



Terms of Reference Independent Evaluation of Zambia National Employment and Labour Market Policy (NELMP) April 2022

1. Introduction and Rationale

Zambia attained its independence in 1964 and is home to more than 17.3 million people much of which is a youthful population. Although the country has experienced sustained economic growth over the past 10 years, almost 56 per cent of the population live below the international poverty line of US\$1.90 a day. The situation is more concerning in rural zones, where poverty affects 76.6 per cent of the population. Zambia's chronic poverty, coupled with erratic weather and climate shocks, lead to high levels of food insecurity and malnutrition, poor access to health care, and different protection risks, especially for women and children¹.

One of the initiatives to end poverty has been to create employment by the Zambian government since independence through the formulation of the National Employment and Labour Market Policy (NELMP). The overall objective of the policy was to “create adequate and quality jobs under conditions that ensure adequate income and protection of workers’ basic rights” and still is relevant even today. The Zambian economy has recorded an annual GDP growth rate averaging six percent for a sustained period of over ten years. However, this growth did not translate into commensurate employment creation. It has become widely accepted that the link between economic growth and employment is not automatic. Government is aware that productive and decent employment plays a critical role in translating economic growth into reduced poverty and inequality. Therefore, employment creation is one of the national central goals as envisioned in the Vision 2030 and past Seventh National Development Plan (7NDP) through which the Government aspires to deliver a prosperous middle-income economy that offers decent employment opportunities for all Zambians by harnessing opportunities for economic diversification and growth targeting four key growth sectors namely; Agriculture, Manufacturing, Mining and Tourism. Further, Government in collaboration with International Labour Organization (ILO) developed the Zambia Decent Work Country Programme (ZDWCP) 2020-2022. One of the key outputs of the ZDWCP was the revision of the National Employment and Labour Market Policy. Thus the revision and review of the NELMP every time one comes to an end or expires is important to check on the progress made as regards the set out targets and outputs of the past policy. In terms of employment by industry, services accounts for 61.1%, Agriculture,

¹ United Nations Office for the Coordination of Humanitarian Affairs, 2019.

Forestry and Fishing 22.5%, Manufacturing 8.4%, Construction 3.4% and Mining and Quarrying 2%.²

The global economy is expected to rebound this year and grow by 5.9%. Last year, the global economy contracted by 3.1 percent. The recovery in growth this year is attributed to the relaxation of COVID-19 restrictions that allowed for the resumption of economic and other activities. Further, increased spending by governments and provision of liquidity by central banks aided the recovery. The New Dawn Administration's fiscal policy agenda is to progressively reduce fiscal deficits to sustainable levels while supporting growth that generates jobs and reduces poverty. To achieve this, Government will employ a combination of revenue mobilization, administrative reforms and expenditure rationalization measures³.

Zambia's unemployment challenge is long term in nature. Youth unemployment rate was estimated at 19.9 percent. It was higher in urban areas at 20.8 percent than in rural areas at 18.0 percent. In urban areas, female youth unemployment rate was higher at 24.7 percent than did male unemployment rate of 17.7 percent. The same is observed for male youth unemployment rate in rural areas which stood at 19.2 percent and 17.2 percent, respectively. A total of 3,371,542 youths were Not in Education, Employment, or Training (NEET) representing 52.8 percent of all youth while 47.2 percent were outside the NEET. About four in every ten male youths (43.7 percent) and six in every ten female youths (60.6 percent) were not in employment, education or training. With Zambia having a youthful population, these statistics are a clear indication that a large population is unproductive, limiting the ability of Zambia to reap the benefits of a potential demographic dividend in the future. In addition to the foregoing almost half of all workers were employed in private businesses/farms (63.3%), followed by employment in households/by private individuals (21.1%), the central government (10.1%), local government (2.1%), Parastatals (1.1%), Faith-based Organizations (0.7%), Non-government Organizations (0.5%), Producers' cooperatives (0.2%) and Embassy/international organizations (0.1%). The economic growth fostered mainly by the mining industry has not led to the development of a manufacturing sector nor significant job creation. The country still largely imports most of its basic consumables, and businesses across all sectors are dominated by South African franchises and multi-national enterprises (MNEs)⁴.

There is clear evidence of a growing enclave economy characterized by the co-existence of two radically distinct parts, a modern or formal segment employing a small proportion of the

² Zambia Statistical Agency, 2020 Labour Force Survey Report

³ National Assembly of Zambia - 2022 National Budget Speech.

