining policy and institutional support with targeted capacity building and stakeholder engagement, while adapting interventions to each country’s socio-economic and labour market realities.*

This should include coordinated action with tripartite constituents across legal, institutional, and awareness-raising dimensions to create sustainable pathways from informality to formality.

Responsible	Priority	Time Implication	Resource Implication
ILO	High	Medium Term	Low

Validity of project design:

Recommendation 2: *All RBSA-funded projects should benefit from a logframe containing baselines, SMART indicators and measurable targets to enhance their evaluability.*

Including baselines, SMART indicators, and measurable targets in a project's logframe strengthens evaluability by providing a clear starting point, well-defined measures of progress, and concrete benchmarks for success. Baselines establish the initial situation against which change can be assessed, SMART indicators ensure that performance is tracked using precise and relevant metrics, and measurable targets define the expected level of achievement. Together, these elements create a solid evidence base, reduce subjectivity in assessments, and enable more accurate and reliable judgments about the project's results and impact.

Responsible	Priority	Time Implication	Resource Implication
ILO	High	Medium Term	Low

Coherence

Recommendation 3: *Systematically map and align projects with existing national and international initiatives to build synergies and avoid fragmentation.*

Projects that were well-integrated with initiatives like the UN Kigoma Joint Programme, the formalization programme of the Belgian Development Cooperation, Enabel (all Tanzania), other ILO projects (Guinea-Bissau) or UNCTAD's EMPRETEC (The Gambia) were more effective and resource-efficient. Future projects should begin with a formal mapping of complementary initiatives to foster joint planning and operational alignment.

Responsible	Priority	Time Implication	Resource Implication
ILO	High	Medium Term	Low

Effectiveness

Recommendation 4: *Combine technical tools with capacity-building and tailored communication to maximize results and reach.*

Tools like FYB and IVR were most effective when combined with local facilitator training and institutional partnerships. ILO should ensure that technical innovations are supported by strong outreach strategies and are adapted to local contexts and language needs to ensure uptake, particularly among women and youth.

Responsible	Priority	Time Implication	Resource Implication
ILO	High	Medium Term	Low

Efficiency

Recommendation 5: *Ensure basic administrative infrastructure and system access are in place before deployment of field staff.*

Administrative bottlenecks significantly undermined efficiency, particularly in Guinea-Bissau and Chad. The ILO should introduce a pre-implementation checklist to guarantee that Project Managers have timely access to budgets, procurement systems, office equipment, and administrative support.

Responsible	Priority	Time Implication	Resource Implication
ILO	Medium	Medium Term	Low

Impact

Recommendation 6: *Promote behavioral change through peer-to-peer learning and role models from the informal economy.*

Projects that showcased successful cooperatives or women entrepreneurs helped shift perceptions about formalization. To deepen impact, future projects should integrate behavior change communication that leverages trusted community actors and success stories to reduce resistance and mistrust.

Responsible	Priority	Time Implication	Resource Implication
ILO, Governments, Constituents	High	Medium Term	Low

Sustainability

Recommendation 7: *Embed project outputs within institutional frameworks and reinforce tripartite structures to support long-term ownership.*

Sustainability was strongest where national actors led implementation and social dialogue was institutionalized. The ILO should prioritize capacity-building for social partners, embed tools in national policies, and formalize tripartite committees to carry work forward beyond the project lifecycle.

Responsible	Priority	Time Implication	Resource Implication
ILO, Governments, Constituents	High	Medium Term	Low

Table 10. Mapping key evaluation findings, conclusions and recommendations

	Key evaluation findings by evaluation question	Conclusions	Recommendations and Lessons learned
Relevance	Alignment with Country and Beneficiary Needs: All four projects were well aligned with national priorities, targeting key challenges such as high informality rates, limited social protection, and gender inequality—particularly among women and youth in the informal economy. Gender Responsiveness: Each project explicitly integrated a gender lens, aiming to address the disproportionate vulnerabilities of women in the informal economy, though actual implementation varied in depth across countries. Consistency with ILO Normative Frameworks: Project designs drew on core ILO instruments (e.g., Recommendations 202 and 204), ensuring global relevance and anchoring interventions within recognized international labour standards.	The four projects demonstrated strong relevance across all countries by directly addressing priority issues related to informal economy formalization and social protection—especially for women and youth. Their alignment with national development plans and ILO standards, notably Recommendations 202 and 204, ensured broad stakeholder support.	Recommendation 1: <i>For new formalization projects, adopt an integrated and context-sensitive approach to formalization by combining policy and institutional support with targeted capacity building and stakeholder engagement, while adapting interventions to each country's socio-economic and labour market realities.</i> This should include coordinated action with tripartite constituents across legal, institutional, and awareness-raising dimensions to create sustainable pathways from informality to formality. Priority: high, for all new ILO project on formalization.
	Validity of project design Gaps in Logframe Design: While all projects included logical frameworks, only Tanzania's included specific performance indicators. This limited the ability to track outcomes systematically and constrained results-based management. Focus on Strategic Entry Points: Project designs emphasized feasible and high-leverage entry points, such as national strategy	While the project designs were conceptually sound and well-aligned with the ILO's strategic priorities , especially around formalization and social protection, they often lacked the operational detail and structured planning necessary for effective implementation and monitoring. Stronger articulation of the results	Recommendation 2: <i>All RBSA-funded projects should benefit from a logframe containing baselines, SMART indicators and measurable targets to enhance their evaluability.</i>

	development, digital tools, and capacity building—showing largely a realistic understanding of institutional capacities and local contexts.	chain, clearer indicators, and more robust risk analysis would have further enhanced their effectiveness and accountability.	Priority: high, for all new ILO RBSA project
Ef fe	The projects demonstrated strong normative coherence by aligning with key ILO instruments, primarily Recommendation 204 (transition to formal economy) but also Recommendation 202 (social protection floors), which shaped national strategies and stakeholder engagement.	The projects showed generally good coherence with national strategies, ILO frameworks, SDGs, and, where applicable, broader UN and donor initiatives. This was particularly evident in Tanzania, where integration with the UN Kigoma Joint Programme allowed for operational synergies and enhanced institutional uptake of ILO tools. In The Gambia, coherence with UNCTAD's EMPRETEC and UNDP support created added value and reach beyond the project's limited scope. In Guinea-Bissau, the project complemented national efforts toward social protection expansion and informal sector inclusion and benefitted from coordination and joint activities of another ILO RBTC-funded south-south knowledge sharing project, while in Chad, coherence was weaker due to limited coordination and external engagement. Overall, coherence contributed to more efficient implementation, greater policy influence, and stronger prospects for sustaining results within existing systems.	<i>Recommendation 3: Systematically map and align with existing national and international initiatives to build synergies and avoid fragmentation.</i> Projects that were well-integrated with initiatives like the UN Kigoma Joint Programme, the formalization programme of the Belgian Development Cooperation, Enabel (all Tanzania), other ILO projects (Guinea-Bissau) or UNCTAD's EMPRETEC (The Gambia) were more effective and resource efficient. Future projects should begin with a formal mapping of complementary initiatives to foster joint planning and operational alignment. Priority: high, for all new ILO RBSA project
	SDGs: Across all four countries, the projects demonstrated strong alignment with national priorities and international commitments, particularly the Sustainable Development Goals (SDGs 1, 3, 5, 8, and 10). Tanzania showed strong coherence, directly supporting national SME and formalization strategies while addressing SDGs 1 (no poverty), 5 (gender equality), 8 (decent work), and 10 (reduced inequalities). Guinea-Bissau's project supported social protection expansion, linked to SDGs 3 (good health and well-being) and 8 (decent work). Chad aligned with SDGs 8 and 10 through employment and inequality reduction initiatives, while The Gambia contributed implicitly to SDGs 1, 5, and 8, though integration into national frameworks was limited due to the project's short duration and scale.		
	Synergies or duplication: While generally complementary to ongoing ILO and UN efforts (Guinea-Bissau, Tanzania, and The Gambia), especially in countries with an active ILO presence (Tanzania), coordination with external partners was uneven, limiting opportunities for integrated programming in settings like Chad.		
	Achieved Results		<i>Recommendation 4:</i>

• Most intended outputs were achieved, particularly in terms of diagnostics, strategy development, and awareness-raising, validating the reconstructed Theory of Change. In countries like Tanzania and Guinea-Bissau, tangible results included national social protection strategies and operational tools for formalization. • Tripartite engagement and stakeholder coordination were strengthened, with notable improvements in social dialogue structures in The Gambia and Guinea-Bissau, contributing to increased national ownership and alignment with ILO standards. • Pilot initiatives and digital tools showed high potential for scalability, particularly the digital formalization toolkit in Tanzania and the women-led cooperatives in Guinea-Bissau, though scale-up requires continued support and integration into national systems. • Quantitative assessment of effectiveness varied depending on the availability of performance indicators and baseline data. Only Tanzania had a detailed logframe with measurable indicators, which facilitated more structured monitoring and clearer results tracking.	Effectiveness also varied across the four countries but was generally positive, with each project achieving key results in line with its objectives. Tanzania stood out with substantial progress in enterprise formalization, digital outreach, and the institutional adoption of tools like the FIYB and interactive voice response systems. Guinea-Bissau effectively developed a national social protection strategy through a tripartite process and supported the formation of 87 women-led cooperatives, enhancing both policy frameworks and grassroots organization. In The Gambia, the project strengthened dialogue with informal sector actors and raised awareness, though the short implementation window limited broader results. Chad achieved progress in internal reforms and capacity-building within ONAPE, despite operating in a challenging context. Overall, the projects were effective in building awareness, strengthening institutions, and laying the groundwork for future reforms—demonstrating that even small, targeted interventions can generate meaningful outcomes when well-aligned with local priorities.	<i>Future interventions should prioritize integration within wider national or UN-led programmes and proactively seek co-financing or complementary initiatives to amplify project reach and results and ensure continuity beyond the project lifecycle.</i>
Key success factors and challenges • Challenges in staffing, administrative bottlenecks, and short project duration constrained outcome-level achievements, especially in Chad, Guinea-Bissau, and The Gambia, where institutional fragility and limited ILO field presence hampered broader implementation. • Key successes: Strong alignment with national priorities and ILO standards, effective partnerships with national institutions and social partners, and a gender-responsive, evidence-based approach tailored to the needs of informal workers.		Projects achieved greater reach and impact when embedded within broader development programmes (e.g., UN Kigoma Joint Programme in Tanzania) or complemented by parallel or follow-up initiatives (as in Guinea-Bissau and The Gambia). In contrast, standalone projects relying solely on RBSA funding faced greater limitations in scale and sustainability.
Unexpected results • Unintended results included renewed momentum for social dialogue in previously stalled contexts (e.g., Guinea-Bissau and The Gambia), and behaviour change, for example, in enforcement agencies		Priority: high, for all new ILO RBSA project

