

Terms of Reference

Independent Evaluation of Mozambique's National Employment Policy (NEP) and Employment Policy's Action Plan (PAPE 2021-2024)

May 2025

1. Introduction & rationale for evaluation

The International Labour Organization (ILO) is implementing the MozTrabalha Phase 2 project with the support of the Swedish International Development Agency (Sida), to help Mozambique's tripartite constituents promote decent work and productive employment for Mozambican women and men, particularly the youth and those living in poverty. Further, the project is supported by the Employment Policy and Analysis Programme (EPAP) of the International Training Centre of the ILO (ITC-ILO) and is based on a systems approach as a guiding framework across all levels (national and sectoral) with focus on inclusive structural transformation and just transition.

Among others, the project supports the country's National Employment Policy (NEP) through the implementation of its Plan of Action (Plano de Acção da Política de Emprego - PAPE, 2021-2024) which aims to mainstream employment and the linkages to relevant sectoral strategies.

Approximately 88 per cent of the labour force is in informal employment, including irregular/temporary (casual) forms of wage work (agricultural and non-agricultural) that, although most often invisible in official statistics, are performed along with other diverse and interdependent activities such as own-account work and unpaid household work (Ali, 2020, INE, 2019). Only 12% of the labour force has a 'formal' wage work (*Ibid.*).

The majority of the labour force in the country works in the agricultural sector, which contributes only 25% to GDP, while about 10% and 20% of employment lies in the industry and service sectors, respectively, contributing 72% to GDP. That said, only 8% of GDP is created in the manufacturing sector, which, again, underscores the reliance on resource extraction and primary commodities. This economic structure has been relatively stagnant for the past 20 years with serious gender disparities, where more women are still heavily dependent on employment in low-productivity agriculture. This reality points to an urgent need for inclusive structural transformation, through a significant and sustainable increase in high-productivity employment opportunities that may meaningfully address the dire situation of poverty, particularly for rural Mozambican women and men.

In 2016, the Government of Mozambique approved the country's National Employment Policy (NEP) which main goal is to "promote job creation, employability and employment sustainability, contributing to the economic and social development of the country and the well-being of Mozambicans". The NEP consists of eight pillars and a set of measures which fall under these pillars, namely:

- Pillar 1: Development of Human Capital
- Pillar 2: Generation of new jobs

Pillar 3: Harmonization and Prioritization of Sector Policies
Pillar 4: Promoting Decent, Productive and Sustainable Work
Pillar 5: Improvement of the Labour Market Information System
Pillar 6: Occupational Health, Hygiene and Safety at Work
Pillar 7: Strengthening International Cooperation
Pillar 8: Cross-Cutting Issues

With a view to ensuring its operationalization, in 2018, the Council of Ministers approved the respective Action Plan, in line with the postulates in the Employment Policy.

The current NEP was adopted in 2016 and the respective Action Plan approved by Cabinet in 2021, has just ended in 2024. For this reason, the Ministry of Youth and Sports (MJD), the social partners and the ILO have agreed that the NEP and PAPE 2021-2024 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. At the end of 2024, a preliminary assessment was conducted in this plan of action and recently, the MJD has formally requested the technical assistance of the ILO to conduct a thorough independent evaluation. To ensure the independence of the process, the ILO has sought support of the ITC-ILO in that regard, thus, the evaluation team will be recruited by the ITC-ILO, and the evaluation manager will be based at ITC-ILO.

2. Purpose, scope and clients of the evaluation

Purpose:

The independent evaluation serves three main purposes:

- i. To independently assess the results achieved by the NEP taking into account its main objective and principles across its eight priority areas; assess the performance and delivery as per the set targets and indicators, the implementation and M&E Plans, and with respect to the particular political and economic developments, opportunities and constraints experienced in Mozambique over the implementation period.
- ii. To identify and analyse any progress and potential shortcomings in the implementation, with a view to examining and finding the main reasons and major contributing factors towards the performance of the NEP and PAPE.
- 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 address all the objectives, principles and priority areas/strategies of Mozambique's National Employment Policy, with particular attention to both the policy's development process and its implementation. Further, the evaluation will

assess all key outputs and outcomes that were produced and achieved by all relevant stakeholders since the adoption of the NEP.