⁴ Zambia Statistical Agency, 2020 Labour Force Survey Report



economically active and a growing informal economy employing the bulk of the economically active working-poor.

The 2018 NELMP had an objective to support inclusive economic growth and development through promotion of gainful and decent work in all sectors of the economy. The objective was aligned to the aspirations of the country of becoming a prosperous middle-income nation by 2030. Which provides an opportunity for Zambia to realize inclusive growth and promote decent work as outlined in the Vision 2030 and past Seventh National Development Plan (7NDP).

In order to achieve the above vision, a policy implementation plan was developed to ensure the effectiveness of the policy. The implementation plan acknowledged the need for a structured and coordinated approach across all relevant players, especially across government. It particularly highlighted that the NELMP's main custodian, the Ministry of Labour and Social Security (MLSS), cannot single-handedly take over the employment creation responsibilities of the various sectorial and line ministries/organisation. This in turn, would require extensive coordination. The NELMP equally included dedicated and targeted Implementation and Monitoring and Evaluation Plans across all NELMP priority areas.

Despite the above frameworks in place to support the implementation of the policy, there appears to be a sense that the 2018 NELMP, overall implementation has been very limited and incomplete. There appears to be general agreement among tripartite members of the coordination committee that many of the stipulated interventions and targets have not been achieved, regardless of a seemingly sound policy setup.

For this reason, the Ministry of Labour and Social Security (MLSS) and social partners and the ILO have agreed that the 2018 National Employment and Labour Market Policy and its implementation should be subjected to an independent evaluation, with a view to generate lessons learned and key recommendations as to ensuring impact and effectiveness of any successive employment policies or programmes in the country.

2. Purpose, scope and clients of the evaluation

Purpose:

The independent evaluation serves three (3) main purposes:

- i. To independently evaluate the results achieved by the 2018 NELMP towards its main objective, principles and measures across its priority sectors; assessing final performance and delivery as per the foreseen targets and indicators of achievement as stipulated in the Implementation and M&E Plans, and with respect to the particular political and economic developments, opportunities and constraints experienced in Zambia over the implementation period.
- ii. To identify and rigorously analyse any potential shortcomings in the implementation, with the aim to examine and uncovering the main reasons and contributing factors that may have caused any underperformance.
- iii. To provide strategic, operational and policy recommendations and lessons learned with a view to facilitating more effective and impactful public employment policies, programmes or initiatives in the future.

Scope:

The independent evaluation will cover all the objectives, principles and priority areas/strategies of Zambia's 2018 National Employment Policy, with particular attention to both the policy's development process and its implementation. The evaluation will assess all key outputs and outcomes that were produced and have been achieved by all relevant stakeholders since the adoption of the NELMP.

In particular, the evaluation will aim to:

- Analyse the overall progress made towards achieving the NELMP objectives and targets
- Guide the Government of Zambia on the performance of the NELMP (including areas of success and/or challenges) and provide lessons learned for future employment policies/programmes/initiatives of a similar nature
- Highlight any potential shortcomings in NELMP implementation and highlight them clearly together with any identified causes for such underperformance
- Identify internal and external factors that influenced NELMP implementation and delivery
- Uncover the extent of coordination, collaboration, buy-in, support and participation among government stakeholders, workers and employers organisations, as well as any other implementing partners or relevant stakeholders.

- Assess the relevance of the NELMP within national development priorities/frameworks and evolving context of the past Seventh (7) NDP both on paper and as perceived by the tripartite stakeholders.
- Explore synergies with other relevant policies, programmes and activities (public and private), as well as any other relevant initiatives by Zambian constituents (tripartite).
- Make specific recommendations to assess performance and the delivery of results for this and any similar future policies.

Evaluation users:

The primary users of the evaluation are the tripartite Zambian constituents, namely the Government of Zambia, as well as workers' and employers' organisations, ILO, as well as other relevant stakeholders from civil society, academia and other stakeholders.

3. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria (in line with ILO evaluation policy guidelines⁵):

- A. Relevance and strategic fit,
- B. Effectiveness of implementation and management arrangements,
- C. Efficiency of resource use and policy design/implementation,
- D. Impact orientation of the policy towards the target beneficiaries and enabling environment
- E. Sustainability and continuation of policy-induced activities beyond the policy's lifespan.