	reportedly transitioning from punitive to supportive roles concerning informal businesses in Tanzania.		
Efficiency	Administrative bottlenecks and delays in fund disbursement—for example, through the Dakar DWT and the Kinshasa CO—hampered timely implementation, with the Guinea-Bissau project particularly affected by a lack of administrative readiness and impeding delivery of project activities in Chad. Projects leveraged in-kind support and complementary resources from partners such as UNCTAD, UNDP, and the UN Kigoma Joint Programme/Belgian Development Cooperation, which extended reach and partially compensated for limited core resources. Staffing constraints, such as absence of dedicated administrative support and system access for Project Managers, reduced operational efficiency and hindered planning in countries like Guinea-Bissau. Short project duration limited flexibility and adaptation, where implementation windows were too narrow to consolidate initial progress or scale pilot interventions. Efficiency was generally stronger where ILO had an established presence and coordination mechanisms, as in Tanzania, where alignment with other UN initiatives and support from a DWT staff based in Harare enabled smoother delivery.	Efficiency varied across the four projects, largely shaped by the strength of administrative systems and the ability to leverage existing partnerships. Tanzania and The Gambia demonstrated high efficiency by making strategic use of in-kind support and aligning with complementary initiatives such as the UN Kigoma Joint Programme and follow-up initiatives by UN sister agencies, which helped streamline delivery despite limited budgets. In contrast, Guinea-Bissau faced major operational challenges due to administrative bottlenecks—such as lack of system access, basic equipment, and procurement autonomy—which affected the project’s efficiency despite strong local engagement. Chad encountered similar issues, with payments to beneficiaries still outstanding after the project end, compounded by political instability and institutional fragility. These variations highlight that while the projects were generally lean and adaptable, efficient implementation was critically dependent on administrative readiness and support structures.	<i>Recommendation 5:</i> <i>Ensure basic administrative infrastructure and system access are in place before deployment of field staff.</i> Administrative bottlenecks significantly undermined efficiency, particularly in Guinea-Bissau and Chad. The ILO should introduce a pre-implementation checklist to guarantee that Project Managers have timely access to budgets, procurement systems, office equipment, and administrative support. Priority: high, for all new ILO RBSA project
Potential impact	The projects contributed to increased visibility and legitimacy of informal workers , especially women and youth, within national policy dialogues and institutions—most notably through tripartite processes and stakeholder consultations	Impact: The projects contributed to tangible impacts at multiple levels, though the depth and visibility of those impacts varied by country. In Tanzania, the formalization of over 2,600	<i>Recommendation 6:</i> <i>Promote behavioral change through peer-to-peer learning and role models from the</i>

	Evidence of positive change at beneficiary level was clearest in Tanzania , where digital tools and training improved access to formalization services and supported women's economic participation, followed by Guinea-Bissau.	enterprises and the institutional use of digital tools led to concrete improvements in access to services for informal workers, particularly women and youth. In Guinea-Bissau, the development of a national social protection strategy and the creation of women-led cooperatives marked significant policy and community-level shifts, strengthening both governance and economic participation. The Gambia and Chad saw more modest but important impacts, such as increased awareness among informal entrepreneurs and internal institutional reforms, respectively. While some outcomes are still emerging, the projects collectively contributed to advancing inclusive policies, improving stakeholder coordination, and reinforcing the visibility and voice of informal economy actors—offering a foundation for longer-term development gains.	<i>informal economy.</i> Projects that showcased successful cooperatives (e.g. Guinea-Bissau) or women entrepreneurs (e.g. Tanzania) helped shift perceptions about formalization. To deepen impact, future projects should integrate behavior change communication that leverages trusted community actors and success stories to reduce resistance and mistrust. Priority: high, for all new ILO RBSA project
	Institutional impacts included the adoption or drafting of national social protection strategies (e.g. in Guinea-Bissau and The Gambia), and the revitalization of social dialogue mechanisms.		
	Though full impact realization is constrained by short timeframes , the projects laid foundational work—such as capacity building, diagnostics, and piloting—that can generate long-term effects if sustained.		
Likelihood of sustainability	Local ownership and institutional commitment varied , with stronger prospects in Tanzania and, to some extent Guinea-Bissau, where national strategies were developed through participatory processes and aligned with national priorities.	Sustainability prospects varied, but were strongest where interventions were embedded in national frameworks and supported by committed institutions. In Tanzania, the use of local facilitators, integration with existing structures like NEEC, and alignment with the UN Kigoma Joint Programme all supported continuity beyond the project. In Guinea-Bissau, the participatory development of the national social protection strategy and the strengthening of women-led cooperatives created lasting platforms for policy implementation and community engagement. Both countries also revitalized social dialogue, giving national actors a	<i>Recommendation 7:</i> <i>Embed project outputs within institutional frameworks and reinforce tripartite structures to support long-term ownership.</i> Sustainability was strongest where national actors led implementation and social dialogue was institutionalized. The ILO should prioritize capacity-building for social partners, embed tools in national policies, and formalize
	The sustainability of interventions depends heavily on continued government engagement , follow-up by national institutions, and integration of project outputs into existing structures—elements that remain uncertain in Chad.		
	Lack of dedicated financial resources and limited institutional capacity pose major risks to sustaining results, especially where projects operated without permanent ILO presence or strong administrative infrastructure.		
	Social dialogue mechanisms were revitalized in several countries , notably Guinea-Bissau and The Gambia, offering potential for sustained policy engagement—though these gains require consolidation through ongoing support.		

	Where projects were linked to broader donor or UN initiatives, such as the UN Kigoma Joint Programme in Tanzania and the programme of the Belgian Development Cooperation, Enabel, sustainability prospects improved due to continued technical support and policy coherence.	shared stake in sustaining progress. In The Gambia and Chad, while early foundations were laid—such as internal reforms at ONAPE and improved engagement with informal sector associations—sustainability is less certain due to short project cycles, limited financial commitment, and weaker institutional capacity. Importantly, where social dialogue was promoted—especially in Guinea-Bissau and The Gambia—it contributed not only to inclusive implementation but also to laying the groundwork for longer-term governance and ownership.	tripartite committees to carry work forward beyond the project lifecycle, as experienced to some extent in The Gambia. Priority: high, for all new ILO RBSA project
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ANNEXES

Annex A. Evaluation Data Collection Matrix

	Evaluation questions/issues	Proposed evaluation tools	Data sources
1. Relevance and strategic fit: Were the Projects addressing the right issues?			
	1 To what extent are the four RBSA interventions aligned to the needs and priorities of tripartite stakeholders and beneficiaries identified in the project documents and during implementation?	Document review Interviews with stakeholders (EQ 1 and 2a)	Projects documentation; projects stakeholders.
	2. How well did the RBSA interventions on formalization support national development commitments, regional priorities, and relevant SDGs? • 2a). To what extent were the interventions' objectives aligned with the socioeconomic realities and specific challenges of each target country (Guinea-Bissau, The Gambia, Chad, Tanzania)?		
	3. Did the projects' design reflect a logical, realistic, and purposeful approach toward achieving their objectives in different national contexts?		
2. Coherence: How well did the interventions fit within the broader context?			
	4. How well did the projects complement and align with other ongoing ILO programmes in the respective countries and across the region? • 4a) Were there any overlaps, synergies, or potential duplications with other donor-supported projects or national programs? • 4b). To what extent had the interventions been designed to maximize systemic and sustainable changes at national and regional levels?	Document review Interviews with ILO project staff and implementation partners (EQ 4, 4a and 5a)	Projects documentation; projects stakeholders.
	5. How well were the interventions aligned with national policy frameworks, regional priorities, and international commitments, including the Sustainable Development Goals and ILO Recommendation 204 on the transition to formal economy? • 5a). How effectively did the projects collaborate with other donors, partners, and stakeholders across the four countries to ensure coherence?		

3. Effectiveness: Were the interventions achieving their intended results?			
	6. To what extent have the interventions achieved their intended objectives by the end of the implementation period? 6a). Have the interventions been effective in improving formalization and access to social protection across the four countries? 6b) Have the interventions achieved their targeted outputs and outcomes equitably across geographic areas and for intended beneficiaries (e.g., women, youth, informal workers)? 6c) Have the interventions followed their Theory of Change, and have the assumptions and development hypotheses been validated by performance data?	Document review Interviews with ILO project staff, implementation partners and beneficiaries (EQ 6, 6a, 6b, 7 and 8)	Projects documentation; projects stakeholders.
	7. What are the key success factors and challenges encountered in achieving the expected outcomes?		
	8. What unexpected results, both positive and negative, have emerged from the interventions?		
4. Efficiency: Were resources used optimally?			
	9. How effective was the technical support and backstopping provided by ILO's Decent Work Teams (DWTs) and headquarters? <i>(ILO staff only)</i> 9a). How efficiently have the financial, human, and technical resources been allocated and utilized across the four projects to achieve their objectives, including the leveraging of additional resources? 9b) Have project funds and interventions been delivered in a timely manner, and what were the key bottlenecks encountered in implementation? 9c) Could similar results have been achieved with fewer resources or through alternative approaches? 10. Have the four interventions adequately incorporated gender and inclusion objectives within their budgeting and planning processes?	Document review Projects budget Interviews with ILO project staff (EQs 9a, 9b, and 9c)	Projects documentation; projects stakeholders.

