

TERMS OF REFERENCE

Technical Assistance for the Review of Samoa National Employment Policy (SNEP) 2016-2020 and Development of SNEP 2021-2025

1. Background

The Ministry of Commerce, Industry and Labour (MCIL) requested financial and technical support from the International Labour Organization (ILO) to assist with the review of the current Samoa National Employment Policy 2016-2020 and the development of the next Samoa National Employment Policy 2021-2025.

The COVID-19 crisis has resulted in a massive disruption to the economy and labour market in Samoa, and created a heightened level of uncertainty over the recovery. Policy responses in Samoa are aimed at mitigating the socio-economic impact of the COVID-19 crisis and developing strategies for a socio-economic recovery. After 25th January 2020 when the first COVID-19 case was confirmed in Melbourne, the Pacific Island Countries started to introduce border security measures that lead quickly to a total lockdown. Due to the lack of testing and treatment capabilities, Pacific Island Countries had to focus on isolation to prevent a health crisis. A Rapid Assessment Survey conducted by the ILO and the Samoa Impact Assessment and Monitoring Taskforce from June to August 2020 highlighted the severe impact of COVID-19 on businesses, households and employment in Samoa, including in the formal and informal sector.

In tackling the COVID-19 crisis and promoting productive employment, the recommendations of the Rapid Assessment Survey and the national commitment of the tripartite partners and other key stakeholders towards employment promotion are important aspects to prioritize and advance the Samoa National Employment Policy. A gender-responsive national employment policy can play an important role to promote a job-rich recovery from the COVID-19 crisis. It provides a coherent framework to address the immediate jobs crisis along with longer-term goals to build a better world of work that addresses country-specific future of work challenges and focuses on job creation and improvements in employment quality, particularly for women and youth, and transitions to new opportunities across sectors.

Building on the first Samoa National Employment Policy (2016-2020), the SNEP is considered as one of the most important avenues to translate findings derived from labour statistics on employment, underemployment and the information about the status of the labour demand and supply into evidence-informed policy making and programming with a view to promoting productive employment and decent work. It was agreed during the stakeholders consultation dated 21st July 2020 in Apia on the Strategies for the Development of Samoa 2021-2025 that employment targets would be specifically stated as part of the overall national targets for Samoa. This was raised by the Samoa Workers Congress and the Ministry of Finance took note of these suggestions. The second Samoa National Employment Policy is foreseen to be a national policy that assists in the socio-economic recovery from COVID-19 and addresses challenges encountered in the labour market. To achieve this, supportive economic and social policies are needed to ensure that disruptions to employment and incomes due to the impact of COVID-19 are addressed. This involves a comprehensive set of policy measures from stimulating the economy and employment to supporting workers to retain employment and possible assistance to be provided by development partners and government to those who have lost their jobs.

Prior to the COVID-19 crisis, economic dynamics have slowed efforts towards achieving labour market progress in Samoa in recent years. While tourism and remittances remained robust, volatile external demand has weighed down some strategic export sectors. In this context, policy efforts to foster decent and productive employment opportunities must be re-doubled. Unemployment and underemployment is one of the priority issues currently faced by most countries all over the world including Samoa, especially with the current socio-economic impact of COVID-19 on enterprises, industries and workers. Unemployment remains a major development issue and the rates are high especially among the youth. Improvements in Samoa's economic growth with time has not translated adequately into employment, and is exacerbated by the current economic outlook due to COVID-19. According to ADB, GDP growth in Samoa is projected to contract at -5.0 per cent in 2020 and -9.7 per cent in 2021.¹ Evidence also indicates that there has been an increasing trend towards the expansion of urban informal sector and a decline in opportunities for productive employment in the formal sector. Unemployment among the economically active population is still high.²

2. OBJECTIVES:

The objective of the consultancy assignment is to support (i) the review of the Samoa National Employment Policy 2016-2020, (ii) the development of the Samoa National Employment Policy 2021-2025, and (iii) capacity building for SNEP implementation, under the overall guidance of the Task Force Committee and supervision of both Assistant CEOs of the Apprenticeship, Employment and Labour Market (AELM) & Industrial Relations, and Work Permit and OSH (IRWPOSH) divisions of MCIL, and in collaboration with the ILO.