Suggested Key Evaluation Questions:

The evaluators shall examine the following key issues:

- A. Relevance and strategic fit
 1. Has the NELMP taken into account the needs and priorities of tripartite stakeholders and beneficiaries in Zambia?
 2. In hindsight, was the NELMP design realistic and purposeful towards achieving its objectives? Was the NELMP design logical? Did it include implicitly or explicitly a Theory of Change?

⁵ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

B. Effectiveness of NELMP implementation and management arrangements

3. To what extent has each of the expected nine priority areas and their related outputs been achieved? Please suitably disaggregate this analysis by gender, age, geographic area, and sector (where applicable).
4. What, if any, adverse effects resulting from the NELMP (on beneficiaries, affected communities, institutions, or other) have been identified or perceived?
5. Has the NELMP Implementation Framework been effective in facilitating or enabling the achievement of the NELMP goals?
6. Have NELMP activities been sufficiently funded?
7. To what extent has Zambia's political economy promoted or hindered an effective implementation of the NELMP? If possible, identify particular points in time, actors and turn of events that have had an impact on the NELMP's effectiveness from the point of development till the end of the implementation phase.
8. Has a coordination body for implementation and monitoring been established and implemented? Has it been instrumental for the project performance?
9. Have the target indicators across the various objectives and outputs been effectively measured and achieved?

C. Efficiency

10. How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to achieve the NELMP goals?
11. To what extent have the efforts and resource allocation between implementing ministries been coordinated towards achievement of the NELMP's objectives and targets?
12. Have the NELMP's activities/operations been implemented in time as defined by the implementation plan?

D. Impact orientation of the policy towards the target beneficiaries and enabling environment of the policy

13. Has the NELMP contributed to the creation of employment in Zambia?
14. Has the NELMP contributed to achieving the proposed objectives?
15. To what extent can employment created in Zambia from 2018 to 2022 be attributed to the activities of the NELMP?
16. Has the NELMP contributed to a significant change in practices, perceptions, governance or enabling environment for employment creation in the country?

E. Sustainability

17. Assess whether NELMP outcomes have been achieved in a sustainable manner that enable continuing benefits beyond the NELMP's lifespan?
18. Are any jobs created through the NELMP likely to continue to exist and be improved after the NELMP's expiry?
19. Has a mechanism for the review or renewal of the NELMP been developed and implemented?
20. To what extent will national institutions and implementing partners be likely to continue NELMP activities/initiatives or carry forward its results?

The evaluation shall follow a human-rights-based approach by promoting and protecting human rights, including the HR perspective in evaluation means (i) addressing the process to people, (ii) setting tools and approaches appropriate for collecting data from them; (iii) set-up processes of broader involvement of stakeholders, and (iv) enhance access of the evaluation results to keystakeholders.

Furthermore, the evaluation must be conducted with gender equality as a mainstreamed approach and concern. This implies (i) applying gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and use of mix of methodologies, (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects. National Gender Policy and Gender Mainstreaming should be able to guide the study as catalysing women's participation in productive resource utilization and employment creation.

In line with a results-based approach, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/objectives/targets as stipulated in the NELMP, particularly its Implementation and M&E Plans.

5. Methodology



The evaluation will be evidence-based, taking a mixed methods approach, combining quantitative and qualitative research methods and applying triangulation of sources and methods. Inter alia, it will incorporate a desk review and field visits to the relevant institutions and stakeholders that have been involved in the development and implementation of the NELMP in Zambia. Further consultation will be held with responsible multilateral and donor agencies (such as ILO and its UN sister agencies, World Bank, GIZ, KfW, among others), private sector and civil society representatives, academia and research institutions as well as any other relevant implementing partners, beneficiaries and stakeholders.

The independent evaluation team will review inputs by all relevant stakeholders, and it will seek to apply a variety of evaluation techniques – desk review, statistical analysis of available data, key informant interviews, focus group discussions, field visits, informed judgments, and scoring, ranking or other rating techniques. At the end of the fieldwork, the major findings, the conclusions and recommendations of the evaluation team will be presented in a stakeholder workshop to be conducted in Lusaka upon completion of the fieldwork. The participants will be determined by national constituents in coordination with the ILO evaluation manager.