	11. Has an effective risk management, monitoring, and evaluation system been established and implemented across the interventions?		
6. Impact orientation: What difference did the projects make?			
	12. How have the interventions contributed to long-term change? 12a) How have they contributed to improvements in the lives of beneficiaries, particularly women and youth in the informal economy? 12b) What tangible changes have the interventions brought at the policy and practice levels in terms of governance, technical capacity on formalization, and access to social protection? 12c) To what extent have the interventions contributed to broader national, regional and global development goals? 12d) What evidence exists of the interventions' contributions to strengthening local institutions, social partners, and governance systems?	Document review Interviews with ILO staff, implementation partners and beneficiaries	Projects documentation; projects stakeholders.
	13. What lessons can be drawn from the impact of the four projects to inform future formalization interventions?		
7. Sustainability: Did the benefits last beyond the completion of interventions?			
	14. Are the interventions' results structured to ensure long-term sustainability beyond their lifecycle? 14a) How effectively have the interventions built local ownership, institutional capacity, and stakeholder commitment to sustain their outcomes and impacts, including financial commitments? 14b) What are the main risks to the sustainability of the interventions' achievements, and how have these risks been mitigated? 14c) To what extent are national institutions and implementing partners prepared to sustain the outcomes without continued ILO support? 14d) Will the interventions' beneficiaries, such as women entrepreneurs and informal workers, continue to experience improved access to formalization support and social protection after the end of ILO support?	Document review Interviews with ILO staff, implementation partners and beneficiaries	Projects documentation; projects stakeholders.
	15. Have realistic and effective exit strategies been developed and implemented to ensure ongoing benefits for beneficiaries and partners?		

8. Cross-cutting			
	16. To what extent did the interventions mainstream gender equality and non-discrimination principles into their design and implementation?	Document review Interviews with ILO staff, implementation partners and beneficiaries	Projects documentation; projects stakeholders.
	17. How effectively did the interventions promote strong and independent worker and employer organizations and facilitate constructive social dialogues?		
	18. Were there any efforts to promote environmentally friendly practices in the context of transition to formal economy?		

Annex B. List of Desk Review Documents

(a) Policy and Normative References

- International Labour Organization (ILO). *Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204)*. Geneva: ILO.
- International Labour Organization (ILO). *Social Protection Floors Recommendation, 2012 (No. 202)*. Geneva: ILO.
- International Labour Organization (ILO). *Social Security (Minimum Standards) Convention, 1952 (No. 102)*. Geneva: ILO.
- International Labour Organization (ILO). *ILO Strategic Plan 2022–2025*. Geneva: ILO.
- United Nations Evaluation Group (UNEG). *Ethical Guidelines for Evaluation*. New York: UNEG, 2020.
- Republic of Guinea-Bissau. *Basic Law No. 4/2007 on Social Protection*. Bissau: Government of Guinea-Bissau.
- Republic of **The Gambia**: Social Protection Policy. 2015
- **Republic of Tanzania**. Tanzania Mainland National Social Protection Policy. 2022
- **Republic of Guinea-Bissau**. National Social Protection Policy. 2025
- **Republic of Chad**: National Social Protection Strategy 2024-2028. 2024

(b) Project-Level Documents

- International Labour Organization (ILO). *RBSA Proposal: The Gambia 2021 CO Dakar*. Final version, 24 June 2021.
- International Labour Organization (ILO). *Capitalisation Report of the RBSA Intervention, The Gambia (GMB 10T)*. ILO, 2025.
- International Labour Organization (ILO). *RBSA Proposal for GNB103 (Guinea-Bissau)*. Dakar, 23 February 2023.
- International Labour Organization (ILO). *Rapport narratif: Projet RBSA Guinée-Bissau 2023–2025*. Bissau: ILO, 2025.
- International Labour Organization (ILO). *TZA102-151 – Final RBSA Proposal: Enhancing Digital Inclusion and E-formality among Women Entrepreneurs in Tanzania*. Geneva: ILO, 2023.
- International Labour Organization (ILO). *End-of-intervention Report: TZA-23-01-RBS; Enhancing Digital Inclusion and E-formality among Women Entrepreneurs in Tanzania*. Geneva: ILO, 2025.
- International Labour Organization (ILO). *TCD101 – RBSA Final Approved Proposal (Chad): Strengthening social protection and promoting transition to formality*. Geneva: ILO, 2023.
- International Labour Organization (ILO). Terms of Reference. Final independent clustered evaluation of ILO ROAF RBSA interventions on formalization. Geneva: ILO, 2023.

(c) Research and Knowledge Products

- International Labour Organization (ILO), 2014: Start and Improve Your Business. Implementation guide International Labour Organization (ILO). *Evaluation Policy and Strategy Documents*. ILO Evaluation Office (EVAL). Geneva: ILO.

- International Labour Organization (ILO). *Research Brief: A Multidimensional Analysis of the Persistence of Informality in Youth-led Businesses – Case Study of Kasulu Town Council, Kigoma Region, Tanzania*. CO Dar es Salaam, March 2024.
- Chacaltana, Juan; Bonnet, Florence; Garcia, Juan Manuel. *Growth, Economic Structure and Informality*. ILO Working Paper No. 69. Geneva: ILO, 2022.
- International Labour Organization (ILO). *Women and Men in the Informal Economy: A Statistical Picture*. Third Edition. Geneva: ILO, 2018.
- International Labour Organization (ILO). *World Employment and Social Outlook: Transforming Jobs to End Poverty*. Geneva: ILO, 2016.
- United Republic of Tanzania. *Integrated Labour Force Survey (ILFS) 2020/21 – Analytical Report*. Dar es Salaam: National Bureau of Statistics, 2021.
- United Republic of Tanzania. *Household Budget Survey 2017–2018 – Mainland Final Report*. Dar es Salaam: National Bureau of Statistics, 2018.
- United Republic of Tanzania. *Census 2022 Report: Age and Sex Distribution – Key Findings*. Dar es Salaam: National Bureau of Statistics, 2022.

(d) Other UN and International Sources

- UNICEF. *The State of the World's Children 2021: On My Mind – Promoting, Protecting and Caring for Children's Mental Health*. New York: UNICEF, 2021.
- World Bank. *The World Bank in Sub-Saharan Africa – Overview*. Washington DC: World Bank, various years.
- World Bank. *Informality: Addressing the Challenge of Informal Employment in Low- and Middle-Income Countries*. Washington DC: World Bank, 2020.

Annex C. List of Stakeholders Interviewed

The evaluator conducted interviews with a total of 34 stakeholders across the four projects, as reflected in the disaggregated data below. Interviews were carried out either in person during field visits to Guinea-Bissau (Bissau) and Tanzania (Kigoma and Kasulu) or by telephone. In light of the political situation in some project countries, several tripartite constituents agreed to participate only under the strictest assurances of confidentiality. **In line with United Nations Ethical Guidance (2020)⁸, the evaluator therefore decided not to publish the detailed list of interviewees** in order to protect the identity of those who preferred not to be named. Given the small number of stakeholders per country, redacting certain names in the annex could still risk their identification. Accordingly, and in keeping with the “do no harm” principle, the anonymity of these individuals has been fully safeguarded, with ensuring anonymity treated as the highest priority throughout the evaluation process.

# of evaluation informants	Female	Male	Total
Chad	2	1	3
Guinea-Bissau	6	7	13
Tanzania	3	8	11
The Gambia	4	3	7
Total	15 (44%)	19 (56%)	34 (100%)

⁸ UNEG, 2020. UNEG Ethical guidelines for evaluation. https://www.unevaluation.org/uneq_publications/uneq-ethical-guidelines-evaluation

Annex D. ILO Lessons Learned and Emerging Good Practice Templates

Project Title: ILO ROAF interventions on formalization

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	Inclusive stakeholder engagement in project design Lesson Learned 1
Brief description of lessons learned (link to specific action or task)	Early and inclusive stakeholder engagement in project design — involving governments, employers, workers, informal sector representatives, and other development actors — ensures interventions are aligned with national priorities and beneficiary needs. Such co-design strengthens project relevance, reach, effectiveness, and long-term impact.
Context and any related preconditions	This lesson emerged from RBSA-funded formalization projects implemented in politically and socio-economically diverse contexts across Africa. In countries such as Guinea-Bissau, The Gambia, and Tanzania, the effectiveness of interventions was closely tied to their alignment with national development strategies, labour policies, and ongoing reform processes. Preconditions included a conducive political environment for dialogue, existing tripartite structures, and government openness to aligning international technical assistance with domestic priorities.
Targeted users / Beneficiaries	• ILO Country and Regional Offices designing new RBSA-funded or donor-funded projects. • National governments (ministries of labour, social protection, planning, and finance). • Employers' and workers' organizations. • Informal economy actors seeking policy recognition. • Development partners engaged in social protection, labour markets, and private sector development.
Challenges /negative lessons - Causal factors	• In some cases, limited or delayed consultations led to project designs that were perceived as externally driven, reducing national ownership. • Time and resource constraints at project inception restricted opportunities for broad-based dialogue. • Fragmented coordination among development partners sometimes diluted the value of stakeholder inputs.
Success / Positive Issues - Causal factors	• Where tripartite engagement and early consultations were prioritized (e.g., The Gambia), interventions were strongly aligned with national reforms, ensuring greater buy-in and sustainability. • Engagement of informal sector representatives brought practical insights that improved the design of training, policy, and advocacy components. • Strong alignment with national strategies enhanced policy uptake and the likelihood of scaling up successful pilots.