The SNEP 2021-2025 in the context of the socio-economic recovery from COVID-19 shall address selected country-specific future of work challenges, such as demographic change,

¹ ADB (2020) Asian Development Outlook 2020 Update. September 2020.

² ILO (2019) Samoa National Employment Policy 2016–2020: Labour Market Monitoring Report

climate change and natural disasters, labour mobility, globalization and transition to the formal economy. The overall SNEP will be aligned with the integrated approach to employment strategies, including the provisions made in Employment Policy Convention, 1964 (No. 122), promoting a coherent policy framework for creating more and better jobs, focusing on gender-responsive and results-based national employment policies and country-specific challenges concerning the future of work.

3. EXPECTED KEY OUTCOMES:

The deliverables of the consultancy are expected to contribute to the following outcomes at the national level:

- Supporting the review of the current National Employment Policy and development of the next NEP will assist MCIL and other key national stakeholders to develop and implement a concerted and coherent employment policy framework in the socio-economic recovery from COVID-19. MCIL will have an integrated NEP framework to advance productive employment and decent work for all, both in the formal and informal sectors, as well as in terms of gender, age, qualification, wages and salaries, specific skills as well as other labour market aspects.
- Ensuring the commitment of the Samoan National Tripartite Forum (SNTF) to the recommendations of the findings from Samoa Rapid Assessment Survey June–Aug 2020 on the impact of the COVID-19 on employment and enterprises is consistent with refocusing of national programmes to address the impact of COVID-19 and country-specific future of work challenges, including natural disasters.

4. SPECIFIC TASKS

The Samoa National Employment Policy 2016-2020 was the first NEP in the Pacific region, designed in a comprehensive manner across sectors of the economy to advance productive employment. However, the comprehensiveness and scope of the first NEP was considered ambitious during the first NEP review and resulted in implementation challenges of the NEP across sectors. Moreover, it was challenging the Ministry to fund and integrate the envisioned NEP activities under the national budget as it consumed the fiscal year allocation for the Division of AELM within the Ministry.

In the final year of the SNEP 2016-2020, the Samoa National Tripartite Forum aims to ensure that the next SNEP should be implementation-oriented and be kept simple, focused on selected priorities that can be funded through the national budget, and refocus all country programmes to accommodate the needs of constituents as outlined in the recommendation of the Rapid Assessment Survey. The SNEP provides an opportunity to strengthen the collaboration of SNTF members on productive employment, while trying to adopt the re-programming of their work to accommodate future uncertainties not only arising from the COVID-19 crisis, but also other natural disasters.

Therefore, under the general supervision of the Assistant Chief Executive Officer Apprenticeship, Employment and Labour Market and in close collaboration with IREPOSH Division of MCIL and the Task Force Committee, the consultant will:

(i) Review of the SNEP 2016-2020

- Conduct a review and written assessment of the implementation of the Samoa National Employment Policy 2016-2020 for the period up to 2020, including its coverage equally in the formal and informal sectors, and to the public and private sectors. Design a review methodology and evaluate the outcomes of SNEP to provide valuable information on the extent to which the policy has been implemented and the progress towards achieving the SNEP key objectives. The review methodology will include both qualitative and quantitative techniques to examine the effects of the SNEP, such as comparative analysis of initial targets. The evaluation critically assesses the relevance of the employment policy, the efficiency of resource use, and the effectiveness of the implementation process. In addition to the evaluation of the SNEP 2016-2020, the employment policy review will also analyse the economic, social and legal context affecting employment in Samoa as well as the country's policy framework, how it supports decent work objectives, and what improvements are needed on the legislative and compliance framework.³ The review will provide an overview of the major trends in the labour market and economy during the period 2016-2020. The review will then identify to what degree the SNEP objectives and strategies were achieved and delivered, including through the review of the implementation arrangements and SNEP Action Plan. The review is expected to provide strategic, operational and policy recommendations and lessons learned for the development of the next SNEP.
- Prepare a review report of the SNEP 2016-2020. This includes a draft review methodology, draft annotated outline of the report structure, a draft version of the review report as well as a final review report based on consultation and review by MCIL and ILO. The review will summarize the main achievements, the policy gaps identified, and the shortcomings. The review report will shed light to what extent the SNEP achieved its objectives, what the effects were, and what policy changes are needed, thereby informing the structure, policy choices and decision-making process of the next SNEP. Incorporate comments and suggestions obtained through stakeholder review sessions and written feedback.
- Prepare guiding questions and methodology for review sessions. Conduct separate review sessions with constituents: (i) Samoa Workers Congress (SWC), (ii) Samoa Chamber of Commerce and Industry (SCCI) and (iii) Government entities. In addition, conduct one (1) review session with the national stakeholders on the current SNEP 2016-2020. This would include an open discussion of success stories and lessons learned of what the SNEP was able to deliver, and what sectorial focus and implementation mechanisms need to continue and improve in the next SNEP. Prepare a summary report documenting the stakeholder review sessions and findings.

³ See ILO Guide for the formulation of national employment policies, Chapter 3 on B. Comprehensive employment policy reviews (p.62), as well as Chapter 5 on B. The institutional framework for monitoring and Evaluation (p.156)

(ii) Development of the SNEP 2021-2025

- Build on the ILO Guide for the formulation of national employment policies to develop a context-specific gender-responsive NEP in Samoa addressing country-specific future of work challenges.
- Conduct a desk review for the SNEP based on the ILO Labour Market Monitoring report (2019), the Samoa Labour Market Survey 2019, Rapid Assessment Survey Findings, the findings of the SNEP 2016-2020 review and further sources identified by the consultant.
- Conduct an employment situation analysis as part of the SNEP 2021-2025. This includes a labour market analysis on major trends and assessment of economic growth, macroeconomic trends and development prospects in Samoa, with a particular focus on key labour market indicators, labour force participation, employment, unemployment, labour migration and wages, working poverty, participation in informal economy. Analyse labour force survey and other relevant data for Samoa and provide summary statistics of the main variables disaggregated by sex, age and disability status (where available), and their cross-sectoral variation, and summarize the main results in an appropriate graphical and tabular presentation, and concise narrative.
- The analysis should take into account the COVID-19 socio-economic impact and analysis of direct and indirect effects in Samoa on sectors, enterprises and occupations most affected. In addition to direct effects on sectors and occupations, the analysis of the indirect effects will include an assessment to what extent the economy is reliant on regional and global trade, to identify the impact on economic sectors that are particularly affected by the global COVID-19 crisis (e.g. tourism), and their importance in terms of employment. The indirect effects include the impact on the economy of changes on capital flows (FDI and foreign institutional investment), migrant remittances and ODA, as well as labour mobility and migration flows.
- Identify policy options; propose SNEP goals, objectives and targets, draft NEP action plan matrix (logical framework), design the institutional framework and mechanisms for SNEP coordination and implementation, and design the monitoring and evaluation framework, including performance indicators.
- Prepare the SNEP 2021-2025 document. This includes a draft annotated outline of the SNEP structure, a draft version of the SNEP as well as a final SNEP based on consultation and review by MCIL and ILO, and taking into account the feedback provided in stakeholder consultations. The SNEP will be structured based on guidance and feedback by MCIL, ILO and national stakeholders.⁴ Incorporate comments and suggestions obtained through focus group discussions, consultations and written feedback.
- Prepare guiding questions and methodology for focus group discussions and consultations. Conduct focus group discussions with relevant stakeholders, including Government, workers and employers' organizations as well as other key stakeholders,

⁴ Further guidance on the steps, content and structure of formulating the NEP is available in the ILO Guide for the formulation of national employment policies.

in proposed priority areas based on the review of the SNEP 2016-2020 and the recommended priorities of the RA Survey. Prepare a summary report documenting the focus group discussions and findings.