In particular, the evaluation aims to:

- Analyse the overall progress made towards achieving the NEP objectives and targets
- Guide the Government of Mozambique on the performance of the NEP (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 the NEP implementation together with the relevant causes.
- Identify internal and external factors that influenced NEP implementation and delivery.
- Report on issues related to coordination, collaboration, buy-in, support and participation involving government stakeholders, workers and employers' organisations, as well as any other partner or relevant stakeholders.
- Assess the relevance of the NEP within national development priorities/frameworks and evolving context (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 Mozambican constituents (tripartite).
- Make specific recommendations to track and assess performance and outcomes of this and any similar future policies.

Evaluation users:

The primary users of the evaluation are Mozambique's tripartite constituents, namely the Government of Mozambique, the workers' and employers' organisations, ILO, as well as other relevant stakeholders such as civil society, academia and the international community.

3. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria (in line with ILO evaluation policy guidelines¹):

- 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 group and enabling environment
- E. Sustainability and continuation of policy-induced activities beyond the policy's lifespan.

¹ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

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 all stakeholders.

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 (September, 2007). 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 NEP, particularly its Implementation and M&E Plans.

Key Evaluation Questions:

The evaluators shall examine the following key issues:

- A. Relevance and strategic fit
 1. Has the NEP taken into account the needs and priorities of the tripartite stakeholders and beneficiaries in Mozambique?
 2. In hindsight, was the NEP design realistic and purposeful towards achieving its objectives? Was the NEP design logical? Did it include implicitly or explicitly a Theory of Change?
- B. Effectiveness of NEP 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 NEP (on beneficiaries, affected communities, institutions, or other) have been identified or perceived?
 5. Has the NEP Implementation Framework been effective in facilitating or enabling the achievement of the NEP goals?
 6. Have NEP activities been sufficiently funded?
 7. To what extent has Mozambique's political economy promoted or hindered an effective implementation of the NEP? If possible, identify particular points in time, actors and turn of events that have had an impact on the NEP'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 NEP goals?
 11. To what extent have the efforts and resource allocation between implementing ministries been coordinated towards achievement of the NEP's objectives and targets?
 12. Have the NEP'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 NEP and PAPE 2021-2024 contributed to the creation of employment in Mozambique?
 14. Has the NEP and PAPE 2021-2024 contributed to achieving the proposed objectives?
 15. To what extent can employment created in Mozambique from 2016 to date be attributed to the activities of the NEP/PAPE 2021-2024?
 16. Has the NEP contributed to a significant change in practices, perceptions, governance or enabling environment for employment creation in the country?
- E. Sustainability
17. Assess whether NEP outcomes have been achieved in a sustainable manner that enable continuing benefits beyond the NEP's lifespan?
 18. Are any jobs created through the NEP likely to continue to exist and be improved after the NEP's expiry?
 19. Has a mechanism for the review or renewal of the NEP been developed and implemented?
 20. To what extent will national institutions and implementing partners be likely to continue NEP activities/initiatives or carry forward its results?

4. 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 NEP in Mozambique. Further consultation will be held with responsible multilateral and donor agencies (such as the Swedish Government, 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 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 Mozambique 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 ITC-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 NEP 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 evaluation team will undertake group and/or individual discussions with all relevant stakeholders in Mozambique, primarily, but not exclusively in Maputo. Interviews should also be held with a sample of relevant officials at regional/constituency level outside Maputo. The evaluation team will also interview key staff of the relevant ILO offices in Lusaka, Pretoria and Geneva (using modern communication technology where possible). An indicative list of persons to be interviewed will be developed by the ILO in close collaboration with the Ministry of Youth and Sports (MJD) and social partners.

Stakeholders' Workshop:

Additionally, a stakeholder workshop will take place at the end of the field work. 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 ITC-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.

5. Expected Outputs/ Deliverables

1. Inception report (with detailed work plan, data collection instruments, definition of responsibilities of evaluation team members)
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 NEP
 - 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
 - NEP Implementation plan: Level of completion of key activities
 - NEP 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 ITC-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.

All reports, including drafts, will be written in English.

6. Management arrangements, work plan & time frame

Composition evaluation team:

This is an independent evaluation, in which ITC-ILO will appoint an evaluation manager and the members of the Evaluation Team, which ideally will include national expertise.