ILO Administrative Issues (staff, resources, design, implementation)	• Projects with adequate staff time and budget for inception-phase consultations achieved higher relevance and stronger ownership. • Use of national consultants and partnerships with local research institutions supported broader outreach and contextual adaptation. • However, short project cycles and RBSA's flexible but limited funding windows often constrained the depth of preparatory dialogue. • Strengthening guidance and capacity for structured stakeholder mapping and participatory design processes within ILO could institutionalize this good practice.
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Project Title: ILO ROAF interventions on formalization

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	Remote support has limits in fragile settings – Lesson Learned 2
Brief description of lessons learned (link to specific action or task)	The experience of RBSA-funded projects demonstrated that remote technical support, while useful, cannot replace the benefits of an on-the-ground presence. In countries with no ILO office presence, such as Chad, Guinea-Bissau, and The Gambia, having a dedicated project manager proved essential for effective coordination, stakeholder engagement, and sustaining relationships.
Context and any related preconditions	This lesson emerged in contexts where operations are managed remotely from regional hubs (e.g., Dakar DWT, Kinshasa CO). These countries often face fragile governance structures, limited institutional capacity, and complex donor landscapes, requiring sustained dialogue and coordination that remote support alone could not adequately ensure. Preconditions for mitigating this gap included strong national counterparts and active tripartite institutions capable of maintaining momentum in the absence of constant in-country ILO staff other than the project manager.
Targeted users / Beneficiaries	• ILO Headquarters and Regional Offices when planning resource allocation and staffing models. • Donor partners funding interventions in fragile or low-capacity environments. • ILO project teams designing RBSA-funded interventions in countries with no or limited country office. • National constituents who benefit from more consistent and accessible technical engagement.
Challenges /negative lessons - Causal factors	• Remote management limited the frequency and depth of stakeholder dialogue, sometimes delaying decision-making and responsiveness to local needs. • Absence of in-country staff weakened visibility of the ILO and reduced opportunities for continuous relationship-building with government and social partners.

	• Coordination with other development partners and UN agencies suffered due to lack of consistent physical presence in joint platforms.
Success / Positive Issues - Causal factors	• Where field missions or temporary deployments were possible, stakeholder trust and project momentum increased significantly, the ILO leadership on SDG 3 and social protection in the Guinea-Bissau UN Country Team through the RBSA project manager being one example • Dedicated project managers in-country enhanced coordination, facilitated problem-solving, and allowed quicker adaptation to local realities. • Remote technical support from regional offices remained valuable for specialized expertise and quality assurance, particularly when combined with local presence.
ILO Administrative Issues (staff, resources, design, implementation)	• Future planning should consider hybrid models — combining regional technical backstopping with locally-based project staff — to balance cost-effectiveness with the need for sustained engagement.

Project Title: ILO ROAF interventions on formalization

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	Digital tools require foundational infrastructure: – Lesson Learned 3
Brief description of lessons learned (link to specific action or task)	The introduction of digital formalization tools, as piloted in Tanzania, demonstrated both the potential of innovation to accelerate transition to formality and the risks of limited uptake in contexts where digital literacy and infrastructure remain weak. Successful deployment of digital solutions depends on preconditions such as connectivity, access to devices, and user familiarity with digital platforms, particularly in rural and underserved areas.
Context and any related preconditions	This lesson was drawn from Tanzania's RBSA project, which promoted e-formality and digital inclusion among women entrepreneurs. While urban areas benefited from higher digital penetration, rural settings exposed significant gaps in internet access, affordability of smartphones or computers, and digital literacy levels. Preconditions for success included government strategies promoting digitalization, mobile network expansion, and existing private sector or donor initiatives addressing the digital divide.
Targeted users / Beneficiaries	• ILO project designers and managers integrating digital tools in formalization initiatives. • National governments prioritizing digital transformation of labour and business registration systems.

	• Employers' and workers' organizations supporting digital literacy and outreach. • Development partners funding ICT-enabled development and inclusion programmes.
Challenges /negative lessons - Causal factors	• Digital platforms risk excluding vulnerable groups, especially women, rural workers, and the informal sector, if basic literacy and access are not addressed first. • Insufficient infrastructure (internet coverage, reliable electricity, affordable devices) limited the scalability of digital tools. • Early assumptions of digital readiness in all target groups led to uneven reach and effectiveness.
Success / Positive Issues - Causal factors	• Where connectivity and digital literacy were stronger (urban and peri-urban areas), uptake of digital tools was higher and demonstrated cost-effectiveness. • Collaboration with government and telecom actors opened opportunities for alignment with broader national digital strategies. • Digital platforms created new opportunities for data collection and monitoring, enhancing the ability to track progress toward formalization.
ILO Administrative Issues (staff, resources, design, implementation)	• Project design sometimes overestimated the enabling environment for digital innovation, highlighting the need for more robust initial assessments of digital readiness. • Future initiatives should include explicit resource allocation for digital literacy, alongside partnerships with national telecommunication actors.

Project Title: ILO ROAF interventions on formalization

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	Short project duration limits policy uptake: – Lesson Learned 4
Brief description of lessons learned (link to specific action or task)	The short duration of RBSA-funded projects constrained opportunities for sustained policy influence, follow-up, and consolidation of results. While projects often generated important pilots or entry points, the limited timeframe reduced the potential for systemic policy change. This reflects the catalytic nature of RBSA funding, designed as seed funding rather than long-term support.
Context and any related preconditions	RBSA initiatives are typically short-cycle projects, often implemented within 18–24 months. In contexts where policy processes are slow, politically sensitive, and require sustained dialogue, such as The Gambia and Guinea-Bissau, this duration proved insufficient for embedding reforms. Preconditions for mitigating this limitation included strong government commitment, parallel donor support, and alignment with ongoing national policy cycles to extend the reach of project contributions.

Targeted users / Beneficiaries	• ILO Country and Regional Offices when designing RBSA-funded projects. • Donors and development partners funding formalization and social protection initiatives. • National policymakers and tripartite constituents engaged in policy reforms. •
Challenges /negative lessons - Causal factors	• Policy cycles typically exceed project lifespans, making it difficult to move beyond initial pilots. • Lack of continuity reduced the visibility and momentum of interventions once funding ended. • Limited resources restricted the scope for post-project follow-up or scaling up successful pilots.
Success / Positive Issues - Causal factors	• Despite short durations, projects were effective in creating entry points, raising awareness, and piloting innovative solutions that attracted attention. • In cases where initiatives were embedded within broader programmes (e.g., linked to other donor-funded joint programmes like in Tanzania and through the UNCT in Guinea-Bissau or UN follow-up projects in The Gambia), RBSA projects acted as effective catalysts. • Well-targeted interventions succeeded in influencing dialogue and agenda-setting, even if systemic change was not immediately achievable.
ILO Administrative Issues (staff, resources, design, implementation)	• Project design often underestimated the time required for policy uptake, given national bureaucratic processes. • Staff faced challenges in maintaining engagement with constituents after project closure, due to lack of follow-up resources. • The RBSA model's catalytic nature is valuable but needs to be complemented by strategies for sustainability, such as handover to larger programmes or government institutions. • Future RBSA projects should explicitly build in exit strategies and identify opportunities for linkage with longer-term funding sources.

Project Title: ILO ROAF interventions on formalization

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	Gender-responsive design enhances effectiveness: – Lesson Learned 5
Brief description of lessons learned (link to specific action or task)	Interventions that integrated gender-responsive measures from the outset proved more effective in reaching vulnerable groups and promoting inclusive change. Examples include supporting women's cooperatives in Guinea-Bissau and the work with the Gambia Women's Chamber of Commerce These experiences show that mainstreaming gender in project design enhances both equity and impact.

Context and any related preconditions	This lesson emerged across multiple RBSA projects where gender disparities were pronounced, particularly in access to resources, skills, and formal employment. In Guinea-Bissau, women's cooperatives offered an entry point for strengthening economic opportunities, while in The Gambia the Gambia Women's Chamber of Commerce facilitated access to its female members. Preconditions for success included national gender policies, active women's organizations, and a commitment to gender equality in ILO project frameworks.
Targeted users / Beneficiaries	• ILO project designers and technical staff ensuring gender mainstreaming. • National policymakers developing gender-sensitive labour and social protection policies. • Employers' and workers' organizations promoting women's participation. • Women in the informal economy and vulnerable groups benefiting from targeted measures.
Challenges /negative lessons - Causal factors	• Projects without explicit gender measures often struggled to reach women effectively, reinforcing existing inequalities. • Limited baseline data disaggregated by sex hindered effective monitoring of gender outcomes. • Cultural norms and structural barriers in some countries limited women's participation, even when projects were inclusive by design.
Success / Positive Issues - Causal factors	• Gender-targeted approaches (e.g., cooperatives, work through women's organizations) improved outreach to women and increased project relevance. • Engaging women's organizations and representatives ensured interventions addressed actual needs and constraints. • Visible improvements in women's economic participation created positive momentum for scaling inclusive practices.
ILO Administrative Issues (staff, resources, design, implementation)	• Where gender expertise was embedded in design (through HQ or regional support), projects achieved more inclusive outcomes. • Strengthening monitoring frameworks with sex-disaggregated indicators would improve evaluation of gender-related results.

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	ILO's approach to formalization I: Holistic and multi-dimensional strategies are essential for impact: – Lesson Learned 6
Brief description of lessons learned (link to specific action or task)	The evaluation found that formalization efforts were most effective when the ILO adopted holistic and multi-dimensional approaches. Interventions that combined policy support, institutional capacity building, and stakeholder engagement produced stronger and more sustainable results than isolated activities. Addressing legal frameworks, institutional structures, and awareness simultaneously created pathways that were more resilient and impactful.