(iii) Capacity building for SNEP implementation

- Build capacity of national stakeholders, including representatives of Government, workers' and employers' organizations, for the effective implementation of the next National Employment Policy. The proposed areas of technical assistance for capacity building will be identified, validated and agreed upon with MCIL, ILO and national stakeholders.
- Provide technical advisory and updates to the Samoa National Tripartite Forum and the Employment Policy Council on the economic situation and response measures of Samoa at time of natural disasters.
- Build capacity of assigned staff of AELM and IRWPOSH divisions to effectively manage, recognize, implement, monitor and evaluate the SNEP.

5. DELIVERABLES:

All outputs shall be submitted in electronic format to the Assistant Chief Executive Officer or designated officer of the Apprenticeship, Employment and Labour Market division of MCIL and the ILO Office in Samoa and shall include the following:

Milestones	Timeline
1. Signing of the contract with ILO	13 th October 2020
2. Final work plan shared after review and consultation with MCIL and ILO	15 th October 2020
3. Desk review of the SNEP 2016-2020	16 – 22 nd October 2020
4. Stakeholder review sessions for SNEP 2016-2020 conducted and summary report submitted	23 rd October – 3 rd November 2020
5. Final review report of the SNEP 2016-2020 submitted after consultations and review of draft version by MCIL and the ILO.	9 th November 2020
6. Consultations on the Review of the SNEP 2016-2020. Focus Group discussions for SNEP 2021-2025 conducted and summary report submitted. Draft version of next SNEP 2021-2025 submitted.	12 th – 23 th November 2020
7. Presentations and consultation of	26 th Nov– 2 nd December 2020

the draft SNEP 2021-2025 to the SNTF & Stakeholders.	
8. Finalization of comments on SNEP 2021-2025 from SNTF, stakeholders & ILO	3 rd December – 15 December 2020
9. Presentation of the SNEP 2021-2025	16 th December 2020
10. Capacity building for SNEP implementation	5 th Jan 2021 – 20 th January 2021

Deliverables	Timeline
1. SNEP 2016-2020 stakeholder review sessions conducted and summary report submitted.	23 th November 2020
2. SNEP 2016-2020 review report developed, finalized and submitted based on consultations and review by MCIL, ILO and national stakeholders.	2 nd December 2020
3. SNEP 2021-2025 focus group discussions and consultations conducted and summary report submitted.	21 st December 2020
4. SNEP 2021-2025 document developed, finalized and submitted based on consultations and review by MCIL, ILO and national stakeholders.	14 th January 2021
5. Capacity building sessions for SNEP 2021-2025 implementation identified and conducted.	22 January 2021

6. REQUIRED EXPERTISE

The consultant(s) should have:

- An advanced degree in the field of labour economics, social development or related area with demonstrated expertise on employment issues.
- At least 5 years of relevant professional experience in economic, social and employment policy and programme development in Samoa with experience in labour

market analysis. Relevant international experience and knowledge of labour markets in the Pacific would be an advantage.

- Excellent knowledge of statistical software for labour market analysis would be an asset.
- Excellent drafting and report writing skills. Ability to present information in readily understandable forms.
- Ability to communicate effectively both orally and in writing. Ability to work on own initiative as well as a member of a team. Ability to plan and organise work.
- Excellent command and proficient working ability in English.
- Experience in policy and programme monitoring and evaluation, including definition of performance indicators, is an asset.

7. TIMEFRAME AND PROPOSAL

A period of 8-10 weeks is estimated to be allocated for the duration of this assignment and to complete all tasks and deliverables, including consultations within the Ministry and other government entities, social partners and other national stakeholders as required. This short formulation and validation period takes into account the need for a NEP in the COVID-19 context to be formulated and implemented using a design that allows for faster corrective action to ensure that measures are responsive and adapting to the changing circumstances and impact on the economy and labour market. It is expected to award and conclude a consultancy contract by 1st October 2020 so that work commences by the 2nd October 2020. Deviations from the overall timeline and deliverables can occur according to the evolution of the assignment; however, any changes observed or anticipated should be consulted with the focal person at the ILO.