The evaluation team leader will be responsible for completing the draft evaluation report, to be submitted to the ILO evaluation manager, and subsequently shared with all relevant stakeholders for feedback. Comments will be requested by the evaluation team leader within a specified timeframe (not more than 12 working days). Following the feedback provided during the validation workshop, the evaluation team will be expected to finalise the report and submit to the evaluation manager without unreasonable delay (maximum 10 working days).

The various methodological elements of the evaluation are each discussed below:

Desk review:

The evaluators will carry out an initial desk review of all relevant public policy and legal documents, academic literature, as well as available secondary statistics and data, as well as any relevant data provided by NELMP implementers. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions, to be reflected in an evaluation matrix to be included as part of the inception report. This will guide the final evaluation instruments which should be finalized in consultation with the evaluation manager.

Interviews with tripartite constituents and stakeholders:

The consultant will undertake group and/or individual discussions with all relevant stakeholders in Zambia, primarily but not exclusively in Lusaka. Interviews should also be held with a sample of relevant officials at regional/constituency level outside Lusaka. The evaluation team will also interview key staff of the relevant ILO offices in Zambia and Pretoria (using modern communication technology where possible). An indicative list of persons to be interviewed will be developed by the ILO Country Office Lusaka in close collaboration with the MLSS and social partners.

Stakeholders' Workshop:

Additionally, a stakeholder workshop will take place at the end of fieldwork. This meeting will be conducted by the Evaluation Team to provide feedback on initial evaluation results. It will bring together a wide range of stakeholders. The agenda of the meeting and list of participants will be determined by national constituents in coordination with the ILO evaluation manager. Logistical support will be provided by the project team.

The stakeholder workshop will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The presentation will concentrate on good practices identified at the time of the evaluation, lessons learned and remaining gaps as identified by all the stakeholders.

6. Expected Outputs/ Deliverables

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1. Inception report (with detailed work plan, data collection instruments, key informant Interviews)
 2. Participation, presentation of findings and rapporteur duties at a stakeholders' workshop
 3. A concise draft Evaluation Report (maximum 35 pages without annexes) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the NELMP
 - Purpose, scope and clients of the evaluation
 - Methodology
 - Clearly identified findings for each criterion/evaluation question
 - Conclusions

- Recommendations
 - Lessons learned and good practices
 - Annexes:
 - ToR
 - NELMP Implementation plan: Level of completion of key activities
 - NELMP M&E Plan: Level of achievement of targets
 - List of Meetings and Interviews
 - Any other relevant documents
4. A concise final Evaluation Report in line with the above requirements
 5. Evaluation Summary, Lessons learned and best practices (where applicable using existing ILO templates).

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

The first draft of the report will be reviewed by the evaluation manager, to identify potentially sensitive information and/or methodological issues in the report. Comments from stakeholders will be consolidated and incorporated into the final report as appropriate, and the Lead Evaluator will provide a response to the evaluation manager, in the form of a comment matrix, including explanations as to how comments were addressed or why any comments might not have been incorporated. It is expected that all comments and stakeholder feedback will be duly addressed in some form.

7. Management arrangements, work plan and time frame

Composition evaluation team:

The consultant will collect data and draft the report. The consultant will be responsible for resolving any outstanding disagreements that may arise between the evaluators as well as working closely with the ILO staff and MLSS officials as needed to produce and submit the evaluation report in accordance with the deliverable schedule and contract specifications. The consultant will be highly qualified with extensive experience in policy evaluations and also the subject matter in question: employment creation and policies.



The MLSS as the chair of the National Task Team constituted under the SIFA- Skills Anticipation Project could continue under this new assignment, will be the national institution responsible for facilitating the evaluation process, including the data collection and validation phase.

Reporting lines and evaluation manager:

The consultant will report to the ILO Employment Specialist Dr. Bernd Mueller (mueller@ilo.org). All Logistical and administrative support will be provided by the ILO Office in Lusaka, and coordinated by the Senior Programme Officer, Mr Gerald Tembo (tembo@ilo.org).

Ethical Considerations and Confidentiality:

The consultant will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. Interview partners must be assured of full anonymity and confidentiality of their responses at the beginning of the interview. They must be provided with sufficient space to ask any questions they may have, and must be provided with answers to their satisfaction before commencing the interview.

Payment Schedule

- 30% to be paid upon submission of Inception report to the satisfaction and acceptance of the ILO.
- 70% to be paid upon submission of Draft report to the satisfaction and acceptance of the ILO.
- 30% to be paid upon submission of Final report to the satisfaction and acceptance of the ILO.