Context and any related preconditions	This lesson emerged across projects in The Gambia, Guinea-Bissau, Tanzania, and Chad. In these contexts, informal employment was deeply rooted in structural and institutional gaps. Single-focus interventions (e.g., awareness campaigns or technical training alone) proved insufficient. Preconditions for success included government commitment to reform, functioning tripartite institutions, and donor alignment around formalization strategies.
Targeted users / Beneficiaries	• ILO country and regional offices designing formalization programmes. • National policymakers responsible for labour market regulation and social protection. • Employers' and workers' organizations engaging in policy reform processes. • Informal economy actors who benefit from systemic reforms.
Challenges /negative lessons - Causal factors	• Fragmented or narrowly focused interventions risked limited uptake and sustainability. • Lack of coordination across institutions sometimes diluted the impact of reforms. • Limited resources constrained the ability to address multiple dimensions of informality simultaneously.
Success / Positive Issues - Causal factors	• Integrated approaches that combined policy reform, institution building, and awareness-raising fostered greater ownership and policy traction. • Multi-pronged strategies facilitated alignment with national development agendas and attracted donor interest. • Holistic approaches created synergies between components (e.g., legal reform supported by institutional strengthening and stakeholder training).
ILO Administrative Issues (staff, resources, design, implementation)	• Resource allocation across different intervention levels required careful planning but yielded greater impact. • Challenges remained in sustaining multi-dimensional approaches within RBSA's short funding cycles, underscoring the need for linkages with longer-term programmes.

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

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

LESSON LEARNED ELEMENT	ILO's approach to formalization II: Context-specific adaptation enhances relevance and uptake – Lesson Learned 7
Brief description of lessons learned (link to specific action or task)	Formalization initiatives achieved greater success when adapted to the unique economic, cultural, and institutional realities of each country. The ILO's ability to adjust global guidance and tools to local conditions — including sectoral priorities, governance arrangements, and labour market characteristics — improved stakeholder ownership and the applicability of interventions.
Context and any related preconditions	This lesson was drawn from projects in diverse contexts such as Tanzania, The Gambia, Chad, and Guinea-Bissau. Each country presented distinct barriers to formality: limited institutional capacity, fragile governance, or

	sectoral dominance of agriculture, trade, or services. Applying a one-size-fits-all model would have been ineffective. Preconditions for success included detailed diagnostic work, participatory consultations with national stakeholders, and alignment with ongoing national strategies or reforms.
Targeted users / Beneficiaries	• ILO project teams and technical specialists designing RBSA-funded and donor-funded projects. • National policymakers seeking tailored approaches to formalization in specific sectors or contexts. • Employers' and workers' organizations requiring context-sensitive strategies to engage their members. • Development partners funding multi-country interventions where adaptability is crucial.
Challenges /negative lessons - Causal factors	• Over-reliance on global templates without sufficient local adaptation risked low uptake or irrelevance.
Success / Positive Issues - Causal factors	• Tailoring interventions to national contexts increased ownership and stakeholder buy-in (e.g., women's cooperatives in Guinea-Bissau, digital solutions in Tanzania). • Context-specific approaches enhanced the credibility of ILO interventions with governments and social partners. • Adaptation ensured that tools were not only technically sound but also practically applicable in local conditions.
ILO Administrative Issues (staff, resources, design, implementation)	• Staff flexibility and adaptive management were critical to adjusting interventions during implementation.

Emerging Good Practices

Title: Tripartite Development of National Strategies : Good Practice 1

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Tripartite Development of National Strategies : Good Practice 1
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The participatory development of a national social protection strategy through structured tripartite dialogue (government, employers, and workers) fostered shared ownership, strengthened legitimacy, and ensured that the strategy was grounded in national realities. This approach reinforces consensus-building, promotes inclusive governance, and increases the likelihood of sustained policy implementation. It can be adapted to other policy domains or countries with weak institutional coordination.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is particularly relevant in countries with limited institutional coordination or where social protection systems are fragmented. It requires a minimum level of political will, active engagement of tripartite constituents, and capacity to facilitate inclusive consultations. In fragile or low-capacity states, additional technical support from ILO or partners may be necessary. While highly replicable, adaptation is needed to fit the governance structures, institutional culture, and existing dialogue mechanisms of each country.
Establish a clear cause-effect relationship	The participatory dialogue process created shared ownership of the strategy (cause), which strengthened its legitimacy and alignment with national priorities (effect). This, in turn, promoted consensus-building and inclusive governance (cause), thereby increasing the likelihood of sustained policy adoption and implementation (effect).
Indicate measurable impact and targeted beneficiaries	• Delivery of a nationally endorsed social protection strategy. • Strengthened tripartite institutions and dialogue capacity. • Increased alignment of social protection policy with labour market realities. • Beneficiaries include workers (particularly informal workers), employers, and vulnerable groups dependent on social protection systems.
Potential for replication and by whom	This practice can be replicated in other policy domains (e.g., labour market reforms, employment policies, skills development) where consensus-building is critical. Replication is feasible in countries with weak institutional coordination, provided there is facilitation by ILO or another trusted neutral broker. Governments, social partners, and development partners can adapt this approach to build ownership and policy legitimacy in different contexts.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	P&B Output 4.3. Increased capacity of Member States to develop policies, legislation and other measures that are specifically aimed at facilitating the transition of enterprises to formality.
Other documents or relevant comments	None

Title: Use of Local Facilitators and Digital Tools for Outreach: Good Practice 2

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Use of Local Facilitators and Digital Tools for Outreach: Good Practice 2
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Training local facilitators and deploying user-friendly tools such as the “Start and Improve Your Business” (SIYB) manual and Interactive Voice Recording (IVR) platforms helped reach informal workers in remote areas, particularly women and youth, and led to measurable increases in business registration. This model effectively combines human and digital resources to scale outreach and support services. It is low-cost, adaptable to different literacy levels, and suitable for areas with limited government presence.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This model proved effective in settings where government presence is limited, and infrastructure challenges restrict traditional service delivery. Its success depended on tailoring tools to different literacy levels and ensuring facilitators had both technical knowledge and community credibility. The approach is low-cost and highly adaptable but requires investment in initial training, ongoing support for facilitators, and maintenance of digital platforms. Replicability is high in contexts with limited state capacity and dispersed informal workers.
Establish a clear cause-effect relationship	Training facilitators equipped them with skills and trust to engage local communities (cause), while the SIYB manual and IVR platforms provided practical, accessible guidance (cause). Together, these interventions expanded outreach and enabled informal workers to access business formalization services (effect), resulting in measurable increases in business registration and participation of women and youth (effect).
Indicate measurable impact and targeted beneficiaries	☑ Increased business registrations in project areas. ☑ Enhanced access to entrepreneurship and formalization support among women and youth. ☑ Expanded service delivery reach into remote and underserved areas. ☑ Beneficiaries included informal workers, micro-entrepreneurs, women, and young people seeking entry into the formal economy.
Potential for replication and by whom	The approach can be replicated by ILO country offices, national governments, employers’ and workers’ organizations, and NGOs. Its flexibility makes it suitable for rural and low-resource environments. Replication would be most beneficial where informal economy workers are geographically dispersed and literacy levels vary, making a combination of digital and human engagement essential.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	P&B Output 4.3. Increased capacity of Member States to develop policies, legislation and other measures that are specifically aimed at facilitating the transition of enterprises to formality.
Other documents or relevant comments	None

Title: Embedding training within national institutions and the private sector: Good Practice 3

Project DC/SYMBOL: TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS

Name of Evaluator: Dr Achim Engelhardt

Date: 15 August 2025

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Embedding training within national institutions and the private sector: Good Practice 3
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The training-of-trainers model involving ONAPE in Chad or public and private institutions in Tanzania helped build institutional memory and extend service delivery beyond the life of the project—an effective approach for sustaining technical capacity. This approach is replicable because it strengthens local ownership and builds long-term capacity by embedding skills and knowledge directly within existing national and private sector institutions. The model also enables scale-up, as trained trainers can cascade knowledge to broader groups, making it a cost-effective and sustainable strategy that can be adapted across different institutional contexts.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This practice is particularly effective in contexts with weak but willing institutional actors and where long-term donor support is uncertain. Preconditions include a minimum level of institutional stability, commitment from partner organizations, and a pool of potential trainers with the capacity to absorb and disseminate knowledge. The approach is flexible and replicable but requires careful selection of trainers and strong initial investment in quality training materials and mentorship.
Establish a clear cause-effect relationship	By training selected individuals within institutions (cause), projects strengthened local ownership and institutionalized technical knowledge (effect). Trainers then cascaded this knowledge to wider groups (cause), which expanded the reach of services and created long-term sustainability of interventions (effect).
Indicate measurable impact and targeted beneficiaries	☑ Sustained availability of trained facilitators within ONAPE in Chad and Tanzanian institutions after project closure. ☑ Expanded outreach through cascading training, extending services to larger numbers of informal workers, entrepreneurs, and local stakeholders. ☑ Institutional beneficiaries include ONAPE, Tanzanian public agencies, and private business support institutions in Tanzania. ☑ End beneficiaries include workers and small entrepreneurs who continued to access services and training beyond the project lifespan.
Potential for replication and by whom	The model can be replicated by governments, employers' and workers' organizations, training institutes, and NGOs in different country contexts. It is especially relevant where sustainability and scalability are priorities, and where embedding skills within existing structures can compensate for short-term project funding.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	P&B Output 4.3. Increased capacity of Member States to develop policies, legislation and other measures that are specifically aimed at facilitating the transition of enterprises to formality.
Other documents or relevant comments	None



► Terms of Reference

Final Independent Clustered Evaluation of ILO ROAF RBSA Interventions on Formalization

Janv.2025

Key-elements	
Titles of interventions to be evaluated	▪ Enhancing Digital Inclusion and E-formality among women entrepreneurs in Tanzania ▪ Intervention d'appui à la réduction de l'informalité dans le secteur agricole en République du Tchad ▪ Boosting post-COVID-19 economic recovery and resilience in the Gambia, through the formalization of informal enterprises and their workers ▪ Aborder l'informalité en accordant une attention particulière aux groupes confrontés à de plus grands défis sur la voie du travail décent
TC Codes	TZA/23/01/RBS; TCD/23/01/RBS ; GMB/21/01/RBS ; GNB/23/01/RBS
Administrative Units	CO-Dar Es Salaam; CO-Kinshasa; DWT/CO-Dakar
Countries	Tanzania; Chad; Gambia; Guinea-Bissau
Donor	RBSA
Total Budget	1.800.000 USD
Type of evaluation	Final Independent Evaluation
April	April - June 2025
Evaluation Manager	Abderrahim El Moulal, REO

1. Introduction and Background

1.1. Introduction

The informal economy encompasses all the economic activities of workers and economic units which - in law or in practice - are not covered or are insufficiently covered by formal provisions. In Africa, informal employment remains a dominant feature of the labour market, with approximately 80% of the workforce engaged in informal activities - the highest rate globally¹. This sector encompasses a broad range of unregulated economic activities, including agriculture, small-scale trading, artisanal work, and unregistered businesses. The widespread nature of informality presents numerous challenges, such as limited access to social protection, job insecurity, health risks and reduced government revenue. Formalising this economy is therefore crucial to guaranteeing decent working conditions, extending social protection coverage, improving productivity and promoting inclusive economic growth. It also helps to boost public revenues and support social justice objectives.