In submitting an expression of interest to implement this project, interested consultants should address both **technical and financial aspects in the proposal**. From the technical perspective, the expression of interest should demonstrate a clear understanding of the TOR and set out, with appropriate explanatory comments, a proposed methodology that includes, among others, close discussions with all relevant stakeholders, work plan and timelines for completion of the work.

The ILO will only cover financial costs of the selected consultant at UN rates per working day together with office space if required in the execution of the assignment. The ILO will only pay for services that have been performed and for deliverables that are successfully completed to the satisfaction of the ILO.

Submissions should also include:

- Detailed curriculum vitae of the consultant(s);
- Proposed work plan, methodology, timeline and detailed budget breakdown;
- Samples of written work (e.g. publications, reports) by the consultant(s);
- Names and contact details of three referees,
- Date of availability to take up consultancy.

8. CONFIDENTIALITY/OWNERSHIP OF MATERIAL

The title rights, copyrights, and all other rights of whatsoever nature in any material produced under the terms of this Project which do not otherwise vest in the beneficiary government/organisation, shall be vested exclusively in the Government of Samoa, and the consultants should seek the approval of the Government of Samoa for any publication which they may wish to undertake.

9. APPLICATION DEADLINE

Submission of Expression of Interest responding to this invitation should be received by the AELM Division, email to: Sa'u Taupisi Fa'amau (taupisi@mcil.gov.ws) **before closure of business on Friday, 9 October 2020.**

For further information regarding this TOR please contact Sa'u Taupisi Faamau on telephone number +685 20441 or +685 32548.

10. REPORTING

The consultant will provide regular updates for the work carried out to the MCIL as well as the ILO National Coordinator in Samoa and the ILO Employment Specialist in the ILO Decent Work Technical Support Team for East and South-East Asia and the Pacific.

11. REFERENCES

The consultant will identify various sources of information, and will also take into account sources provided by MCIL, ILO and other stakeholders, including the following sources:

- ILO. Guide for the formulation of national employment policies, available at https://www.ilo.org/emppolicy/pubs/WCMS_188048/lang--en/index.htm
- Samoa Impact Assessment and Monitoring Taskforce (2020) Rapid Assessment Survey on the impact of COVID-19 on businesses, households and employment
- Decent Work Country Programme (DWCP) 2017-2020
- Samoa National Employment Policy 2016-2020, available at https://www.ilo.org/suva/publications/WCMS_544169/lang--en/index.htm
- ILO (2019) Samoa National Employment Policy 2016–2020: Labour Market Monitoring Report, available at https://www.ilo.org/suva/publications/WCMS_754596/lang--en/index.htm
- Samoa Labour Market Survey 2019, available at https://www.mcil.gov.ws/storage/2020/08/LMS-2019_28JUL2020_Lite-Version-FINAL-1.pdf
- ILO concept note for development of Second Samoa National Employment Policy 2021-2025
- Samoa National Action Plan on Youth Employment 2015-2020 (SNAP), available at https://www.ilo.org/employment/areas/youth-employment/sida/WCMS_442928/lang--en/index.htm
- ILO and ADB (2020) Tackling the COVID-19 youth employment crisis in Asia and the Pacific, available at https://www.ilo.org/asia/publications/WCMS_753369/lang--en/index.htm

- ADB (2020) Asian Development Outlook 2020 Update. September 2020, available at <https://www.adb.org/publications/asian-development-outlook-2020-update> ILO (2017) A study on the future of work in the Pacific, available at https://www.ilo.org/suva/publications/WCMS_553880/lang--en/index.htm
- ILO (2019) Future of Work for Climate Resilience in the Pacific Islands, available at https://www.ilo.org/suva/publications/WCMS_712546/lang--en/index.htm