Work plan and Time Frame:

The total duration of the evaluation process (excluding preparation and finalisation) is estimated to complete the assignment over the period 1 August 2022 – 31 November 2022.

Evaluation Phases:

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to Zambian stakeholders no later than 30th October 2022.

No.	Tasks	Responsible Person	Tentative dates	Work days
1	<ul style="list-style-type: none"> • Identification of independent evaluators • Entering contracts and preparation of budgets and logistics 	ILO	August, 2022	
2	<ul style="list-style-type: none"> • Telephone briefing with evaluation manager • Desk review of documents and statistics • Inception report , including evaluation matrix • Evaluation instruments designed based on desk review 	Evaluators	September, 2022	
3	<ul style="list-style-type: none"> • Consultations with NELMP stakeholders: <ul style="list-style-type: none"> • Government (incl all line ministries); Workers; Employers; Civil Society and academia & Private sector and NELMP Beneficiaries • Consultations with relevant ILO units • Consultations with any other stakeholders • Potential visit to purposive qualitative sample of regions/constituencies outside Lusaka⁶ • Debriefing workshop with presentation and discussion of preliminary findings 	Evaluation team with logistical support by CO Lusaka and MLSS	September 2022	
4	<ul style="list-style-type: none"> • Elaboration of draft report • Draft evaluation report submitted to ILO Evaluation Manager for quality & completeness review 	Evaluation team	October 2022	

⁶ Final decision on whether field visits will be necessary will be decided at the Inception phase based on preliminary findings and discussions with the key stakeholders. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider may include:

- Locations with successful and less or unsuccessful results (from the perception of key stakeholders and the progress reports). The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
- Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
- Locations next to and not so close to main roads (accessibility)

5	<ul style="list-style-type: none"> • Circulate draft evaluation report to key stakeholders 	Evaluation manager, Evaluation Team, (logistical support by project team)	October 2022	
6	<ul style="list-style-type: none"> • Consolidate comments of stakeholders and send to evaluation team leader • Finalize the report. Provide explanation on comments that were not included 	Consultant	October 2022	
7	<ul style="list-style-type: none"> • Approval of report by the evaluation manager 	ILO	November 2022	
8	<ul style="list-style-type: none"> • Final copy reviewed edited, 508-compliant Report distributed 	ILO	November 2022	
9	<ul style="list-style-type: none"> • National workshop to discuss evaluation report, its implementations, and way forward⁷ 	ILO	November 2022	

⁷ This activity does not form part of the core evaluation process and thus will not require inputs by the evaluation team.

For this independent evaluation, the final report and submission procedure will be followed:

- The consultant will submit a draft evaluation report to the evaluation manager.
- ILO Evaluation Manager will carry out a review to ensure quality and completeness of report and highlight any issue to be addressed by the evaluators if needed.
- The evaluation manager will then forward a copy to all key stakeholders, for comment and factual correction. A validation stakeholder workshop will be held to collate all comments and provide a suitable forum for all feedback to be voiced. The evaluation team leader will act as main rapporteur at the workshop.
- The evaluation manager will consolidate the comments and send these to the evaluation team.
- The evaluation team leader will finalize the report incorporating any comments deemed appropriate and providing a comment matrix explaining how the comments were addressed and why any comments might not have been incorporated.
- The evaluation team leader will submit the final report and comment matrix to the ILO evaluation manager.
- The ILO evaluation manager will forward the evaluation report and comment matrix to all stakeholders for review. If questions or concerns remain about how comments were or were not addressed, the Evaluation Manager may request further explanation or response from the Evaluation Team Leader.
- Once a final report has been arrived at, this will be sent for final editing and formatting, and afterwards publicly released and shared with all relevant stakeholders.

8. Key qualifications and experience of the Evaluation Team

The **consultant** should have the following qualifications:

- Master's degree in economics, Social Sciences, Business Management, law or related graduate qualifications
- A minimum of 8 years of relevant professional experience specifically in evaluating public policies and programmes in the area of employment, Social Protection, Labour Rights, productivity, working conditions and management of public programmes, preferably in Zambia.
- Proven experience with logical framework and theory of change approaches, as well as other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Understanding of the economic and employment context of Zambia, with a particular appreciation of its political economy would be a great asset.
- Excellent communication, analytical and interview skills (in English).
- Excellent report writing skills (in English).
- Demonstrated ability to deliver quality results within strict deadlines.