Recognizing these issues, the International Labour Organization (ILO) has implemented several interventions aimed at transitioning informal workers into the formal economy. These interventions focus on enhancing regulatory frameworks, extending social protection, and promoting youth employment to support sustainable economic growth.

1.2. ROAF RBSA Interventions on Informality

RBSA stands for Regular Budget Supplementary Account. Third source of funding, in addition to the Regular Budget and extra-budgetary resources, the RBSA expands and deepens decent work priorities and outcomes in dialogue with tripartite constituents in member States in the framework of UN reform and inter-agency cooperation. The funding mechanism enables ILO to finance interventions in furthering its overall objectives as stated in the biennial Programme and Budget document.

Since 2021, the ILO Regional Office in Africa (ROAF) used the RBSA funding mechanism to support formalization efforts in a number of African member states.

Table 1. ROAF RBSA Interventions on Formalization

Project Title	Country	Budget	Duration	P&B Outputs
Enhancing Digital Inclusion and E-formality among women entrepreneurs in Tanzania	Tanzania	\$ 400,000	January 1, 2023 - February 28, 2025	Outputs 4.4, 6.3
Aborder l'informalité en accordant une attention particulière aux groupes confrontés à de plus grands défis sur la voie du travail décent	Guinée-Bissau	\$ 450,000	Avril 1, 2023 – March 1, 2025	Outputs 7.4, 6.2 and 8.3

¹ International Labour Organization (ILO), 2020. *Transition from the Informal to the Formal Economy in Africa*. [The Transition from the Informal to the Formal Economy in Africa | International Labour Organization](#)

Project Title	Country	Budget	Duration	P&B Outputs
Boosting post-COVID-19 economic recovery and resilience in the Gambia, through the formalization of informal enterprises and their workers	The Gambia	\$ 500,000	October 1, 2021 – June 30, 2023	Outputs 4.3, 1.1
Intervention d'appui à la réduction de l'informalité dans le secteur agricole en République du Tchad	Tchad	\$ 450,000	April 1 2023 - March 31, 2025	Outputs 3.3, 3.5 and 4.3

- **In Tanzania**, the RBSA-funded intervention, implemented between January 2023 and February 2025, aims to improve access to financial and non-financial services, strengthen capacities and formalize informal small businesses and the employment arrangements of the workers they employ, including through the digitalization of their business operations. Moreover, the intervention is aiming to support the transition to formality of workers in informal employment in formal enterprises and households, particularly women entrepreneurs in the Kigoma region. The ultimate beneficiaries are informal micro, small and medium- sized enterprises, particularly those led by women and youth, informal women finance groups, informal women entrepreneur associations, and their apex organizations. The expected results of the intervention are:
 1. Informal operators have improved access to financial and non-financial services and strengthened capacities to run their businesses;
 2. Businesses, and the workers they employ, are formalized; and
 3. Workers' organizations support the formalization of informal employment in formal enterprises and households.
- **In Guinea-Bissau**, the RBSA-funded intervention, implemented between January 2023 and February 2025, aims to support the formalization of informal enterprises and employment in three key economic sectors identified for their potential to absorb decent work deficits. These sectors will be selected based on criteria such as their contribution to the national economy, the prevalence of informality, and the proportion of women employed. The intervention seeks to improve access to social protection, strengthen institutional capacities, and promote gender equality in the labor market. The ultimate beneficiaries of the intervention are informal workers, with a particular focus on 25,000 women affiliated with the Association of Women Engaged in Economic Activities (AMAE), informal entrepreneurs, and workers in the identified sectors. The intervention will also support government institutions, including the Ministry of Public Administration, Labor, Employment, and Social Security, the National Institute of Social Security, the Chamber of Commerce, and organizations representing workers and employers.

The expected results of the intervention are:

1. Improved understanding of informality, particularly its impact on women entrepreneurs, through a gender-sensitive national diagnostic study that will inform policies and facilitate the transition to formality;
2. The development and adoption of an integrated gender-sensitive strategy in the three selected sectors, aimed at expanding social protection coverage and formalizing enterprises and workers in consultation with social partners;
3. Enhanced access to social protection for informal workers, particularly women, through the development of tools and procedures to facilitate enrollment, contributions, and benefit delivery, in collaboration with relevant institutions;
4. The establishment of a pilot initiative to promote gender equality through the creation of 50 women-led cooperatives, benefiting between 1,000 and 1,500 women, which will facilitate access to financial services, market opportunities, and social protection.

The intervention is implemented in the regions of Bissau, Bafatá, Gabú, Cacheu, Quinará and Oio leveraging partnerships with ongoing initiatives such as the Action Portugal project and collaboration with organizations like the UNDP, UNICEF, FAO, WFP and World Bank to ensure a comprehensive and sustainable approach to formalization.

- **In The Gambia**, the RBSA-funded intervention, implemented between October 2021 and June 2023, aimed to support the transition from the informal to the formal economy by strengthening the capacity of government institutions and social partners, improving access to skills development and social protection, and fostering the formalization of informal enterprises and employment. The intervention focused on facilitating a tripartite dialogue to develop a National Strategy for the Formalization of the Informal Economy, expanding access to quality apprenticeships, and leveraging digital solutions to support business formalization. The ultimate beneficiaries of the intervention included informal entrepreneurs and workers, with a specific focus on women engaged in sectors most affected by the COVID-19 pandemic. The intervention will also benefit the Ministry of Trade, Industry, Regional Integration, and Employment (MOTIE), the Gambia Chamber of Commerce and Industry (GCCII), and representative workers' organizations, which will be actively involved in the tripartite initiatives.

The expected results of the intervention are:

1. Increased knowledge of the phenomenon of informality, including the effect on women's informal entrepreneurs and workers, through the dissemination of a national diagnostic of the informal economy and an analysis of the barriers faced by workers and employers in the informal economy in accessing social security;
 2. A national strategy for formalising the informal economy, addressing the specific needs of women's entrepreneurs, developed and adopted through a tripartite dialogue process;
 3. A national strategy for the implementation of the ILO principles of quality apprenticeship, taking into account the gender dimension, applied to the informal economy developed and adopted;
 4. Increased capacity for the GCCII to expand its membership and deliver services that will foster the formalisation of informal enterprises in particular through the deployment of an innovative digital platform 'Formalize and Develop Your Business';
 5. A pilot initiative is implemented to assist a minimum of 100 informal entrepreneurs, mostly women, operating in COVID-19 affected sectors, in their formalization process.
- **In Chad**, the RBSA-funded intervention, implemented between April 2023 and March 2025, aims to support the formalization of small-scale agricultural producers by creating quality employment opportunities and establishing sustainable mechanisms to facilitate their transition to the formal economy. The intervention focuses on strengthening the capacity of key sectoral ministries, public employment services, and social partners to provide incentives and support to agricultural cooperatives and informal workers. It also seeks to improve access to financing, markets, training, and social protection for small producers, with a particular focus on women and youth. The ultimate beneficiaries of the intervention include small agricultural producers and their cooperatives, with a focus on women and youth, as well as government institutions such as the Ministry of Employment, the Ministry of Agriculture, the Ministry of Vocational Training, and representative workers' and employers' organizations. Additionally, the intervention will collaborate with United Nations agencies and international development partners to align efforts with national programs and policies.

The expected results of the intervention are:

1. A national coordination mechanism is adopted to facilitate the transition of small agricultural producers to the formal economy, with strengthened institutional capacities and harmonized actions among social partners;
2. An integrated transition strategy for the agricultural sector, based on ILO tools, is operationalized, providing access to information, training, financial services, and social protection, with at least 300 producers (40% women) formally registered and receiving advisory services;

3. A gender-inclusive approach is adopted to ensure equitable access to training and resources, with tailored support for women and youth to facilitate their participation in agricultural value chains and business development;
4. Enhanced capacity of small producers and their associations to transition to formality, with at least 300 producers and cooperatives trained in entrepreneurship, cooperative management, and value chain development, creating sustainable employment opportunities, including 25% green jobs;
5. An operational strategy for promoting green jobs and sustainable enterprises in the agricultural sector is developed and disseminated to support climate resilience and economic sustainability;
6. Strengthened organizational and operational capacity of the National Employment Office, with trained employment advisors and a digitalized information service to support small producers' access to training and market information;
7. An updated agricultural employment and skills directory is developed to improve labour market information systems and support vocational training programs, with a focus on emerging green and post-COVID occupations.

Given that the four RBSA interventions will mostly be fully implemented by March 2025, and considering the desire and commitment of the ROAF to obtain a holistic and integrated assessment of the effects and lessons learned from its interventions under this mechanism to support formalization across the continent, it has been decided to group the four interventions for a clustered final independent evaluation. This approach aims to optimize evaluation costs, consolidate cross-learning on the important theme of formalization for the continent, and foster exchange and sharing of experiences on the subject across country offices.