The evaluation team will consist of one lead evaluation consultant (team leader) and one supporting evaluation consultant (both yet to be identified). The consultants will work together to collect the data and draft the initial report. The team leader will be responsible for resolving any outstanding disagreements that may arise between the evaluators as well as working closely with the ITC-ILO evaluation manager as needed to produce and submit one evaluation report in accordance with the deliverable schedule and contract specifications. The consultants will be highly qualified senior evaluation specialists with extensive experience in policy evaluations and also the subject matter in question: employment creation and policies. The evaluation team, in consultation with the ILO evaluation manager and national constituents, will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

The Ministry of Youth and Sports (MJD), as the chair of the employment coordination committee, will be the chief national institution responsible for facilitating the evaluation process, including the data collection and validation phase.

Reporting lines and evaluation manager:

The evaluation team will report to the evaluation manager. Logistical and administrative support will be provided by the MozTrabalha team based in Maputo.

Ethical Considerations and Confidentiality:

The evaluation mission 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.

Work plan & Time Frame:

The total duration of the evaluation process (excluding preparation and finalisation) is estimated to be 5 months. The field visits and data collection shall commence in June 2025 and a first draft evaluation report is expected by 15 July 2025. Following subsequent consultations and finalisation of the draft, the final *validated* evaluation report is expected by 31 October 2025.

Evaluation Phases:

The evaluation is foreseen to be undertaken in the following main phases and period aiming for submission of the final validated evaluation report to the evaluation manager no later than 31 October 2025.

Phase	Tasks	Responsible Person	Deadline	Work days (international)	Work days (national)
I	<ul style="list-style-type: none"> Preparation of TOR incl stakeholder inputs 	ILO	Done		
II	<ul style="list-style-type: none"> Identification of independent lead and supporting evaluators Entering contracts and preparation of budgets and logistics 	ILO	16 June 2025	X	X
III	<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	30 June 2025	5	5
IV	<ul style="list-style-type: none"> Formal launch workshop in Maputo (half-day or one-day event) 	all	w/c 7 July	2	2
V	<ul style="list-style-type: none"> Consultations with NEP stakeholders: <ul style="list-style-type: none"> Government (incl all line ministries); Workers; Employers; Civil Society and academia & Private sector and NEP Beneficiaries Consultations with relevant ILO units Consultations with any other stakeholders Potential visit to purposive qualitative sample of regions/constituencies outside Maputo² Debriefing workshop with presentation and discussion of preliminary findings 	Evaluation team with logistical support by	15 August 2025	15	20
VI	<ul style="list-style-type: none"> Elaboration of draft report Draft evaluation report submitted to ILO Evaluation Manager for quality & completeness review 	Evaluation team	31 August 2025	10	10

² 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 visit's 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)

VII	<ul style="list-style-type: none"> • Circulate draft evaluation report to key stakeholders 	Evaluation manager, Evaluation Team, (logistical support by project team)	8 September 2025	0	0
VIII	<ul style="list-style-type: none"> • Consultation workshop to be held 	All	w/c 15 September 2025	3	3
IX	<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 	Evaluation team	25 September 2025	5	5
X	<ul style="list-style-type: none"> • Approval of report by the evaluation manager 	ILO	15 October 2025	0	0
XI	<ul style="list-style-type: none"> • Final copy edited Report distributed 	ILO	31 October 2025	0	0
XII	<ul style="list-style-type: none"> • National workshop to discuss evaluation report, its implementations, and way forward³ 	ILO	30 November 2025	0	0

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

- The evaluation team leader will submit a draft evaluation report to the evaluation manager.
- ITC-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 (supported by the ILO MozTrabalha team) 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.

³ This activity does not form part of the core evaluation process and thus will not require inputs by the evaluation team.

- 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.

7. Key qualifications and experience of the Evaluation Team

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

- Master degree in Economics, Social Sciences, Business Management, law or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating public policies and programmes in the area of employment, decent work, productivity, working conditions and management of public programmes, preferably in Mozambique.
- 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 Mozambique, with a particular appreciation of its political economy would be an asset.
- Excellent communication, analytical and interview skills in English, with fluency in Portuguese a strong asset.
- Excellent report writing skills (in English).
- Demonstrated ability to deliver quality results within strict deadlines.

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

- A minimum of Bachelor degree in Economics, Social Sciences, Business Management, law or related graduate qualifications
- A minimum of 5 years of professional experience specifically in evaluating public policies and programmes in the area of employment, decent work, productivity, working conditions and management of public programmes, preferably in Mozambique.
- Proven experience with logical framework approaches and 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 Mozambique, with a particular appreciation of its political economy.
- Excellent communication, analytical and interview skills.
- Advanced report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.