2. Objectives & Scope of the Evaluation

2.1. Objective of the Evaluation

ILO considers evaluation as an integral part of the implementation of its projects and interventions. The evaluations are conducted to achieve accountability, improve management and foster learning to support the knowledge base. The aim of this final clustered evaluation is to assess the overall implementation and achievements of the RBSA interventions in the four countries against their planned objectives. It will provide evidence-based information on what worked and what did not work well and why and whether the underlying theories and assumptions used to design and implement interventions to support formalization are relevant, effective and achieved their intended goals. This evaluation mainly intends to provide information on the relevance, coherence, effectiveness, efficiency, impact and sustainability of the four RBSA interventions on informality, as well as document lessons learnt and emerging good practices in the area of formalization across the continent.

2.1.1. Specific Objectives

More specifically, the final clustered evaluation of RBSA interventions on formalization should:

- Assess the relevance of the interventions' design and implementation strategies in relation to the relevant ILO, UN and national development frameworks (i.e. SDGs and UNSDCF) of countries covered and final beneficiaries needs.
- Review and substantiate emerging evidence related to the achievements of the interventions' goals and their contribution to the advancement of formalization efforts in the respective countries and across the continent.
- Assess the extent to which the interventions have achieved their stated objectives and expected results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, partnership and coordination arrangements.
- Identify unexpected positive and negative results of the RBSA interventions.
- Assess the level of implementation efficiency of the interventions.
- Assess the extent to which the interventions' outcomes and observed impacts will be sustainable in the respective countries.
- Identify lessons learned and emerging good practices for the key stakeholders, including ILO in Africa, to guide its efforts in supporting formalization.
- Provide strategic recommendations for the different key stakeholders to promote sustainability and support further development, as well as to inform the design of future similar interventions of the ILO in support to formalization.

2.2. Evaluation Audience

The primary users of this final clustered evaluation are the ILO Country Offices (COs), their key implementing partners, National Governments of Tanzania, Guinea-Bissau, The Gambia and Tchad as well as and their relevant ministries and institutions, the ILO relevant Technical Units and tri-partite constituents in the four countries. The final evaluation findings, recommendations and lessons learned will also be used by the ROAF to inform the design and implementation of any future projects and initiatives related to formalization in the continent.

2.3. Evaluation Scope

2.3.1. Period and Scope of the Evaluation

The final clustered and independent evaluation will cover the full implementation period of the four RBSA interventions (as outlined in Table 1), including any extension period. The evaluation will also assess the attainment of all four intervention's outputs, outcomes and objectives as described in their respective logical frameworks. The evaluation will also integrate gender equality as a cross-cutting concern throughout its processes and methodological approach and deliverables (in line with EVAL guidance note n° 4), as well as tripartism, social dialogue and transition to environmental sustainability as transversal themes.

2.3.2. Geographical Scope

The final evaluation will cover the four countries where the RBSA interventions were implemented (Tanzania, Guinea-Bissau, The Gambia and Tchad), including any particularly targeted zones and areas as outlined in the projects' documents.

2.4. Evaluation Criteria and Key-Questions

The evaluation should be carried out in adherence with the ILO Evaluation policy and guidelines, as well as UNEG norms and standards. It should, as well, be guided by the OECD/DAC main evaluation criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability) in addition to ILO cross-cutting criteria. The final evaluation will be guided by the following main evaluation questions, to be refined during the evaluation design and planning stage:

Relevance & Strategic Fit - Are the intervention addressing the right issues?

1. To what extent are the four RBSA interventions aligned to the needs and priorities of tripartite stakeholders and beneficiaries identified in the project documents and during implementation?
2. How well do the RBSA interventions on formalization support national development commitments, regional priorities, and relevant SDGs?
3. To what extent are the interventions' objectives aligned with the socioeconomic realities and specific challenges of each target country (Guinea-Bissau, The Gambia, Chad, Tanzania)?
4. Did the projects' design reflect a logical, realistic, and purposeful approach toward achieving their objectives in different national contexts?

Coherence - How well do the interventions fit within the broader context?

5. How well do the projects complement and align with other ongoing ILO programmes in the respective countries and across the region?
6. Are there any overlaps, synergies, or potential duplications with other donor-supported projects or national programs?
7. To what extent have the interventions been designed to maximize systemic and sustainable changes at national and regional levels?
8. How well are the interventions aligned with national policy frameworks, regional priorities, and international commitments, including the Sustainable Development Goals and ILO Recommendation 204 on the transition to formal economy?
9. How effectively do the projects collaborate with other donors, partners, and stakeholders across the four countries to ensure coherence?

Effectiveness - Are the interventions achieving their intended results?

10. To what extent are the interventions likely to achieve their intended objectives by the end of the implementation period?
11. Have the interventions been effective in improving formalization and access to social protection across the four countries?
12. What are the key success factors and challenges encountered in achieving the expected outcomes?
13. Have the interventions followed their Theory of Change, and have the assumptions and development hypotheses been validated by performance data?
14. Have the interventions achieved their targeted outputs and outcomes equitably across geographic areas and for intended beneficiaries (e.g., women, youth, informal workers)?
15. What unexpected results, both positive and negative, have emerged from the interventions?

Efficiency - Are resources being used optimally?

16. How effective was the technical support and backstopping provided by ILO's Decent Work Teams (DWTs) and headquarters?
17. How efficiently have the financial, human, and technical resources been allocated and utilized across the four projects to achieve their objectives?
18. Have project funds and interventions been delivered in a timely manner, and what were the key bottlenecks encountered in implementation?
19. Could similar results have been achieved with fewer resources or through alternative approaches?
20. Have the four interventions adequately incorporated gender and inclusion objectives within their budgeting and planning processes?
21. Has an effective risk management, monitoring, and evaluation system been established and implemented across the interventions?

Impact Orientation - What difference have the projects made?

22. How have the interventions contributed to long-term improvements in the lives of beneficiaries, particularly women and youth in the informal economy?
23. What tangible changes have the interventions brought at the policy and practice levels in terms of governance, technical capacity on formalization, and access to social protection?
24. To what extent have the interventions contributed to broader national, regional and global development goals?
25. What evidence exists of the interventions' contributions to strengthening local institutions, social partners, and governance systems?
26. What lessons can be drawn from the impact of the four projects to inform future formalization interventions?

Sustainability - Will the benefits last beyond interventions' completion?

27. Are the interventions' results structured to ensure long-term sustainability beyond their lifecycle?
28. How effectively have the interventions built local ownership, institutional capacity, and stakeholder commitment to sustain their outcomes and impacts?
29. What are the main risks to the sustainability of the interventions' achievements, and how have these risks been mitigated?

- 30.** To what extent are national institutions and implementing partners prepared to sustain the outcomes without continued ILO support?
- 31.** Have realistic and effective exit strategies been developed and implemented to ensure ongoing benefits for beneficiaries and partners?
- 32.** Will the interventions' beneficiaries, such as women entrepreneurs and informal workers, continue to experience improved access to formalization support and social protection after the end of ILO support?

Cross-Cutting Issues

- 33.** To what extent did the interventions mainstream gender equality and non-discrimination principles into their design and implementation?
- 34.** How effectively did the interventions promote strong and independent worker and employer organizations and facilitate constructive social dialogues?
- 35.** Were there any efforts to promote environmentally friendly practices in the context of transition to formal economy?

3. Evaluation Approach and Modalities

3.1. Evaluation Methodology

The final clustered evaluation of ILO RBSA interventions on formalization should comply with evaluation norms and standards, ethical safeguards, specified in ILO's evaluation procedures and guidelines (see Annex II). The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards, as well as to the OECD/DAC Evaluation Quality Standards. This is a final independent evaluation and as such, the final methodology and evaluation questions will be determined by the successful consultant in consultation with the Evaluation Manager.

The evaluation is expected to apply a mixed-methods approach, using both quantitative and qualitative data to address the evaluation questions and triangulating data sources and methods to increase the validity and rigor of the evaluation findings. The evaluation should also be participatory, engaging, as much as feasible, with the key stakeholders of the interventions in the four countries at all stages of the evaluation process (See Guidance Note 7 in Annex II). The bidding consultants are encouraged to propose innovative approaches and methods to allow the evaluation to rigorously assess the interventions' results and impacts across the four countries, to derive holistic and integrated lessons learned on the support to formalization in Africa, as well as to formulate strategic and actionable recommendations to guide ILO future interventions on the thematic area.

The evaluation should use, but be not restricted to, the following methods:

- **Desk Review:** Of the four RBSA interventions' documentation and literature, including the projects' documents, progress reports, monitoring reports, financial reports, relevant associated research and studies, and any other documentation related to the interventions. The evaluator should also conduct a brief literature review on formalization processes and best practices in Africa and globally, as a benchmark against which the interventions' design and implementation strategies should be assessed. Preliminary findings from the desk review will be used to refine the evaluation scope, questions and methodology.
- **Interviews with the Main Stakeholders:** Remote or in-person interviews will be conducted with ILO relevant staff in the four countries, as well as with the interventions' partners, beneficiaries and key stakeholders in each country. Interviews will also be conducted with ILO specialists on formalization both at the regional and HQ offices. The list of stakeholders to consult as part of the evaluation will be consolidated by the evaluation manager in consultation with ILO staff in each CO, and the evaluator will be tasked with performing any relevant sampling exercise to optimize the data collection process.
- **Quantitative Monitoring Data:** Collected by the management throughout the implementation of the interventions in the four countries. The evaluator should analyze any available such data at the country- level and across countries and triangulate the conclusions with the findings from qualitative sources to strengthen the evaluation validity and credibility.

3.2. Evaluation Process

The evaluation will be conducted and managed as per the following process:

1. **Inception Phase:** An inception meeting will be organized by the evaluation manager after the completion of the hiring process of the evaluation consultant and the finalization of the contract. The meeting will gather the ILO RBSA interventions' managers, the evaluator and the evaluation manager, and will be the opportunity to refine the evaluation scope and questions, to discuss its methodological aspects, as well as to clarify its logistical details. At the end of this phase and following the desk review and preliminary interviews with relevant ILO staff, the evaluator will submit an inception report detailing the evaluation

plan, including its methodological approach, its data collection tools and its timelines. The evaluation Inception Report is to be approved by the evaluation manager.

2. **Data Collection Phase:** During which the evaluator will deploy the agreed evaluation approach, including the data collection activities with the identified evaluation respondents. The selected evaluator will specify in the methodological approach the field visits in any of the covered countries, with clear justification.
3. **Stakeholders' Consultation Workshop:** To be virtually organized by ILO staff and facilitated by the evaluator, gathering the main stakeholders in each of the covered countries. During the consultation workshop, the evaluator will present the preliminary findings of the evaluation, explore the evaluation stakeholders' interpretation of the early findings and recommendations, and gather further information with the stakeholders to narrow any data or knowledge gap related to the evaluation questions.
4. **Reporting Phase:** After the completion of the evaluation data collection and interpretation, the evaluator will submit a draft evaluation report, to be reviewed and circulated by the evaluation manager to consolidate feedback and comments from the evaluation main stakeholders. A final report will be, subsequently, submitted by the evaluator addressing the stakeholders' feedback, before being subjected to quality control as per ILO evaluation guidelines and quality standards by the evaluation manager, the ILO Regional M&E and ILO EVAL/HQ. The final report should be ultimately validated and approved by EVAL/HQ.

3.3. Evaluation Management

The final evaluation will be managed by an ILO certified Evaluation Manager not linked with the interventions and implemented by a selected independent evaluator, following a transparent selection process. The roles and responsibilities in the evaluation process will be as follow:

- **The Evaluation Manager:** Will be responsible for the overall management of the evaluation process, ensuring that the evaluation is conducted as per its ToRs and initial plans and that its final deliverables are up to ILO quality standards. More specifically, the evaluation manager will:
 - Finalize the evaluation ToRs with inputs from key stakeholders.
 - Select the independent evaluator in coordination with EVAL.
 - Review and approve the inception report.
 - Brief the evaluator on ILO evaluation policies, guidelines and procedures.
 - Coordinate with ILO CO teams on the data collection logistics.
 - Review and circulate the first draft of the evaluation report for comments by the key stakeholders.
 - Ensure the final version of the evaluation report addresses stakeholders' comments and meets ILO requirements.
 - Approve the draft version of the evaluation report and submit it to EVAL for final approval.
- **The ILO Country Teams:** Will provide any logistical assistance to the evaluator as may be required and will be responsible for:
 - Providing relevant and necessary documentation on the RBSA interventions to the evaluator.
 - Preparing a list of recommended interviewees in their respective countries.
 - Coordinating logistical arrangements during the data collection phase.
 - Reviewing and providing comments on the draft evaluation reports.
 - Organizing and participating in the stakeholder consultation workshop.
- **The Selected Evaluator:** Will be responsible for conducting the evaluation as per ILO evaluation guidelines and quality standards. More specifically, s/he will be responsible for:

- The design of appropriate and targeted evaluation approach and methodology, as well as their associated data collection tools and schedule.
- The conduction of appropriate and agreed on data collection activities, ensuring a proper participation of the evaluation stakeholders and its main respondents.
- The facilitation of a virtual stakeholders' consultation workshop to present the preliminary findings of the evaluation and facilitate a discussion around the evaluation recommendations and lessons learned.
- The submission of draft and final evaluation reports in line with ILO evaluation guidelines, quality standards and templates as outlined in Annex II.
- Address and integrate feedback and comments received on the evaluation outputs.

3.4. Evaluation Deliverables

The selected consultant is required to deliver the following evaluation outputs:

- **Inception Report:** Including a detailed evaluation approach, a detailed work plan and the associated data collection instruments. The inception report should follow ILO EVAL Checklist 3 and include:
 - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis;
 - Data collection tools;
 - Detailed fieldwork plan (virtual or in person) for the four countries developed in consultation with the Evaluation Manager and ILO country teams;
 - Agenda for the stakeholders' workshop;
 - The proposed evaluation report outline.

The inception report will be reviewed and approved by the evaluation manager after being circulated to the evaluation stakeholders for their comments.

- **Draft and Final Evaluation Reports:** In English (maximum 30 pages, excluding), strictly following ILO template (Annex I) and ILO/EVAL Checklist 5 "Preparing the Evaluation Report" (Annex II). The evaluator will submit a draft evaluation report to the evaluation manager, who will have approximately seven days to consolidate both his/her comments on the analytical strenght of the report, its findings, lessons learned and recommendations, as well as comments and feedback from the evaluation stakeholders. Once the stakeholders' feedback on the draft report is shared with the evaluator, he will have seven to ten days to address all comments before sending a final draft evaluation report. The evaluation manager will again review the final evaluation report, before sharing it with the ILO Regional Evaluation Specialist for quality review. Once the final evaluation report is deemed staisfatory by the ILO Regional Evaluation Specialist, it will be submitted to EVAL/HQ for a final quality review. The evaluation report will be considered as final after its review and validation by EVAL/HQ, and the selected evaluator should be available to address comments and feedback at each step of the quality assurance process.
- **Evaluation Executive Summary:** To be appended to the final evaluation report, following ILO template (Annex II).

4. Evaluation Timelines

The evaluation process should start mid-February 2025, after the finalization of the contract, and last approximately **26 days**. The evaluation will be conducted following the below approximate schedule:

Activity	Responsibility	Timeline	Number of days consultant	Approximate Dates
Inception Meeting with the evaluator and the ILO teams	Evaluation Manager	One week after the signature of the consultancy contact.	1 day	Early April 2025
Desk Review; Preliminary Interviews Deliverable: Inception Report	Evaluator	Two weeks after the signature of the consultancy contact.	3 days	Mid-April 2025
Field-work Data Collection (remotely and/or in- person)	Evaluator	Three weeks after the signature of the consultancy contact.	10 days	End of April 2025
Stakeholders' Consultation Workshop (remote)	Evaluator	Five weeks after the signature of the consultancy contact.	1 day	End of April 2025
Draft Evaluation Report	Evaluator	Six weeks after the signature of the consultancy contact.	7 days	Mid-May 2025
Consolidated feedback on the draft evaluation report	Evaluation Manager	Seven weeks after the signature of the consultancy contact.	-	End of May 2025
Final version of the evaluation report	Evaluator	Nine weeks after the signature of the consultancy contact.	3 days	Mid-June 2025
Total working days			26 days	

5. Evaluation Budget & Required Qualifications

5.1. Payment schedule and modalities

The consultancy for this final evaluation shall commence mid-February 2025 and conclude no later than mid-May 2025 after which the contract will expire. The ILO standards for payment is output-based and payments will be made upon the submission and approval of deliverables as outlined in section 3.4 of the present ToRs. Payments will be made following the below schedule:

- 20% for Inception Report;
- 30% for Draft Evaluation Report, and ;
- 50% for the Final Evaluation Report along with the Evaluation Executive Summary.

A budget for this evaluation has been allocated to cover the evaluator's fees, potential costs of international and domestic travels and the organization of the consultation workshop with stakeholders. The evaluation budget includes:

- Fees for the evaluator for **26 non-consecutive workdays**. The bidding consultant should provide, as part of their financial proposal, daily fees in US dollars.
- Cost of international travel, if relevant, from the evaluator's home to countries of visit. In accordance with the relevant ILO rules, the ILO will provide pre-paid air tickets in economy class and by the most direct route.
- Daily Subsistence Allowance (DSA) during the field mission, if relevant. The ILO will pay DSA at the standard UN rate for the dates of the trips to cover lodging, meals and incidentals while on travel, as per ILO policy.
- Cost of the consultation workshop organization.

A detailed budget and contract with the evaluator will be prepared by the ILO Regional Office for Africa.

5.2. Evaluator Required Experience and Qualifications

The independent evaluator will be selected following a selection process managed by the Evaluation Manager and based on proven experience and qualifications meeting the consultancy requirements. The lead evaluator can propose an evaluation team to assist with data collection in the covered countries. Selection of the lead consultant will be based on the following criteria:

- A master's degree in any of the following, social sciences, development studies, economics, or other related graduate qualifications.
- A minimum of 5-7 years of professional experience specifically in evaluating international multi- country development or capacity-building initiatives, including UN projects/programmes, and with policy level work and institutional building related work.
- Experience in qualitative and quantitative approaches applied to evaluation.
- A good understanding of ILO mandate and tripartite structure.
- Experience in facilitating workshops to present and discuss evaluation findings.
- Have no previous or current involvement – or offers of prospective employment – with the ILO in the relevant countries.

- Knowledge and previous experience on informality and formalization in Africa, as well as in the intervention countries or sub-regions will be an asset.
- Fluent English and French, both spoken and in writing.

► Annex I: Structure of the Evaluation Report

The evaluation report will be structured as follows:

1. Cover Page

Containing project details (project title, project number, donor, start and end dates, budget, relevant technical sector, ILO management unit, geographical coverage) and evaluation details (type of evaluation: independent, ILO management unit, start and end dates of the evaluation mission, name(s) of the evaluator(s), date of report submission).

2. Executive Summary

3. Background, Brief Description of the Project, and Its Intervention Logic

4. Purpose, Scope, and Intended Audience of the Evaluation

5. Methodology and Limitations

6. Review/Analysis of Project Implementation

7. Detailed Presentation of Findings for Each Evaluation Criterion

8. Conclusions

9. Recommendations (including intended recipients, priority level, and necessary resources)

10. Lessons Learned and Good Practices

11. Annexes (including terms of reference for the evaluation, documents used, people interviewed, evaluation schedule, lessons learned).

► Annexe II : ILO/EVAL Guidelines & Templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance Note 7: Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>